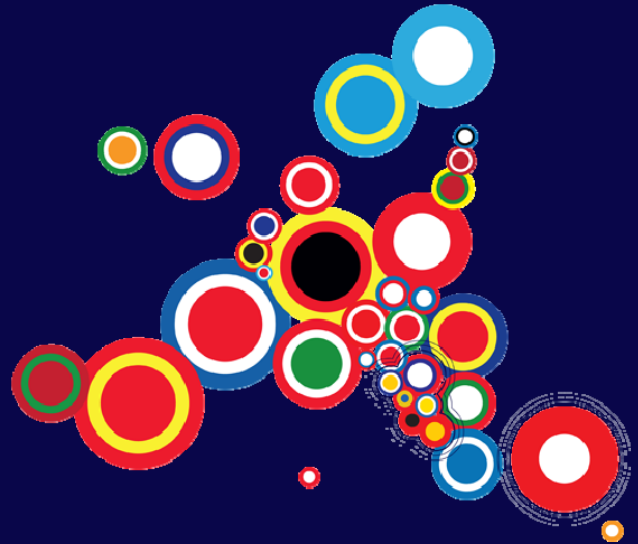




INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

TURKEY

Fundamental Rights



Action summary

Among the numerous priorities in the field of fundamental rights, this Action will concentrate on activities targeting Roma citizens and on gender responsive budgeting.

The Action is of high relevance for the EU accession process in terms of compliance with the Copenhagen Political Criteria, both for the visa liberalisation process and for what concerns one of the most important fundamental rights issues in Turkey, i.e. gender inequality.

The high level of discrimination against the Roma community is an obstacle to the fulfilment of their rights in the field of education, health and employment as well as access to justice and legal aid.

Gender equality is one of the most crucial human rights issues in Turkey given the persistently high level of violence against women as well as gender based discrimination in social, economic and political life.

Action Identification	
Action Programme Title	Annual Action Programme for Turkey (2016)
Action Title	Fundamental Rights
Action ID	IPA/2016/ 039-354/5/Turkey/Fundamental Rights
Sector Information	
IPA II Sector	Rule of Law and Fundamental Rights
DAC Sector	15160 - Human rights
Budget	
Total cost	5 000 000 €
EU contribution	5 000 000 €
Budget line(s)	BGUE-B2016-22.020301-C1-NEAR
Management and Implementation	
Management mode	Indirect management
<i>Indirect management:</i> National authority or other entrusted entity	Central Finance and Contracts Unit Ms. Emine Döğer Acting PAO-CFCU Director Eskişehir Yolu 4. Km 2180 Cad. (HalkbankKampüsü) No: 63 C-Blok 06510 Söğütözü - Ankara / TURKEY
Implementation responsibilities	Gülser USTAOĞLU Director General DG Statute of Women e-mail: Gulser.Ustaoglu@aile.gov.tr Tel: (0) 312 705 91 01/02 Tolunay Sandıkçıoğlu Acting Director Social Inclusion Directorate DG Family and Society Services e-mail: tolunay.sandikcioglu@aile.gov.tr Tel: (0312) 705 55 80
Location	
Zone benefiting from the action	Turkey
Specific implementation area(s)	Turkey
Timeline	
Final date for concluding Financing Agreement(s) with IPA II beneficiary	At the latest by 31 December 2017

Final date for concluding delegation agreements under indirect management	At the latest by 31 December 2017		
Final date for concluding procurement and grant contracts	3 years following the date of conclusion of the Financing Agreement, with the exception of cases listed under Article 189(2) of the Financial Regulation		
Final date for operational implementation	6 years following the conclusion of the Financing Agreement		
Final date for implementing the Financing Agreement (date by which this programme should be de-committed and closed)	12 years following the conclusion of the Financing Agreement		
Policy objectives / Markers (DAC form)			
General policy objective	Not targeted	Significant objective	Main objective
Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Gender equality (including Women In Development)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Trade Development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
RIO Convention markers	Not targeted	Significant objective	Main objective
Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

The Fundamental Rights action aims at enhancing the full enjoyment of all fundamental rights and freedoms by all individuals without any discrimination through strengthening the institutional capacity of the relevant institutions and enhancing effective cooperation between all stakeholders. The non-exhaustive list of areas in the context of the Fundamental Rights action are enhancing respect for fundamental rights and freedoms, particularly freedom of expression, freedom of thought, conscience and religion, freedom of assembly and association, protection of personal data, women's rights, children's rights, LGBTI and gender equality as well as protection of socially vulnerable persons.

Overall, fundamental rights that are guaranteed by the European Convention on Human Rights (ECHR) and the Charter of Fundamental Rights of the European Union are dealt with under this sub-field. Turkey has made significant progress in the field of human rights. However, there is still room for improvement, especially in the field of anti-discrimination and rights of disadvantaged groups.

Among the numerous priority fields, this Action will concentrate on activities to the benefit of Roma citizens and on gender responsive budgeting.

Concerning **Roma citizens**, all EU Member States, candidate countries and potential candidate countries have joint responsibilities to improve their lives. The Member States have already adopted National Roma Integration Strategies (NRIS). The Ministry of Family and Social Policy (MoFSP), in particular the General Directorate of Family and Community Services, is the public institution responsible for the National Roma Integration Document of Turkey. The Social Inclusion Department of the General Directorate of Family and Community Services (MoFSP) prepared the final draft of the National Roma Integration Strategy Document 2016-2021 (NRIS) of Turkey, signed and adopted by the Prime Minister's Office on 27 April 2016.

The Ministry of Education, Ministry of Labour and Social Security, Ministry of Health, Ministry of Interior, Non-governmental Organisations (NGOs) and local authorities (local governors, municipalities) are the other key stakeholders responsible for the implementation of NRIS and main bodies for a realistic mechanism of Monitoring and Evaluation process of NRIS. Additionally, the Ministry of Finance, Ministry of European Union and Ministry of Foreign Affairs are the stakeholders which are indirectly related for a good implementation and monitoring process of NRIS.

With regard to **gender equality**, apart from relevant legislative and institutional frameworks, implementing commitments towards gender equality requires intentional measures to incorporate a gender perspective in planning and budgeting frameworks and concrete investment in addressing gender gaps.

Budgeting is one of the most powerful tools to fulfil international human rights obligations. In addressing the situation of human rights in a country, especially in a context of perceived regression or threat of regression in rights and civil liberties, Gender Responsive Budgeting (GRB) offers a crucial entry point. GRB supports governments in complying with their rights obligations and also offers a means for designing corrective actions as needed. In order to determine the extent of fulfilment of human rights obligations in a country, it is important to see where the money is and how it is spent; to look beyond commitments and carefully examine a government's revenue, allocations and expenditures at the local and national levels to measure the extent to which commitments are actually being implemented. A government's determination to abide by its human rights obligations should be embodied in national (and local) policies, and public expenditures (budgets) should, in turn, reflect those policies. Therefore, GRB is a key mechanism for advancing women's human rights and monitoring the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). Due to the intersectional nature of discrimination, GRB does not only address gender inequalities, but also unveils and therefore helps to address many different forms and layers of inequality. The GRB is also a tool for transparency and accountability. Human rights violations occur when institutions of accountability are in general weakened. The GRB is not only about allocation of resources toward gender equality and women's empowerment. At the national level, GRB is also about pro-poor budgeting and budgeting for the needs of socially excluded groups.

Despite all recent efforts, gender responsive budgeting remains relatively unknown and certainly under-used tool for enhancing gender equality. Public administrations in Turkey lack expertise on the topic. Also most

Civil Society Organizations (CSOs) that promote gender equality and women's empowerment, lack sufficient expertise on GRB to advocate effectively and communicate clearly the benefits of GRB for accelerating commitments to gender equality and women's empowerment.

OUTLINE OF IPA II ASSISTANCE

Regarding Roma, the Action will directly contribute to meet the targets defined in the National Roma Integration Strategy which enters into force in 2016. It will also contribute to achieving measurable progress towards effective monitoring and evaluating of NRIS and ensure cooperation and communication between Roma NGOs, public institutions, policy makers and local authorities.

Regarding gender, the Action will contribute to national and EU strategic documents and action plans, particularly the Gender Equality National Action Plan 2010-2013, which the Ministry of Family and Social Policies started to update for the period 2016-2020. A gender-responsive approach to policy, planning and budgeting will be developed by targeting key actors at both local and national levels through different means. The Action will not be limited to awareness raising, but will include analyses; capacity development; developing models for monitoring public policies from gender perspective; establishing dialogue mechanisms among main partners.

RELEVANCE WITH THE IPA II STRATEGY PAPER AND OTHER KEY REFERENCES

Within the Indicative Strategy Paper which sets out the priorities for EU financial assistance for the period 2014-2020 to support Turkey on its path to accession, "Rule of Law and Fundamental Rights" is defined as one of the core sectors. Under this sector, "Judiciary and Fundamental Rights" is defined as a sub-sector, which comprises the priorities under Chapter 23.

The Indicative Strategy Paper also states that financial assistance under this sub-sector will contribute to strengthening cooperation between different institutions and stakeholders engaged in the area of human rights. Furthermore, the Indicative Strategy Paper attaches great importance to the issue of access of women to politics, education, labour market, and social services.

The Indicative Strategy Paper also points out to the area of women's rights and gender equality, focusing on political representation and combating violence against women in practice, including early and forced marriages; upgrading the legal framework in order to address violence and discrimination based on sexual orientation and gender identity. Other gender equality aspects will be addressed in the sector Education, Employment and Social Policies and in the sub-sector Civil Society.

Likewise, in the Enlargement Strategy and Main Challenges 2014-2015, the European Commission underlines that the rule of law is a fundamental value on which the EU is founded and is at the heart of the accession process.

Furthermore, the equal treatment of men and women has been a fundamental principle of the European Union. In this sense, the Charter of Fundamental Rights of the European Union (2000) states that equality between men and women must be ensured in all areas, including employment, work and pay (Article 23) and reaffirms the ban on discrimination on a wide number of grounds, including sex (Article 21). The 2015 Progress Report states that the legislative and institutional framework on equality between women and men is already in place. However, the legislation and policies on balance of work and private life need take into account gender equality and the gender pay-gap remains problematic.

On the other hand, 2015 Progress Report stated that effective guarantee is needed on the rights of women, and sufficient attention should be ensured to the social inclusion of vulnerable groups such as the Roma. The report also underlines that a national strategy and action plan which includes measures, budget and timeline for implementation for integrating Roma has not yet been adopted.

The visa liberalisation dialogue aims at addressing a broad range of issues of great importance for both Turkey and the EU, and the EU-Turkey relationship as well. The Roma Inclusion Strategy Document is one of the criteria that Turkey has adopted for visa liberation process.

Turkey's National Action Plan for EU Accession Phase I and Phase II related to the Chapter 23 Judiciary and Fundamental Rights for the period from June 2015 to June 2019.

The activities under this Action on Fundamental Rights are closely related to priorities identified in the existing relevant national strategies and action plans.

The national framework documents also address the GRB as an important instrument for mainstreaming gender equality:

- The 10th Development Plan for Turkey (2014-2018), adopted by the General Assembly of the Parliament on 2 July 2013, contains a clear directive for increasing awareness and developing model practices for GRB.
- The Commission on Equal Opportunities for Women and Men of the Turkish Grand National Assembly published a GRB Report in 2014. In the report's recommendations, the Commission calls the key ministries for actions to initiate GRB works at all level.
- 2006/17 & 2010/14 Prime Minister Circular Signatures also require GRB perspective.

Within the 10th Development Plan (2014-2018), article 2.1.7 states that in order to eliminate discrimination and violence against women, the level of social consciousness will be increased with formal and informal education starting from the early childhood.

Furthermore, the Gender Equality National Action Plan, which will cover the period 2016-2021 (being updated by the Ministry of Family and Social Policies at the time of writing) will constitute a basis for public policies in 8 main areas (development of gender equality, participation to decision-making process, education, health, economy, poverty, press and environment).

Moreover, another important document in the field of fundamental rights is the National Roma Integration Strategy (NRIS) (2016-2021), prepared by the Ministry of Family and Social Policies. The NRIS enters into force in 2016 will focus on the problems and take positive measures particularly regarding education, housing and employment among others.

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

As stated in the "Thematic Evaluation on Judiciary and Fundamental Rights in Turkey" by the European Commission, *"the projects in the portfolio were generally relevant to IPA objectives, in the sense that they addressed judiciary and human rights-related concerns identified in relevant strategy documents. They clearly contributed to enhancing the momentum towards human rights reforms meeting political criteria for EU accession. In particular, the projects addressed key gaps in the understanding and implementation of European human rights instruments by the judiciary and in the promotion and protection of fundamental rights in general"*.

In this context, the past projects mentioned below have generally achieved their intended outputs and results that were likely to be sustainable, but the results and impact of assistance have not always been measurable. Further efforts are therefore needed in terms of programme and project design to have measurable objectives and results and adequate indicators. On the other hand, given the delays in implementation of assistance, measures needs to be taken to improve financial execution through better forecasting, procurement planning and capacity increase in the national authorities managing the funds.

Ongoing projects related with Roma inclusion are:

- Promoting Social Inclusion in Densely Roma Populated Areas
- Improving Social Integration and Employability of Disadvantaged Persons. Beneficiary is Ministry of Labour and Social Security (MoLSS).

Previous projects related with the Women or Gender issues are:

- 2013 Enhancement of Participatory Democracy in Turkey: Monitoring Gender Equality project of MoEUA.
- 2010 Promoting Gender Equality in Education project of Ministry of National Education (MoNE).
- 2010 Support to the Local Human Rights Boards and Women's Rights Awareness project.
- 2010 Prevention of Domestic Violence against Women project of Gendarmerie GC.

- 2007 Empowerment of Women and Women NGOs are in the Least Developed Regions of Turkey project of GAP Regional Development Agency. 2006 Shelters for Women Subject to Violence project of Ministry of Interior.
- 2005 Promoting Gender Equality project.
- 2009 Women's Shelters for Combating Domestic Violence project of Ministry of Interior. The Combating Domestic Violence project was prepared on the basis of the "Women's Shelters Project" implemented by the Ministry of Interior during 2008-2010. The project is financed under the 2009 Financing Agreement of Instrument for Pre-Accession Assistance. The project started on 27 December 2013 and will last 36 months. The overall objective of the project is to contribute to the Turkish Government's efforts for the protection of women's human rights in Turkey. The Project had two specified planned results:
 - o Result 1: Increased protection against violence in 26 provinces through establishing and/or providing support services for women subjected to violence/domestic violence.
 - o Result 2: Enhanced collaboration of central and local governing bodies and local NGOs for improved mechanisms to combat VAW in 26 project provinces.

There are a number of key lessons learned for institutions with an interest in combating violence against women during the last two decades in Turkey:

- The main achievements of those years were the acknowledgement of the definition and the social dimension of violence against women.
- The second important achievement was that local and national governments began to accept these were issues that needed to be addressed.
- Combating violence against women requires a multisectoral/multisided and human rights base approach and a strong collaboration between several parties such as government, NGOs, private sector.
- Another important issue relates to the fact that there are limited numbers of specialised professionals on different disciplines of service delivery in combating violence, and in the field of domestic violence in particular. For an efficient and effective service provision, the quality and the quantity of the service providers should be raised.
- The other key tool to combat violence against women is knowledge update of public service providers through training. Since the mid-1990s, several trainings have been conducted both by the government institutions and NGOs for service providers, but once again because of the lack of cooperation, the sustainability of the training could not be ensured.
- In order to streamline the management of women's shelters and to set up nation-wide standards, it is crucial to ensure coordination and co-operation at the national level by the central government department directly responsible for this service.
- Special budget for service provision, training activities, special social programmes for victims of violence and perpetrators, supervision for the staff should be allocated.
- The role of the local authorities such as provincial directorates of the relevant ministries (e.g. Ministry of Family and Social Policies) and the municipalities should be strengthened and their staff should be trained on combating VAW and on the multi-sectoral approach.
- NGO involvement should be welcomed and their experience should be used within the multi-sectoral approach to combat VAW.
- Special attention should be given to early/forced marriages.
- For a holistic approach, involvement of men and boys in the awareness raising activities will pave the way to gender equality which leads to combat VAW.

2. INTERVENTION LOGIC

LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	
To achieve measurable progress towards the full enjoyment of all fundamental rights and freedoms by all individuals without discrimination in all areas	Progress made towards meeting accession criteria	<ul style="list-style-type: none"> -Progress Reports, -Reports of Peer Based Missions -Database of European Court of Human Rights (ECHR) -Reports by domestic and international NGOs -National Statistics 	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
To contribute to further strengthening of respect for fundamental rights and freedoms for all individuals without discrimination in line with the ECHR in both areas of gender equality and Roma rights in Turkey.	<p>Extent of gender-responsive budgeting at local and national level</p> <p>Degree of implementation of the National Roma Integration Strategy at national and local level</p>	<ul style="list-style-type: none"> -EU Country Reports -CEDAW Reports -Database of European Court of Human Rights (ECHR) -Reports by domestic and international NGOs -National Statistics 	<ul style="list-style-type: none"> -Stakeholders' dedication to participate and cooperate throughout the process. -Continued commitment to the EU accession process and to the political and judicial reform agenda. -Ministries and other relevant public institutions lend high level support for the measures.
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
<p>Result 1:</p> <p>Increased institutional capacity and effectiveness of the public institutions in charge of implementing the Roma strategy and enhanced cooperation with relevant civil society organisations</p>	<ul style="list-style-type: none"> - Number of staff trained on social inclusion - Functioning monitoring and evaluation mechanism of the Roma integration strategy and related action plans in place 	<ul style="list-style-type: none"> EU Country Reports Project progress reports Steering Committee working papers and minutes of meeting Training attendance sheets and training reports prepared by the Technical Assistance Team Conference and Meeting attendance sheets and reports prepared by the Technical Assistance Team Reports of Study Visits. Results of questionnaires made at the beginning and at the end of 	<ul style="list-style-type: none"> Low level of awareness All target groups will be willing to cooperate There will be political will to take measures on social inclusion Target groups, NGOs and opinion leaders will be willing to participate in the activities

		<p>the trainings</p> <ul style="list-style-type: none"> -Staff surveys -Reports by domestic and international NGOs 	<p>of the operation</p> <p>Continuous commitment and cooperation of all stakeholders.</p>
<p>Result 2: Increased capacity and effectiveness of public institutions in integrating gender sensitive policies into their strategic planning, including budgetary allocations to reflect Turkey's obligation under the Istanbul convention (Activity 2)</p>	<ul style="list-style-type: none"> - Number of staff at national/municipal level trained/informed on GRB - Number of strategic plans with gender sensitive components (national and municipal level); 	<ul style="list-style-type: none"> - EU Country Reports -CEDAW Reports -Project Progress Reports -Steering Committee working papers and minutes of meetings -Training attendance sheets and training reports prepared by the Technical Assistance Team -Reports of comparative analysis -Results of questionnaires made at the beginning and at the end of the trainings -Staff surveys -Reports by domestic and international NGOs 	<p>Capacity of related staff to accept new knowledge.</p> <p>Increased ownership and commitment by stakeholders.</p> <p>Low level of awareness</p> <p>-Commitment of the beneficiaries for enhancing the awareness on GRB and institutionalization of GRB at all stages of planning and budgeting</p>

DESCRIPTION OF ACTIVITIES

ACTIVITY 1

Title	Establishing Strong Monitoring, Evaluation and Coordination Mechanism for National Roma Integration Strategy (for the Action Plans)
Objective of the activity	This activity aims to support the implementation of the National Roma Integration Strategy (NRIS); contribute to achieve measurable progress towards effective monitoring and evaluating of NRIS and ensure cooperation and communication between Roma NGOs, public institutions, policy makers and local authorities.
Sub-activities	<p>1.1 Training events, study visits, preparation of handbooks on Social inclusion NRIS Reports of EU Countries and Manuel for NGO's and awareness raising activities</p> <p>1.2 Organisation of conference and roundtable meeting, trainings, establishment of a monitoring committee</p> <p>1.3. Preparation and adoption of a code of conduct for participation of NGOs.</p> <p>1.4. Training, preparation of M&E Handbook, web page and information portal design</p> <p>1.5. Training on different EU funding approaches on Roma, and on the approach called "explicit but not exclusive targeting".</p>

ACTIVITY 2

Title	Implementing Gender-Responsive Planning and Budgeting in Turkey
Objective of the activity	To institutionalise a gender-responsive approach to policy, planning and budgeting by targeting key actors at both local and national levels through different means including but not limited to awareness raising, analyses; capacity development; developing models for monitoring public policies from gender perspective; establishing dialogue mechanisms among main partners.
Sub-activities	<p>2.1. Increasing awareness of Ministries and the Parliament on the importance of changes in the budget documents, guidelines and templates to reflect GRB and support within governments with the capacity to continue the work to promote institutionalization and sustainability; - Advocating for piloting GRB in selected programmes (to be decided/selected in the project inception phase) and plans to include specific proposals for gender equity;</p> <p>2.2. Generating a pool of professionals in the field of gender responsive budgets;</p> <p>2.3. Building capacities of local, regional and national governments through training and technical assistance ;developing tools to include gender responsive approach in planning, budgeting</p> <p>2.4. Building the capacity of NGO and gender advocates to monitor, analyse, program, formulate proposals and defend them through dialogue and advocacy with government institutions;</p>

RISKS

The assumptions are as follows:

- Strong political will to take measures for gender equality and social inclusion of Roma citizens in Turkey
- Stakeholders' dedication to participate and cooperate throughout process,
- Continued commitment to the EU Accession process and to the political and judicial reform agenda
- Ministries and other relevant public institutions' high level support for the achievement of the objectives of IPA II process in general terms and activities in specific terms.
- Commitment of the Beneficiaries for enhancing awareness on gender responsive budgeting and institutionalisation of gender responsive budgeting at all stages of planning and budgeting
- Adequate number of staff appointed for the trainings and for the management of the support mechanisms

The risks are as follows:

- Heavy workload of staff
- Shortage of qualified staff
- High turnover rate of the dedicated staff
- Low level of awareness for advocacy

CONDITIONS FOR IMPLEMENTATION

The implementation of the action requires continued commitment by the Turkish authorities, including political support to achieve the actions objective and expected results as well as sufficient and stable staffing of the beneficiary institutions.

3 IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

Activity	Main Beneficiary	Co-beneficiary
Activity 1: Establishing Strong Monitoring, Evaluation and Coordination Mechanism for National Roma Integration Strategy (for the Action Plans)	Ministry of Family and Social Policies	Ministry of Education, Ministry of Labour and Social Security, Ministry of Health, Ministry of Interior, local authorities (local governors, municipalities), non-governmental organizations
Activity 2: Implementing Gender-Responsive Planning and Budgeting in Turkey	Ministry of Family and Social Policies	Co-beneficiaries are the Ministry of Development and the Ministry of Finance. Stakeholders will be: Ministry of Finance, the Equal Opportunities Commission, the Plan and Budget Commission of the Parliament, the Courts of Account, and NGOs etc.

IMPLEMENTATION METHOD(S) AND TYPE(S) OF FINANCING

This Action will be implemented in Indirect Management.

Activity 1: Establishing Strong Monitoring, Evaluation and Coordination Mechanism for National Roma Integration Strategy (for the Action Plans) will be implemented through a **technical assistance contract**.

A technical assistance contract is considered a preferred option compared to Twinning. Twinning is a useful cooperation tool for a public administration which has a previously established working mechanism/methods. However, public institutions in Turkey are new at implementing the Roma policies; and the structure of Roma population is different than in the EU. Additionally, public institutions have not any experience for the implementation of Roma policies to be shared with any other European countries.

Activity 2: Implementing Gender-Responsive Planning and Budgeting in Turkey will be implemented through **Direct Grant with UN Women**.

This activity is based on a joint programme of UN women and UNDP.

4. PERFORMANCE MEASUREMENT

METHODOLOGY FOR MONITORING (AND EVALUATION)

In line with the IPA II Implementing Regulation 447/2014, an IPA II beneficiary who has been entrusted budget implementation tasks of IPA II assistance shall be responsible for conducting evaluations of the programmes it manages.

The European Commission may carry out a mid-term, a final or an ex-post evaluation for this Action or its components via independent consultants, through a joint mission or via an implementing partner. In case a mid-term or final evaluation is not foreseen, the European Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner. The evaluations will be carried out as prescribed by the DG NEAR guidelines for evaluations. In addition, the Action might be subject to external monitoring in line with the European Commission rules and procedures set in the Financing Agreement.

On the other hand, the Ministry for EU Affairs is also coordinating the Sub-Committee for Political Affairs which is composed of high level bureaucrats of main institutions and authorised to direct, identify and assess the steps to be taken to further enhance the implementation regarding fundamental rights. The Sub-committee submits its recommendations to the Reform Action Group.

Furthermore, the sub-field will be governed by the main strategies in place, particularly the Action Plan on the Prevention of Violations of European Convention on Human Rights. Since IPA II is based on the sector approach, in line with the IPA II FWA, a sectoral monitoring committee will convene on a regular basis, co-chaired by the NIPAC and representatives of the EC.

As for activity level monitoring, “steering committees” for each activity will serve for this purpose. The Steering Committees will monitor the implementation of activities, achievement of results against indicators in the action document, and to agree on corrective actions as appropriate. The Steering Committees will be composed of the representatives of activity beneficiaries, Ministry for EU Affairs, Central Finance & Contracts Unit and EU Delegation to Turkey. Participation of other stakeholders in particular civil society will be ensured when deemed necessary.

INDICATOR MEASUREMENT

Indicator	Baseline (value + year)	Target 2020	Final Target (year)	Source of information
Number of staff trained on social inclusion (Activity 1)	20 (2016)	300	750 (2023)	- Project Progress Reports
Functioning monitoring and evaluation mechanism of the Roma integration strategy and related action plans in place (Activity 1)	0	1	1 (2023)	- Reports by domestic and international NGO
Number of staff at <u>national level</u> trained/informed on GRB (Activity 2)	25 (2016)	175	175 (2023)	- Project Progress Reports
Number of staff at <u>municipal level</u> trained/informed on GRB (Activity 2)	146 (2016)	296	296 (2023)	
Number of strategic plans with gender sensitive components (<u>national level</u>) (Activity 2) ¹	4 ² (2016)	7	10 (2023)	- CEDAW Reports - Reports by domestic and international NGO
Number of strategic plans with gender sensitive components (<u>municipal level</u>) (Activity 2)	5 (2016)	13	21 (2023)	- Reports by domestic and international NGO - Reports of comparative analysis

¹ Policy or budget performance documents with clear reference to Gender Equality and Women Empowerment (GEWE) and gender sensitive indicators and definite budget allocation).

² For national level: Slight reference to GEWE in strategic plans of four ministries (MFSP, MoE, MoH, Ministry of Labour), yet without gender sensitive indicators, allocated budgets (as of 2016). For municipality level: strategic plan of five municipalities (pilot of the previous GRB project) included reference to GEWE, yet weak gender sensitive indicators and not enough clearance of budget allocation (as of 2016).

5. SECTOR APPROACH ASSESSMENT

Sector Policy/Context

In the context of Fundamental Rights, national strategies have been put into place so as to align the standards of Turkey with the EU and international standards. In this respect, priorities identified in the national development plans, strategies and action plans as well as in other existing relevant strategies in the field of fundamental rights are taken into account during programme preparations. The various strategies and action plans have been listed in details under the rational and relevance part.

Institutional Arrangements

The lead institution is the Ministry for EU Affairs which is also the lead institution in Civil Society sub-sector, which covers issues which will be dealt with under Fundamental Rights as well. Key institutions such as the Ministry of Justice and the Ministry of Family and Social Affairs are closely associated in this sector as well as other key stakeholders.

Sector and Donor Coordination

The developments and needs in this field are closely monitored by the Reform Action Group consisting of the Minister for European Union Affairs and Chief Negotiator, Minister of Justice, the Minister of Foreign Affairs, and the Minister of Interior. The Sub-committee for Political Affairs, composed of high level officials of key institutions, is authorised to direct, identify and assess the steps to be taken to further enhance the implementation regarding fundamental rights. The Sub-committee submits its recommendations to the Reform Action Group.

In this regard, the Ministry for EU Affairs (MEU) as the lead institution is already carrying out studies as regards the preparation of the Sector Planning Document for Fundamental Rights Sub-Field in close cooperation with the Ministry of Justice and the Commission and with the contribution of representatives from line institutions, as well as rights-based NGOs in Turkey.

The relevant international organisations in this field are as follows: The Council of Europe and UN Agencies (e.g. UNDP, IOM, UNFPA, UNICEF, UNHCR) who have provided substantial support, together with relevant Turkish and international NGOs working on human rights, civil society development and other right-based areas, such as Union of Bar Associations, bar associations, trade unions, NGOs (Gender Equality Monitoring Association- CEID-,ICMPD, the Joint Platform for Human Rights-IHOP-, Civil Society Development Center- STGM-, etc.)

Mid-Term Budgetary Perspective

Turkey's Public Financial Management and Control Law no: 5018, requires the annually preparation of the Medium Term Programme (MTP) for a three-year perspective. Moreover, Medium Term Fiscal Plans (MTFP) is developed by the Ministry of Finance in line with Medium Term Program. These documents take into account EU accession requirements as well.

6. CROSS-CUTTING ISSUES

GENDER MAINSTREAMING

Gender equality is a key issue for Turkey, which ranks very low in the gender equality index with low levels of participation of women in economic, political and social life. Levels of violence against women remain persistently high. Therefore, the design and implementation phase of the activities also need to take into account equal participation of women and men in order to ensure that the services are provided on rights-based approach. This action will contribute to the mainstreaming of the issue of gender into strategic plans and annual budgets of key public institutions in Turkey.

Based on fundamental principles of promoting equality and combating discrimination, participation to the activities will be guaranteed on the basis of equal access.

Principles and practice of equal opportunity will be guaranteed to ensure equitable gender participation in all activities.

EQUAL OPPORTUNITIES

Equal participation of women and men is secured in the design of the operations and implementation stage in order to ensure that the services are provided on rights-based approach.

Based on fundamental principles of promoting equality and combating discrimination, participation to the activities will be guaranteed on the basis of equal access. Specific activities for awareness-raising about the living conditions of Roma communities, together with trainings to eliminate racist stereotypes about Roma in general will be organised under the awareness-raising component.

Principles and practice of equal opportunity will be guaranteed to ensure equitable gender participation in all activities. Specific measures will be taken in order to provide equal participation of representatives of all Roma NGOs and networks in the project activities.

MINORITIES AND VULNERABLE GROUPS

According to the Turkish Constitutional System, the word minority encompasses only groups of persons defined and recognized as such on the basis of multilateral or bilateral instruments to which Turkey is a party. This Action Document will contribute to the enjoyment of fundamental rights and freedoms by the Roma population in Turkey as one of the most socially vulnerable groups.

ENGAGEMENT WITH CIVIL SOCIETY (AND IF RELEVANT OTHER NON-STATE STAKEHOLDERS)

All relevant national and international NGOs working on Fundamental Rights and related CSOs will actively participate in the activities of this Action Programme.

Regarding civil society involvement in the preparation of this Action, unfortunately due to time constraint the planned meeting with CSOs could not be organised. However, an information meeting is held with the participation of civil society organisations who are directly related with the activities proposed for the period 2014-2016 in the field of fundamental rights.

ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)

N/A

7. SUSTAINABILITY

The range of activities under this Action will serve the overall strengthening of 'fundamental rights' and help further align with the EU acquis and standards in this field as well as support the implementation of Turkey's own related strategies and actions plans.

The sub-activities and results of the Activity 1 will directly contribute to the implementation of the National Roma Integration Strategy as a nationally designed and owned policy instrument and thus achieve sustainability in a multiannual perspective as a domestically driven process.

As far as the activity 2 on gender budgeting is concerned, it is well grounded in Turkey's national strategies and action plans as well as Turkey's obligation under the Istanbul convention. Therefore, sustainability is grounded in a domestically driven process. Since gender based budgeting is a relative novelty in Turkey and a very long term process involving multiple stakeholders, follow up actions could also be envisaged.

8. COMMUNICATION AND VISIBILITY

Communication and visibility will be given high importance during the implementation of the Action. The implementation of the communication activities shall be funded from the amounts allocated to the Action.

All necessary measures will be taken to publicise the fact that the Action has received funding from the EU in line with the Communication and Visibility Manual for EU External Actions. Additional Visibility Guidelines developed by the European Commission (DG NEAR) will have to be followed.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process. Actions shall be aimed at strengthening general public awareness and support of interventions financed and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions and will promote transparency and accountability on the use of funds.