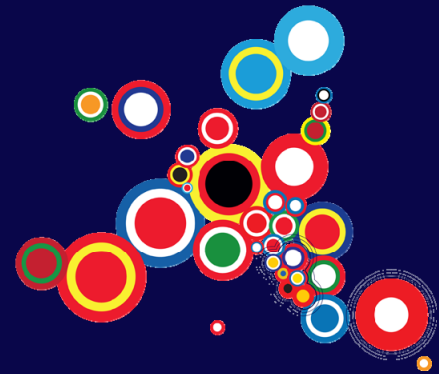




## INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

### TURKEY

Civil Society  
Facility and Media  
Programme 2018 -  
2019



#### **Action summary**

Considering the challenging context in which civil society organisations are operating in Turkey, the main objective of this action is to contribute to the development of a vibrant civil society by encouraging more active democratic participation in policy and decision-making processes and by promoting a culture of fundamental rights and dialogue. Its purposes are to empower active citizenship and strengthen civil society for the promotion and protection of *human rights and fundamental freedoms*.

This will be achieved through activities targeting various stakeholders from (i) individuals, active citizens and Human Rights Defenders, to (ii) civil society organisations engaged in different sectors and to (iii) civil society networks and platforms organised at regional and/or national levels.

<b>Action Identification</b>	
<b>Action Programme Title</b>	Civil Society Facility and Media Programme 2018-2019
<b>Action Title</b>	Civil Society Facility Turkey
<b>Action ID</b>	IPA 2018/040-646.08/CSF & Media/Turkey IPA 2019/040-647.08/CSF & Media/Turkey
<b>Sector Information</b>	
<b>IPA II Sector</b>	Regional and territorial cooperation
<b>DAC Sector</b>	15150 – Democratic participation and civil society
<b>Budget</b>	
<b>Total cost</b>	2018: EUR 12 670 000 2019: EUR 22 970 000
<b>EU contribution</b>	2018: EUR 12 400 000 2019: EUR 22 600 000 TOTAL: EUR 35 000 000
<b>Budget line(s)</b>	22.020401 – Multi-country programmes, regional integration and territorial cooperation
<b>Management and Implementation</b>	
<b>Management mode</b>	Direct management
<i>Direct management:</i> <b>EU Delegation</b>	Delegation of the European Union to Turkey
<b>Implementation responsibilities</b>	N.A
<b>Location</b>	
<b>Zone benefiting from the action</b>	Turkey
<b>Specific implementation area(s)</b>	N.A
<b>Timeline</b>	
<b>Final date for concluding Financing Agreement(s) with IPA II beneficiary</b>	N.A
<b>Final date for concluding delegation agreements under indirect management</b>	N.A
<b>Final date for concluding procurement and grant contracts</b>	IPA 2018: 31 December 2019 IPA 2019: 31 December 2020
<b>Indicative operational implementation period</b>	72 months from the adoption of this Financing Decision
<b>Final date for implementing</b>	N.A

<b>the Financing Agreement (date by which this programme should be de- committed and closed)</b>			
<b>Policy objectives / Markers (DAC form)</b>			
<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	x
Aid to environment	x	<input type="checkbox"/>	<input type="checkbox"/>
Gender equality (including Women In Development)	<input type="checkbox"/>	x	<input type="checkbox"/>
Trade Development	x	<input type="checkbox"/>	<input type="checkbox"/>
Reproductive, Maternal, New born and child health	x	<input type="checkbox"/>	<input type="checkbox"/>
<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
Biological diversity	x	<input type="checkbox"/>	<input type="checkbox"/>
Combat desertification	x	<input type="checkbox"/>	<input type="checkbox"/>
Climate change mitigation	x	<input type="checkbox"/>	<input type="checkbox"/>
Climate change adaptation	x	<input type="checkbox"/>	<input type="checkbox"/>

# 1. RATIONALE

## PROBLEM AND STAKEHOLDER ANALYSIS

Civil Society Organisations (CSOs) encompass all non-State, not-for-profit, non-partisan and non-violent structures, through which people organise to pursue shared objectives and ideals and promote and protect their rights, whether political, civic, cultural, social or economic. An independent, pluralistic and competent civil society is a crucial component of any democratic system. By articulating citizens' concerns, it represents and fosters pluralism and can contribute to more effective and inclusive policies. Civil society organisations can also play an active role in fostering dialogue, peace and conflict resolution.

The ability of CSOs to participate in different domains of public life depends on a set of preconditions commonly referred to as the 'CSO enabling environment', for which different actors carry responsibility. To operate, CSOs need a functioning democratic legal and judicial system – giving them the de jure and de facto right to associate and secure funding, coupled with freedom of expression, access to information and participation in public life. The primary responsibility to ensure these basic conditions lies with the state.

With the opening of accession negotiations in 2005, the Turkish government has engaged in reform efforts to address long-standing political and societal issues, notably through judicial reform packages and several constitutional reforms. Reforms over the last decade have also contributed to more democratic debate and the emergence of a vibrant and diverse civil society. The last few years however revealed the lack of progress towards overcoming structural problems in legal and fiscal environment surrounding CSOs in Turkey as reforms towards European Union (EU) accession slowed down, bringing a significant trend to shrinking space for civil society along with freedom of expression and independent media, restrictions to freedom of assembly with arguments on security and public order

More importantly, measures taken in the specific context of the post-coup attempt and subsequent State of Emergency as of July 2016 have restricted CSOs and independent media' ability to operate independently as laid down in the European Commission Turkey 2018 Report<sup>1</sup>: *"There has been serious backsliding regarding civil society as it came under increasing pressure, notably in the face of a large number of arrests of activists, including human rights defenders, and the recurrent use of bans of demonstrations and other types of gatherings, leading to a rapid shrinking of space for fundamental rights and freedoms. Many rights-based organisations remained closed as part of the measures under the state of emergency and they have not been offered any legal remedy in relation to confiscations."*

The ability of CSOs to perform is also hampered by their own limitations as they usually face limited financing capacity as well as internal governance challenges such as lack of representativeness, transparency and conflict of leadership. Except for few high-skilled organisations, the lack of adequate expertise (particularly in the legal and policy fields) is one of the major issues for CSOs in Turkey whereas their social basis, members and volunteers, is particularly low.

Considering CSO/public sector relationships, even though there are formal arrangements for CSOs participation in some policies areas, civil society organisations are not comprehensively involved in law and policy-making processes. There is no overall civil society strategy at the country level and the need for such a strategy has not been identified as a priority. Key administrations in charge of the relations with civil society organisations include, among others, (i) Ministry of EU Affairs that is the lead institution for the civil society sub-sector under IPA II, (i) Ministry of Interior (Department of Associations) responsible for the monitoring, recording and archiving establishment procedures, works and operations of associations, (iii) Prime Ministry (Directorate General of Foundations) which is carrying out the management of various forms of Foundations (Mazbut Foundations, Mülhak Foundations and the so-called New Foundations), (iv) Ministry of Family and Social Policy responsible amongst others for gender equality, social inclusion of disadvantaged persons, combating discrimination and poverty, (v) Ministry of Development and (vi) Ministry of Youth and Sports.

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<sup>1</sup> [http://europa.eu/rapid/press-release\\_MEMO-18-3407\\_en.htm](http://europa.eu/rapid/press-release_MEMO-18-3407_en.htm)

## OUTLINE OF IPA II ASSISTANCE

In line with the Turkey Indicative Strategy Paper for IPA II, the main objective of this action is to contribute to the development of a vibrant civil society through more active democratic participation in policy and decision making processes and by promoting a culture of fundamental rights and dialogue. Its purposes are to empower active citizenship and strengthen civil society for the promotion and protection of human rights and fundamental freedoms.

This will be achieved through the implementation of activities targeting various stakeholders from (i) individuals, active citizens and Human Rights Defenders, to (ii) civil society organisations engaged in different sectors and to (iii) civil society networks and platforms organised at regional and/ or national levels.

As such, this action has three main expected results:

1. Citizens (including Human Rights Defenders) increased their capacity to carry out in rights-based actions
2. Civil society organisations increased their capacity to carry out right-based actions
3. Civil society organisations increased their capacity to effectively network and be engaged in joint-actions

This Action will be complementary to activities to be carried out through IPA 2014, 2015 and 2016 in the sense that activities funded under the three first years of IPA II have a strong focus on CSO/public sector relationships and target directly some crucial public administrations in charge of the management and follow-up of civil society organisations.

## RELEVANCE WITH THE IPA II STRATEGY PAPER AND OTHER KEY REFERENCES

The action is in line with the Enlargement Strategy "*A credible enlargement perspective for and enhanced EU engagement with the Western Balkans*"<sup>2</sup> and addresses the objectives of the **IPA II Indicative Strategy Paper for Turkey** (IPA II Strategy Paper) under the Civil Society sub-sector which are to (i) support the development of civil society through more active democratic participation in policy and decision making processes; (ii) promote a culture of fundamental rights and dialogue; (iii) enhance civil society dialogue and inter-cultural exchanges between civil societies in Turkey and Europe.

The action also covers several of the actions pre-defined for financing under the IPA II Strategy Paper:

- Strengthening the capacity of and networking between organised active citizens / CSOs, to improve outreach, governance, and institutional capacities, such as advocacy, administrative skills, and fundraising skills.
- Protecting and promoting fundamental rights and fighting against all forms of discrimination in society (e.g. protecting the rights of women, children, lesbian, gay, bisexual, transgender, and intersex (LGBTI), people with disabilities and vulnerable groups in the country), as well as key areas of EU integration and other areas of particular relevance for the inclusive development of Turkish democracy.
- Connecting people to improve mutual understanding between citizens in Turkey and the EU, including encouraging exchanges at local level.

This action will contribute to the achievement of results mentioned in the **DG Enlargement Guidelines for EU support to civil society in enlargement countries, 2014-2020**, notably results related to "Capable, transparent and accountable CSOs" and "Effective CSOs". It will also respond to the European Commission

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<sup>2</sup> COM(2018) 65 final. Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: A credible enlargement perspective for and enhanced EU engagement with the Western Balkans

Turkey 2018 Report that stresses the difficult circumstances under which civil society organisations and human rights defenders operate in Turkey. The intervention logic and most of the indicators defined in this action have been inspired by the EU Guidelines that will be an important tool during the implementation and monitoring process of the action.

Even if there is no comprehensive civil society national strategy, this action is in line with the **10<sup>th</sup> National Development Plan of Turkey** (2014-2018) that points out the increased role of civil society in solving social problems and supporting development efforts and answers to the challenges faced by CSOs as identified in the 2016 Report on Turkey. It also refers to the substantial disparities among regions with respect to the number of CSOs, their members and their effectiveness.

Finally, the action is a direct contribution to the **Sustainable Development Goal 16.10** "*Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements*". It will also support Turkey in fulfilling some of the accepted recommendations of the Universal Periodic review in 2015 and notably (i) to investigate all complaints of harassment and persecution against human rights defenders and non-governmental organisations, and sanction those responsible and (ii) to guarantee the right to freedom of expression, including freedom of the press, association and peaceful assembly and align its legislation with its obligations and commitments based on relevant international law.

### **LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE**

Activities supporting civil society in the framework of the National Programme for Turkey date back to 2001 and include nearly 30 programmes. Significant investment and efforts were made by the EU and Turkey for supporting the development of capacities of civil society organisations, civil society-public dialogue as well as an EU-Turkey Civil Society Dialogue.

Under the IPA 2013, 2014 and 2015, EUR 10 million were set aside to foster a conducive environment for active citizenship and strengthening cooperation between CSOs and public sector. This was done through provision of technical assistance to key national counterparts, namely to the Ministry of Family and Social Policies, the Department of Associations (Ministry of Interior) and the DG Foundations (Prime Ministry Office). A further EUR 13 million have been set aside from the Civil Society Support Programmes under IPA 2014, 2015 and 2016 in order to strengthen the capacities of and networking between organised active citizens and CSOs. Finally, the EUR13.5 million sub-action "connecting people for mutual understanding between citizens in Turkey and the EU" is committed under the Civil Society Dialogue programmes under IPA 2015 & 2016. All the above actions are managed by the Ministry of EU Affairs as the lead institution for the civil society sub-sector. Implementation of all IPA II actions started in 2018.

The various components of the current action have been designed so as to ensure synergies with actions funded under the European Instrument for Democracy and Human Rights (EIDHR) and previous actions funded under the Civil Society Facility (CSF).

All activities of this action except number 7 are follow-up of activities included in the previous Action Document of the Civil Society Facility covering years 2016 and 2017. They will be designed taking into consideration findings and recommendations of available monitoring and final evaluations. In particular, findings of the mid-term evaluation of the Civil Society Facility<sup>3</sup> have been taken on board while designing these activities and will be further exploited at the formulation stage. As recommended in this evaluation, the Delegation of the European Union to Turkey (EUD) will "*safeguard the actual flexibility of the CSF in order, in particular, to adapt it in a timely manner to any major changes in the overall institutional and political environment in which the Turkish CSOs are obliged to operate today*". In addition, activities 1, 4 and 7 of this Action Document answer to the recommendation to "*further develop requirements and frameworks for the inclusion of human rights and gender as cross-cutting themes and [...] to develop particular assistance for CSOs, to ensure they understand both the intent of, and the potential outcomes of this focus.*"

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<sup>3</sup> [https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/csf\\_evaluation\\_report\\_appendices\\_wbt\\_dig.pdf](https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/csf_evaluation_report_appendices_wbt_dig.pdf)

Coordination with others donors, including with EU Member-States, is ensured via the organisation of regular meetings at the level of Development Counsellors where EU support to civil society and fundamental rights is discussed. It has been agreed that details on the implementation modalities will be shared with EU Member-States in order to ensure a consistent EU support to civil society.

For greater impact, civil society should not be supported in isolation, but as an integral part of every policy area. Civil society should therefore be regarded as cross-cutting issue. In Turkey, the EU is applying this approach by involving relevant civil society organisations from the start of programming process in the various sectors of IPA II. For instance, during the review of the Indicative Strategy Paper in November 2016, the EU organised 8 sectoral workshops gathering around 200 CSO representatives to discuss orientations of IPA II for 2018-2020. Activities organised in the framework of this action will also contribute to this CSO mainstreaming approach. For instance, Activity 6 will support sectoral CSO networks so that relevant stakeholders can join their forces to better input the various policy processes at sectoral level, monitor potential progress, including in relation to the EU *acquis* and advocate a more participatory approach.

## 2. INTERVENTION LOGIC

### LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	
<p>To support the development of a vibrant civil society through more active democratic participation in policy and decision making processes and by promoting a culture of fundamental rights and dialogue</p>	<p>1. Progress in enabling environment for freedoms, operation of CSOs and participation in policy-making</p>	<p>- Monitoring Report of EU Guidelines Support to civil society - Civil Society Development Center (STGM)                      - Worldwide Governance Indicator on "Voice and Accountability" – World Bank                      - Tracking Civic Space - Civicus</p>	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
<p>To empower active citizenship and strengthen civil society for the promotion and protection of human rights and fundamental freedoms</p>	<p>1. External perception of importance and impact of CSOs activities                      2. Share of CSOs which use adequate argumentation and analysis for achieving advocacy goals                      3. Number of "Rights Advocacy Associations" and number of their members</p>	<p>- STGM Monitoring Report of Guidelines for EU Support to civil society in enlargement countries,                      - DERBYS database – Turkish Ministry of Interior</p>	<p>Turkey committed to democratic principles as per Copenhagen political criteria</p>
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
<p>1. Citizens (including Human Rights Defenders) increased their capacity to carry out in rights-based actions                      2. Civil society organisations increased their capacity to carry out right-based actions                      3. Civil society organisations increased their capacity to effectively network and be engaged in joint-actions</p>	<p>1.1 Number of active citizens supported, sex disaggregated data, in their right-based activities                      1.2 Number of Human Rights Defenders supported, sex disaggregated data, who improved their capacity to carry out their work                      2.1 Number of rights based short term initiatives supported                      2.2 Number of rights based project supported                      3. Share of CSOs taking part in local, national, regional and international networks</p>	<p>Reports from contracted service providers and grant beneficiaries                       Results-Oriented-Monitoring (ROM) reports / On the spot Monitoring checklists of EUD Staff – monitoring missions</p>	<p>- Level of freedom of expression and association does not deteriorate further (baseline mid 2017)                      - Both relevant public authorities and CSOs are willing to engage in dialogue and cooperation.                      - CSOs are willing to collaborate among themselves.                      - Grant beneficiaries show willingness to develop effective and sustainable cooperation.</p>



## DESCRIPTION OF ACTIVITIES

### **Activity 1: Supporting Human Rights Defenders (Result 1)**

As the European Union Guidelines on Human Rights Defenders indicates, support for human rights defenders is already a long-established element of the European Union's human rights external relations policy. The European Union Local Strategy to Support and Defend Human Rights Defenders in Turkey provides operational guidelines for EU missions to implement the EU Guidelines on Human Rights Defenders, notably with regard to the provision of effective support to human rights defenders as well as the monitoring of the situation of human rights defenders in Turkey.

This activity will support human rights defenders in their efforts to protect and promote human rights and fundamental freedoms. This can include but will not be limited to: actions for enhancing technical knowledge, skills and capacities of human rights defenders for carrying out their activities, including expertise building for legal professionals and improving access to justice. This activity will complement and strengthen actions funded under the European Instrument for Democracy and Human Rights. It will be the follow-up of Activity 3 of the Action Document CSF 2017 – Turkey window.

### **Activity 2: Sivil Düşün IV (Results 1 and 2)**

This activity will be the fourth phase of the Sivil Düşün ('Think Civil' in English), the flag-ship programme of the Civil Society Facility in Turkey. Sivil Düşün offers an innovative and flexible short-term support to civil society organisations and to active citizens/activists.

As a continuation of the previous phases, this activity will improve the environment for active citizenship and strengthen the capacity of organised active citizens through (i) support to civil society and citizens right-based initiatives via the Active Citizenship Mechanism, (ii) support to networking and communication skills of civil society and active citizens via the organisation of CSO Forum and round-table and (iii) awareness raising of CSOs and citizens on EU support to civil society and Human rights.

The *Active Citizenship Mechanism*, the main tool of the Sivil Düşün, will provide flexible, transparent and accessible support to rights-based work carried out by activists, civil society organisations, platforms, networks, civil initiatives, foundations, associations, cooperatives, non-profit companies, city councils, unions, as well as human rights and civil society units of universities. Non-financial support will be provided under different categories such as event management, mobility and networking, organisational capacity building, campaign, and communication.

### **Activity 3: Supporting cultural initiatives as a mean to promote freedom of expression, dialogue, tolerance and fight against discrimination (Result 2)**

As demonstrated by recent studies and opinion pools, society in Turkey is facing political, ethnic and social polarisation. Such divisions among citizens are widening in the aftermath of the coup attempt of July 2016 and referendum campaign on constitutional changes of April 2017.

This activity will support cultural initiatives as a means to promote freedom of expression, dialogue, tolerance, fight against discrimination and promotion of individual liberties. It will promote confidence-building in Turkey through support to cultural initiatives from civil society organisations and cultural institutes for widening the cultural horizon, the promotion of social cohesion, sustainable peace as well as fight against all forms of violence. The activity will allow target groups to better understand the root-cause of ethnic, social and political polarisations while initiating actions at local and country levels to overcome them such as civic education, intercultural and inter-religious dialogue, dialogue for peace, awareness raising campaigns, etc. The beneficiaries of this activity will be non-partisan civil society organisations based in

Turkey that directly support citizens through a rights-based approach. Various forms of cultural expressions will be promoted.

#### **Activity 4: Monitoring human rights situation and advocating compliance with international human rights framework (Result 2)**

Turkey is a party to regional and international conventions and mechanisms in the area of fundamental rights and freedoms. Article 90 of the Constitution stipulates that in the case of a conflict between international agreements in the area of fundamental rights and freedoms and the domestic laws due to differences in provisions on the same matter, the provisions of international agreements prevail. As such, the provisions of international human rights treaties ratified by Turkey may be directly invoked before Turkish courts, which call for the provision of effective mechanisms for implementation of the human rights obligations deriving from international instruments as one of the priorities for the country.

This Activity will strengthen Turkish civil society organisations and citizens' role in the promotion and protection of human rights through expanded civil society monitoring and advocacy at various levels. It will also support civil society organisations actively engaged in trial monitoring, especially to follow cases related to freedom of expression and other fundamental rights. The action will provide support, in the form of ad-hoc expertise, to civil society organisations in order to document human rights situation, to monitor trials, to facilitate consolidation of multi-stakeholders' analysis and reporting and, ultimately, to initiate advocacy campaigns calling for an enhanced legal compliance with the international human rights framework. Relevant public authorities at local and central levels will be involved in the action as potential beneficiaries of capacity-building activities related to the international human rights framework.

This activity will directly target civil society organisations engaged in human rights work but also, when relevant, public authorities' representatives. The activity will support monitoring (including trial monitoring), reporting, awareness-raising and advocacy in the human rights field. Activities organised at the local/regional levels will be encouraged by supporting actions proposed by multi-stakeholders' initiatives, coalitions or networks. Specific principles related to the rights-based approach will be used to ensure adequate involvement of target groups. At the design and implementation stage, specific criteria will be elaborated so as to ensure that the activity duly covers all regions of the country, including facilitating comparative analyses.

#### **Activity 5: CSOs Capacity-building Mechanism (Results 2 and 3)**

Via specific activities such as trainings, coaching, studies and customized helpdesk, this activity will reinforce the organizational and institutional capacities of the CSOs; provide legal and regulatory advice and monitor the legal and political environment in which CSOs operates (including to monitor the implementation of the European Commission, Guidelines to support civil society in Turkey). The final beneficiaries will be civil society organisations engaged at various levels through activities such as CSO helpdesk, trainings and ad hoc coaching.

#### **Activity 6: Supporting CSO Networks and Platforms (Results 2 and 3)**

A grant scheme will be designed so that rights-based civil society organisations can effectively network and have the capacity to be engaged in joint actions in selected sectors. This grant scheme will support existing or new CSO thematic networks in areas such as 1) women rights, 2) cultural and religious rights, 3) children rights, 4) refugees rights, 5) environmental rights, 6) users and consumers rights in the transport sector, etc. (list of lots not exhaustive, to be finalised after comprehensive consultation of stakeholders). It may have a component of financial support to third parties so that to support smaller CSOs and/or members of the network. This grant scheme will give priority to what are considered today by civil society the most 'politically sensitive' matters in Turkey. Applicants will be encouraged to monitor Turkish authorities' reforms related to the EU *acquis* in the various sectors tackled by this activity. An effort will be made to encourage a wide geographical and thematic coverage and scope.

### **Activity 7: Gender equality monitoring through right-based CSOs (Results 2 and 3)**

Monitoring enables civil society to be operational for maintaining elevated standards of democratic life, making needs of individuals and society visible to decision-makers. Civil monitoring contributes to the proliferation of accountability and transparency that are significant areas for improved citizen participation in public policy making. Monitoring gender equality feeds the development and the accomplishment of the objectives of social movements and CSOs' in their past and current struggles. Therefore, monitoring gender equality should be both a tool and a guardian of these achievements. Thus, monitoring is one of the most effective political means of the struggle against gender discrimination and gender inequalities.

This activity aims to empower right-based gender CSOs for achievement of greater gender equality and participatory democracy in Turkey. It will be based on the results of an ongoing EU funded action entitled "Enhancement of Participatory Democracy in Turkey: Monitoring Gender Equality." Within the framework of this action a Gender Equality Monitoring Centre - accessible also online - and Local Monitoring Platforms (including local gender CSOs and key local public officials) in seven provinces have been established. Gender equality mapping reports and monitoring indicators in several thematic areas (Violence Against Women (VAW), sports, education, political participation, employment, media, religion, women/human trafficking, urban rights and services) were prepared.

Building further on these achievements this activity will facilitate operation of sustainable network of the Local Monitoring Platforms (LMPs). Geographical coverage of Platforms will be expanded with the inclusion of more provinces. LMPs' monitoring capacity will be increased and maintained through allocation of training, planning and technical support by the Gender Equality Monitoring Centre.

These initiatives will produce monitoring reports (in the above mentioned and additional thematic areas such as migration, Science, technology engineering and mathematics [STEM], arts and access to justice). These platforms will also function as facilitators for increased awareness and knowledge to eliminate gender-based inequalities in their localities. Right-based gender CSOs will also be provided with technical expertise on communication and promotion/campaigning of the monitoring results and information in order to be effective in their role as influencers of policymaking.

### **Activity 8: Support measures**

Support measures for the assessment of calls for proposals, the monitoring of on-going grants (including financial support to third parties), the organisation of training and information days and the production of communication materials.

#### **RISKS**

Implementation arrangements (specifically for activities 1, 3, 5 and 6) require strong and reliable implementing partners willing to accept substantial risks. Calls for proposals may be unsuccessful. Mitigation measure: EUD will promote extensively call for proposals, including targeting EU-based organisations and networks. It will also learn some lessons from the calls for proposals launched in 2018 under CSF 2017.

EU procedures for the award of grants, including complex application documents and financial rules as well as co-financing requirement may affect the motivation of the CSOs, especially those with limited capacities, to participate in the action. Mitigation measure: EUD will make sure that capacity-building opportunities are available in a timely manner to all potential beneficiaries, notably via Activity 7, support measures.

Political developments in Turkey may affect the ability of individuals and civil society organisations participate in, and benefit from the action. Mitigation measure: EUD will support a wide and diversified range of organisations, including European CSOs, to channel support, not only financial, to target groups.

Lack of political support for the action that may lead to low or limited interest of public institutions at all levels to co-operate with CSOs. Mitigation measure: During implementation, activities planned under IPA 2014, 2015 and 2016 to strengthen cooperation between CSOs and public sector by providing technical assistance to key national counterparts (especially Directorate of Associations, DG Foundation and Ministry of Family and Social Affairs) will be ongoing. These activities will be useful to ensure adequate interest of public institutions. Besides, the lead institution of the civil society sub-sector will be continuously informed of the development concerning this action implementation.

### **CONDITIONS FOR IMPLEMENTATION**

Support of the objectives of the action from Turkish authorities is essential. This should be reflected by the fact that (i) the bulk of the target groups of the Action should be able to operate independently and (ii) the overall social and political context at the time of implementation of activities should not further deteriorate.

## **3. IMPLEMENTATION ARRANGEMENTS**

### **ROLES AND RESPONSIBILITIES**

For all activities, distinct Steering Committees (SC) will be established to provide guidance and strategic orientation during implementation. Each SC will be composed of the EU Delegation, contractors (service providers or/and grant beneficiaries) and representatives of relevant civil society organisations (approx. 5 to be selected through an open call for interest with the aim to have gender balanced representation). Steering committees will meet at least every six months to discuss and evaluate the progress. The EU will chair the meetings while the organisation and logistics will be covered by the contractors. The agenda and the minutes of the meetings will be drafted by a secretariat (contractors) based on indications from the EU Delegation and the other SC members. In addition, during the implementation of the action, the lead institution of the civil society sub-sector will be regularly updated about progress in the implementation of the different activities, in particular in the framework of the Implementation Review Meetings and Sectoral Monitoring Committees.

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

All activities included in this action will be directly managed by the EU Delegation to Turkey.

#### **Activity 1: Supporting Human Rights Defenders**

One grant contract will be awarded through a call for proposals to a human rights organisation. Financial support to third parties is foreseen.

Due to the objective of the foreseen activity which is to protect the fundamental rights of people in a particularly challenging environment, financing in full is essential to carry out the action. This will be a crucial incentive to ensure a successful call for proposal as managing such a support mechanism involves taking-up high financial and political risks.

#### **Activity 2: Sivil Düşün IV**

One service contract will be awarded.

### **Activity 3: Supporting cultural initiatives as a mean to promote freedom of expression, dialogue, tolerance and fight against discrimination**

A call for proposals will be launched to award indicatively between 3 to 5 grant contracts. Financial support to third parties is foreseen.

### **Activity 4: Monitoring human rights situation and advocating compliance with international human rights frameworks**

One service contract will be awarded.

### **Activity 5: CSOs Capacity-building Mechanism**

A call for proposals open to consortia will be launched to award one grant contract..

### **Activity 6: Supporting CSO Networks and Platforms**

A call for proposals, with several thematic lots will be launched to award indicatively around 10 - 12 action grants. Financial support to third parties is foreseen.

### **Activity 7: Gender equality monitoring through right-based CSOs**

A direct grant contract will be awarded to the Association of Gender Equality Monitoring. Financial support to third parties is foreseen.

### **Activity 8: Support measures**

Between two to five framework-contracts and or service contracts will be used.

The envisaged assistance is deemed to follow the conditions and procedures set out by the restrictive measures adopted pursuant to Article 215 of the Treaty on the Functioning of the European Union (TFEU).

## **4. PERFORMANCE MEASUREMENT**

### **METHODOLOGY FOR MONITORING (AND EVALUATION)**

In addition to Steering Committees for each activity mentioned above, result-oriented monitoring (ROM) missions will be organised on a regular basis in order to assess the state of play of the various components and to suggest, if relevant, adjustments to the implementation to take into account the evolving context.

Indicators coming from the EU guidelines for EU Support to civil society in enlargement countries are only partially useful to genuinely measure the performance of activities focussing on Human Rights and fundamental freedoms. For that reason, while drafting the various call for proposals' guidelines and tender dossiers, the EU Delegation will ensure that relevant provisions are included so that to allow for the development of a monitoring framework including, when feasible, the production of a baseline, at the level of each activity. For the time being, outputs baseline values indicated in the table p12 come from ongoing projects and programmes in 2017/2018 (mostly from EIDHR and CSF).

In addition, Activity 8 (Support measures) will be used, among others, to support the EU Delegation to monitor the various components of the action.

## INDICATOR MEASUREMENT

Indicator <sup>4</sup>	Baseline <sup>5</sup> (value + year)	Target 2021	Final Target (2025)	Source of information
<b>Impact:</b> Progress in enabling environment for freedoms, operation of CSOs and participation in policy-making	35 (2015) <sup>6</sup> <i>Repressed</i> <sup>7</sup>	35 <i>Repressed</i>	37 <i>Obstructed</i>	- Worldwide Governance Indicator on "Voice and Accountability" – World Bank - Civicus Monitoring – Tracking Civic Space
<b>Outcome:</b> 1. External perception of importance and impact of CSOs activities (%) 2. Share of CSOs which use adequate argumentation and analysis for achieving advocacy goals. 3. Number of "Rights Advocacy Associations" and number of their members	53 (2015) 33 (2015) 1445 (2017) / 190.792 (2016)	58 40 1500/200.000	60 45 1600/210.000	TACSO/STGM Monitoring Report of Guidelines for EU Support to civil society in enlargement countries, 2014-2020 - Citizens' survey + CSO Survey – TACSO 3 - DERBYS database – Turkish Ministry of Interior
<b>Output</b> 1.1 Number of active citizens supported, sex disaggregated data, in their right-based activities	40 (2017)	60	100	Report from contractor (Activity 2) - ROM reports / On the spot Monitoring checklists of EUD Staff
1.2 Number of Human Rights Defenders supported, sex disaggregated data, who improved their capacity to carry out their work	16 (2017)	40	60	Baseline coming from EIDHR ongoing projects. Targets from report from grant contractor (Activity 1) - ROM reports / On the spot Monitoring checklists of EUD Staff
2.1 Number of rights based short term initiatives supported	302 (2017)	500	600	Report from contractor (Activities 2, 4 and 7) - ROM reports / On the spot Monitoring checklists of EUD Staff
2.2 Number of right-based projects supported	40 (2017)	50	60	Baseline coming from ongoing projects (EIDHR + CSF). Targets from report from grant contractor (Activities 3, 5 and 6) - ROM reports / On the spot Monitoring checklists of EUD Staff
3. Share of CSOs taking part in local, national, regional and international networks	To be identified at a latter stage	To be identified at a latter stage	To be identified at a latter stage	TACSO/STGM Monitoring Report of Guidelines for EU Support to civil society in enlargement countries, 2014-2020

<sup>4</sup> Impact and outcome indicators come from the *Guidelines for EU support to civil society in enlargement countries*. STGM (Civil Society Development Center) based in Ankara is managing the "CSO Resource Center" project via a grant contract funded under Civil Society Facility – Turkey Window 2016 (initiative formerly known as TACSO). One of the objectives of this project is to assist the EU Delegation in conducting annual monitoring of indicators of the above mentioned EU Guidelines through the organisation of CSOs and citizens' surveys. Baseline data of impact and outcome indicators come from previous surveys organized by TACSO.

<sup>5</sup> Baselines, targets and final targets – output level - will be refined during the inception phase of the various activities.

<sup>6</sup> Percentile rank of Turkey in 2015 – Voice and accountability Indicator <http://info.worldbank.org/governance/wgi/#home>

<sup>7</sup> As per CIVICUS classification to assess civic space in a given country: <https://monitor.civicus.org/>

## **5. SECTOR APPROACH ASSESSMENT**

The EU accession process has been the catalyser for the development of civil society in Turkey. Civil society organisations encompass various legal forms in Turkey: associations (the majority of CSOs), foundations, trade unions, professional/vocational organisations and cooperatives. They are active in various sectors but the majority focuses on social solidarity and services (in the form the service provision and/or charity) while a minority of CSOs are right-based and/or focus on human rights issues through awareness-raising, monitoring, or advocacy actions.

The fact that civil society became a sub-sector coordinated by Ministry for EU Affairs in IPA II period demonstrates the importance given to the role and contribution that CSOs have for the promotion of democracy and human rights, the rule of law, and the respect for, and protection of minorities. The Ministry of EU Affairs is also in charge of the sub-sector planning. Therefore, the needs and priorities of the sector have been indicated mainly in official and working documents related to the accession process. In addition, several public institutions have a role to play in the development of the civil society. Yet, a coherent and widely-accepted civil society sector policy or strategy or a single institution responsible for facilitation of such a strategy does not exist in Turkey.

Significant reforms in legislation directly concerning civil society implemented between 2003 and 2008 can be considered as a milestone for strengthening the legal framework. However, further reforms in both primary legislation and specifically in the relevant secondary legislation are necessary to expand the freedom of associations by bringing them in line with the EU standards. The current context does not seem to be conducive to further reforms in line with EU accession requirements. The Guidelines for EU support to civil society in enlargement countries are monitored yearly; trends show a worsening of the situation as far as the enabling environment for CSO is concerned, in particular in the on-going context of State of emergency.

## **6. CROSS-CUTTING ISSUES**

### **GENDER MAINSTREAMING**

Gender balance will be sought on all the managing bodies and activities of the action and importance will be given during all stages of contracting and implementation. Equal participation of women and men will be secured in the design of activities and access to the opportunities they offer. Promotion of gender equality and equal opportunities will be considered when preparing guidelines for applicants for the calls for proposals and tender dossier for service contracts. All activities will be designed and implemented so as to provide disaggregated data by gender. Under activities 2 and 5, specific trainings on gender mainstreaming and CSO events on women rights will be organised so that to increase activists and CSOs capacity. Activity 7 itself targets empowerment of gender CSOs for achievement of greater gender equality.

### **EQUAL OPPORTUNITIES**

The right based approach principles of transparency, inclusiveness and non-discrimination will be applied in each activity and taken into consideration at each steps of the implementation. For instance, guidelines of the various calls for proposals to be launched will be drafted in order to favour proposals that ensure equal opportunities for various categories of target groups. All contractors will be requested to provide monitoring data, recording the participation of men and women in terms of expert inputs and of trainees/beneficiaries benefiting under the project as an integral component of all narrative progress reports. Geographical coverage will be respected all over Turkey, with a special focus on remote regions.

## **MINORITIES AND VULNERABLE GROUPS**

Activities supported under this action will contribute to the enjoyment of fundamental rights and freedoms without any discrimination. Throughout the action, special focus will be made on minorities and vulnerable groups so that to ensure active and equal participation of various categories of civil society organisations. For instance, through financial support to third parties, some activities will support grass-roots organisations often out of reach of classical funding schemes. In addition, a specific activity (n3) aims at strengthening CSO actions to promote dialogue and tolerance. In this framework, special attention will be given to organisations representing or composed of vulnerable and/or discriminated groups. Overall, the whole action has been designed so that to strengthen, among others, the protection of minorities and vulnerable groups.

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

The action has been designed taking into account feedback received from stakeholders at several occasions, including during evaluations of previous projects such as Sivil Düşün 1 and 2. In addition, the EU Delegation is consulting Human Rights Defenders at a monthly basis to ensure that our on-going and upcoming support tools effectively answer to the rapidly evolving needs of target groups and beneficiaries. Before drafting implementing documents, additional workshops gathering various categories of CSOs will be organised to fine-tune and streamline future operations. Finally, CSOs will have a key role to play in the monitoring structures of the various components.

## **ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)**

According to the Organisation for Economic Co-operation and Development - Development Assistance Committee (OECD-DAC) methodology, in the activities foreseen, environment and climate change (mitigation and/or adaptation) should be classified as "not targeted" (Rio markers), as these issues are not specifically targeted in this action. It is expected however that individuals and civil society organisations dealing with environmental issues will be supported by several activities. Similarly, a specific lot of the call for proposals under Activity 6 will target CSO networking in the field of environment. The activities on this Action Programme are envisaged not to have any negative effect to climate change.

Environment and climate action relevant budget allocation: EUR 0
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## **7. SUSTAINABILITY**

All the components of the action aim at strengthening the capacities of civil society organisations and at improving the skills of citizens for the promotion and protection of Human Rights and fundamental freedoms in Turkey. As such, the main assumption of the action is that targets groups and beneficiaries of the various activities will benefit from the action even after its completion. In order to reach this objective, the topics of civil society financial sustainability and volunteerism will be tackled at various occasions especially under Activities 2 and 5.

## **8. COMMUNICATION AND VISIBILITY**

Whereas all necessary measures will be taken to publicise the fact that the various components of the action have received funding from the EU in line with EU communication and visibility requirements in force, some derogations to the visibility guidelines may be granted during implementation on an ad hoc basis due to the nature of issues tackled in this Action Document. More particularly, support provided under Activities 1 and 4 and to a lesser extent under Activity 2 will be carefully assessed at the time of implementation to consider potential visibility derogations.

More generally, visibility and communication actions shall demonstrate how the intervention contributes to the development of civil society and to the promotion and protection of Human Rights in Turkey. 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.

Visibility and communication aspects shall be complementary to the activities implemented by DG NEAR and the EU Delegations in the field. The European Commission and the EU Delegations should be fully informed of the planning and implementation of the specific visibility and communication activities.

The communication and visibility of the action will be carried out in three different forms:

- Via direct communications (Workshops, trainings, seminars etc.) with key stakeholders including local and national authorities;
- Publicity/public information outreach including press media conference, media interviews, press releases, newspaper, photo opportunities, newsletters, research papers, reports etc.;
- Online communications including a strong focus on the use of online social media.