

## **Standard Summary Project Fiche – IPA decentralised National programmes**

### **1. Basic information**

**1.1 CRIS Number:** TR2009/0136.02

**1.2 Title:** Women's Shelters for Combating Domestic Violence

**1.3 ELARG Statistical Code:** 01.36

**1.4 Location:** Turkey

### **Implementing arrangements:**

#### **1.5 Implementing Agency:**

The CFCU will be Implementing Agency and will be responsible for all procedural aspects of the tendering process, contracting matters and financial management, including payment of project activities. The director of the CFCU will act as Programme Authorizing Officer (PAO) of the project. The contact details of CFCU Director are given below:

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#### **1.6 Beneficiary (including details of SPO):**

Ministry of Interior, Department of Local Authorities

The project will be implemented under the supervision of the Senior Project Officer identified below who will be responsible for the proper and timely implementation of activities.

#### **Mr. Ercan Topaca (General Director)**

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### **Financing:**

**1.7 Overall cost (VAT excluded):** € 10.150.000

**1.8 EU contribution:** € 9.135.000

**1.9 Final date for contracting:** 2 years after the signature of financing agreement (FA)

**1.10 Final date for execution of contracts:** 2 years following the end date for contracting

**1.11 Final date for disbursements:** 1 year after the end date for the execution of contracts

## **2. Overall Objective and Project Purpose**

### **2.1 Overall Objective:**

The overall objective is contributing to the Turkish Government's efforts for the protection of women's human rights in Turkey.

### **2.2 Project purpose:**

The purpose of the project is to ensure that women are provided with sufficient protection against violence in 24 cities through establishing and/or providing support services for women subjected to violence/domestic violence.

### **2.3 Link with AP/NPAA / EP/ SAA**

#### **2.3.1. Link with 2008 Accession Partnership (AP) Document:**

The principles and conditions regarding gender equality in the 2008 Accession Partnership Document for Turkey were set as short-term priorities under the *Economic and Social Rights*, which is under the *Women's Rights* section. According to the document, Turkey should;

- Pursue measures to implement current legislation to women's rights and against all forms of violence against women, including crimes committed in the name of honor. Ensure specialized training for judges, prosecutors and/or law enforcement agencies, municipalities, and other responsible institutions and strengthen efforts to establish shelters for women at risk of violence in all larger municipalities, in line with current legislation,
- Further increase the awareness of the general public, and of men in particular, concerning gender issues, and promote the role of women in society, including through ensuring equal access to education and participation in the labor market and in political and social life; support the development of women's organizations to fulfill these goals.

#### **2.3.2. Link with the 2008 Turkish National Programme for the Adaptation of the Acquis (NPAA)**

Under the second chapter of NPAA 2008, "Political Criteria", it was mentioned that "legislation has been amended to reinforce gender equality and to fight violence against women and children effectively".

Again under the eight section of the 2<sup>nd</sup> chapter, "Women's Rights" of the second chapter, activities to combat violence against women were summarized as follows: "*In accordance with the current legislation, special trainings of judges and prosecutors, law enforcement bodies, municipalities and other relevant institutions regarding the women rights will continue. The works on establishing shelters for women under the threat of violence in the municipalities will continue. Informative and raising awareness trainings on combating violence against women will be provided to the law enforcement officers and employees working in the health sector. The activities to determine the reasons and results of violence against women will be conducted.*"

*"Measures on the prevention of violence against women will intensively be monitored and trainings and raising awareness activities will be supported. Comprehensive and broad*

*campaigns will be organized in order to raise awareness of the public about combating violence against women and the participation of all sections of the society will be ensured.”*

*“The report of the Parliament’s Investigative Commission established in order to determine the measures necessary to be taken through investigating reasons of the honour killings and violence against women and children has been endorsed by our Government. Within the framework of the Prime Ministry Circular No. 2006/17, report recommendation on combating violence against women and honour killings will be implemented.”*

### **2.3.3. Link with 2008 Regular Report for Turkey**

According to the *Economic and Social Rights sub-section* of the “Human Rights and the Protection of Minorities” under the Political Criteria of Regular Progress Report-2008, developments can be summarized that “... *the Prime Ministerial circular on combating honour killings and domestic violence against women has helped to improve cooperation between public institutions. Awareness-raising activities have been organised for members of the judiciary and law enforcement bodies. To date, 30 000 law enforcement officers have reportedly participated in training with a further 10 000 planned by the end of 2008. Gender sensitivity training programmes have also been conducted for health workers. The number of shelters for women victims of domestic violence has marginally increased. Courts have applied the amended Law on protection of the family.*”

List of the main problems noticed in the Regular Progress report-2008 in the context of violence/domestic violence against women is in the justification part of the Project Fiche.

### **2.3.4. Link with the European Parliament’s Committee on Women's Rights and Gender Equality Report-2007**

The 2007 report by the European Parliament’s Committee on Women's Rights and Gender Equality on “*Women's Role in Social, Economic and Political Life in Turkey*” also extensively addresses the problem of violence against women. The report urges the government to direct more attention to the implementation of legislation among other things by urgently setting up shelters and supporting initiatives from civil society and providing adequate funds from national and municipal budgets for both government and NGO shelters, as well as mandatory gender and violence sensitivity training programmes for public administrators, police, the judiciary and health and educational personnel. The **Medium-term Programme** calls for the government to ensure all shelters are built and maintained in accordance with international standards and to facilitate and support NGOs in establishing such shelters and similar facilities.

### **2.4 Link with the Multi-Annual Indicative Planning Document (MIPD) (2008-2010)**

The status of women in Turkish society is a matter of continuing concern for the European institutions. Despite formal equality before the law and the commitment of state institutions to egalitarian principles, the empowerment of Turkish women and their participation in economic life remain deficient. Domestic violence is prevalent, and includes its most brutal manifestations such as “honour killings”.

Measures to address gender issues include: under Component I, harmonization of the Turkish legal framework with the gender equality acquis and support to state institutions and NGO dealing with gender issues. The priorities under the first component (Transition Assistance and Institution Building) of the **MIPD** that are directly related to violence against women;

- Providing training to the Law Enforcement Services on combating violence against women

- Under the Public Administration reform, support should be given to the Gender Equality Body and the establishment of shelters for women at risk of violence should be realized.

Given the complexity of the needs to be addressed, often requiring extensive and intensive training programmes presenting absorption challenges for the recipient institutions, many short term priorities of the Accession Partnership is expected to be considerably progressed. In the context of this project considerable progress will be achieved in protecting women from domestic violence by the end of 2010.

## **2.5. Link with the National Development Plan**

The *Ninth Development Plan (NAP)* covering 2007-2013 includes a provision (article 260) to increase public awareness in order to prevent violence against women. The Plan does not refer to the need to provide assistance for victims, its measure (article 622) is that “Social awareness will be raised with regard to prevent VAW.” The priority No.83 of the *2009 Annual Programme* of Turkey prepared by the State Planning Organisation (SPO) is the same statement. The measure No.174 in relation to this priority is that “The National Action Plan for Combating Domestic Violence against Women will started to be implement”.

The *Medium-term Programme (2009-2011)* states that “Necessary measures shall be taken with a view to prevent violence against women”.

## **2.6 Link with national/ sectoral investment plans and annual budgets:**

2009 Annual Investment Programme of S PO includes investment for eight shelter houses as a part of the responsibility of the Turkish Government depending on the “Shelters for Women Subject to Violence Project” that is a PANFA 2006 Project under the Ministry of Interior DG of Local Authorities.

DG on Woman's Status has initiated gender trainings in 2009 for community trainers and for the managers of the provincial directorates of agriculture. The expenses related to these trainings are covered by the budget of the DGWS. Information on combating violence against women and the existing mechanisms are also being provided within the scope of these trainings.

Also in 2009, the Ministry of Health has initiated field training on combating violence against women for healthcare personnel. Trainings are entirely funded by the budget of the Ministry of Health. It is aimed for 60 000 healthcare personnel to benefit from this training within 1.5 years.

## • **Description of project**

### **3.1 Background and justification:**

VAW is a violation of human rights rooted in inequality between women and men and it is widespread in Turkey. VAW is an important obstacle to democratization and participation in addition to discrimination and gender based prejudices. According to the results of the recent “National Research on Domestic Violence against Women in Turkey” (2009), 2 out of 5 women have been exposed to physical violence by their husbands or partners at least once in their lifetime. There is significant variation between regions with regards to experiencing physical violence. For example, while the prevalence of experiencing physical violence among women living in Western Marmara is 25 percent, it is 53 percent in the Northern Anatolia Region. These figures show the scale of the problem and call for immediate action.

The main problems noticed in the Regular Progress report-2008 in the context of violence/domestic violence against women are listed as follows:

- Domestic violence, honour killings, and early and forced marriages are still a serious problem.
- Definition of the honour killing according to the Court of Appeals is problematic.
- Number of reported honour killings is 220 and there is an increase compared to 2006.
- Most of the reported honour killings had happened in big cities. This illustrates the need to target efforts to raise awareness on women's rights among urban migrants.
- There is still need for reliable data.
- Women are reportedly reluctant to have recourse to the police or the courts due to lack of confidence in provision of effective protection.
- The Law on Municipalities, which provides for the establishment of shelters for women in metropolitan municipalities and in municipalities with a population of 50 thousand or more, and in particular the provisions on shelters, are not yet fully implemented and the number of shelters remains lower than provided for under that law.
- Information about the scope or an assessment of the impact of awareness-raising campaigns is necessary.

Violence against women has become part of the public agenda in Turkey since mid-1980s as a result of campaigns run by the women's NGOs. Establishing shelters and initiating local training programmes again by NGOs followed these interventions. Since 1990s the government pursued the path paved by the NGOs by mainly focusing on four major areas; (i) legislative changes and (ii) new monitoring structures in the Government such as platforms, committees and circulars, (iii) media campaigns for raising the awareness of general public, and (iv) training for service providers.

***The examples of the legislative changes*** since the 1990s are as follows: *Law on the Protection of the Family* (1998) which was amended in 2007, *Law on Family Courts* (2001), changes in the *Civil Law* (2001) and the *Penal Code* (2005), *amendments of the Constitution* (article 10 on equality, article 41 on family, etc), *Child Protection Law* (2007), *Municipalities Law* (2004) which requires all municipalities with a population over 50,000 and all metropolitan municipalities to establish shelters for women subject to violence, *Procedural Law on Penalty* (2004). Despite all the progress in the legislation, however, there is still need to have some changes in the laws to ensure their implementation.

***Institutional developments:*** Several interventions of the Government such as “*National VAW Monitoring Committee*” paved the way to the “*Investigation Commission for determining the causes of violence against women and children/honour crimes*” which was established under the National Assembly in 2005. *Parliamentary Report* of the Committee led to the *Prime Ministry Circular* (No. 2006/17) on “*Measures to Prevent Violent Acts against Women and Children, and Crimes in the Name of Honour and Custom*” which was published in the Official Gazette in July 2006. The circular addresses the recommendations voiced in the Parliamentary Report and appoints the *Directorate General of Women's Status* and the *Directorate General of Social Services and Child Protection* and as coordinator institutions for the implementation of the recommendations. Implementation is being monitored by quarterly activity reports of Local Coordination Committees at the provinces. In addition to that, *the National VAW Monitoring Committee* gathers 1 or 2 times a year and evaluates the developments. *The Ministry of Interior* also communicated a circular in 2007 (No. 2007/8) to all governorates in order to ensure effective and rapid enforcement of the duties and functions. Unfortunately, the Rapid Task Forces established in provinces in accordance with the Circular of the Ministry of Interior are not active in general. Despite these positive developments, there

is still need for strengthening the National VAW Monitoring Committee, the Local Coordination Committees and the Rapid Task Forces. One of the important activities of the Project should be to ensure the strengthening of this field, which is important in terms of the monitoring and reporting system both at the local level and at the national level. Moreover, the method of providing technical assistance and support that the municipalities need for establishing and sustaining services such as women's counselling centres and shelters as well as the necessary mechanisms are not exactly known. With the aim of creating models both for effective coordination, monitoring and reporting mechanisms and also for guiding services as a result of the activities to be carried out by the Project, the tools developed will be extended to the other provinces in the third stage of this project.

***Awareness raising activities:*** The “*Stop Violence against Women Campaign*” has been underway since November 25th, 2004. Although the Campaign which improves the sensitivity and awareness of men through education, developed in collaboration with public institutions, private sector, media organizations, civil society organizations and local administrations, there is no information on the long-term effects of the campaign. In addition to that, although the outputs of the Campaign are widely disseminated throughout Turkey, the activities of the Campaign are realized in a limited number of provinces. There is still need for the Campaign to be adapted according to the needs of the specific provinces and to be continued extensively. The “*Stop Domestic Violence*” campaign initiated by the Hürriyet Newspaper also carries out activities in various provinces and an İstanbul-based violence hotline provides services to around 6-7 thousand applications a year.

***Lack of services and trained service providers:*** Since 1980s, both government bodies and women's NGOs have been active in providing support services for victims, although they have been hindered by lack of steady funding, necessary resources and co-ordination to combat VAW. In spite of the big steps taken towards a more protective environment, support services for victims of violence are still inadequate and often inappropriate. As of April 2009, there were only 52 shelters established by General Directorate of Social Services and Child Protection (SHCEK) (27) and other entities such as municipalities (19), governorates (3) and NGOs (3) for abused women, with a total capacity of 1,297 beds. By the end of 2010, with the establishment of 8 shelters (320 women) by the EC funded project “*Shelters for Women Subject to Violence*” within the framework of the 2006 PANFA, the capacity will be raised by 25 percent. However, there is still need for establishing new shelters for women according to internationally accepted standards, preferably by or in partnership with municipalities that can plan for sustainability. In addition to that, it is important that during the period of rebuilding their lives for themselves and their children, women are not detached from their familiar surroundings and from their own social environment where they can get support. The lack of sufficient number of women's shelters, forces women to move to different cities to benefit from shelter services, which puts women in a difficult situation.

At the same time, other protective services such as counselling centres and stations as pre-shelter and post-shelter services for women subjected to violence that are complementary parts of the protection mechanism should also be established to support women subject to violence. Availability of services such as women's counselling centres and base services as well as women's shelters is also important in terms of accessibility

The Project will especially be important for the development of expansive and local services as a follow up of the 2006 “*Shelters for Women Subject to Violence Project*” (PANFA 2006). With this project, which should be considered as the 2<sup>nd</sup> phase, various management structures of eight shelters built under the 1<sup>st</sup> phase, PANFA 2006, will be developed and the local bodies will be supported technically to raise their capacity to establish and manage these

services. In addition the results of PANFA 2006 “Shelters for Women Subject to Violence Project” will also be extended to 16 neighbouring cities of the 2006 PANFA project cities.

Additionally, in-service training programmes have been developed and started to be implemented for the service providing public sector professionals (law enforcement officers, judicial bodies, health care workers and social workers, etc.). Training Needs Assessment Report of the “Shelters for Women Subject to Violence Project” showed that there is further need to empower the trained service providers with basic knowledge and skills. Considering that the new 16 provinces are relatively smaller than the 8 provinces of the first project, the need for service providers, who has adopted the approach to take into account violence against women and the victims of violence, becomes even more apparent.

Although the NGOs for combating violence against women have entered into a significant period of development in 1990s, they are not widespread around Turkey. Contribution of the NGOs with important knowledge and experience accumulations to the establishment and development of new NGOs is among the demands of the women's movement. Moreover, it is known that the NGOs have a very important role in increasing the applications of victims, creating demand for services and for the services to become victim-focused. Despite the significant changes that have taken place since 2000, the relationship between NGOs and the government and their cooperation practices are still weak.

Past experiences on managing the shelters collaboratively were unfortunately not sustainable due to the lack of political commitment of the municipalities, tense relationship with SHCEK (the rules and regulations for the establishment and management of shelters are prepared by SHCEK), change of political parties that the elected officials belong to at municipal level every five years, budgetary constraints and the lack of trained professional staff. These experiences reveal that there is need for full ownership by both the national and local administrations for such shelters. Strengthening of NGOs working in the field of combating violence against women and especially the women's NGOs is particularly addressed in this Project. In addition to that, the Government - NGO collaboration especially in the implementation phase is considered essential within the framework of this project.

Current legislation bans the transfer of funds from local administration (municipalities) to NGOs for any kind of activity including managing shelters. This is one of the important bottlenecks of the collaboration between the local administrations and NGOs while managing the shelters. This project aims to propose alternative modalities for above-mentioned collaboration until an improvement in existing legislation is realized.

This project will also be followed by a 3<sup>rd</sup> phase with investment activities together with capacity building through technical assistance from the 2010 programming. Providing more shelters to the women subject to violence through establishing them in the regions which are not covered by the 1<sup>st</sup> and 2<sup>nd</sup> phases will intensify the power of the support mechanism in Turkey and will rise the number of good practices to the municipalities and NGOs who want to establish shelters. The tools and models developed under the 1<sup>st</sup> and 2<sup>nd</sup> phase will be expanded widely to other provinces, including building of shelters and its refurbishment, under the 3<sup>rd</sup> phase. It is also important to note that Turkey is a highly populated country and occupies a large area. Therefore, there might be a need to implement the investment component gradually based on the results of the ongoing projects.

### **3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact**

#### **3.2.1. Project Impact:**

The project is expected to produce three results:

- Sufficient protection against violence in 24 cities through establishing and/or providing support services for women subjected to violence/domestic violence.
- Collaboration of central and local governing bodies and local NGOs enhanced for improved mechanisms to combat VAW in 24 project cities
- Local and National NGOs capacity on combating VAW strengthened through a Grant Scheme.

The main impact of accomplishment of the results above will be effective coverage of geographically more than one third of Turkey in the context of trained and well-coordinated protection and rehabilitation services for the victims of VAW. The elaborate mechanism created through this action and the previous PANFA-2006 action will be active in 24 cities. Additionally, the perception and awareness of the general public about VAW will have been sensitized in the same area. This in turn will help mentality change among the public officials and stakeholders in the awareness and ownership of the subject.

### **3.2.2. Catalytic Effect:**

This project will provide a new impetus for the establishment of a new and comprehensive support mechanism for the women victims of violence in the large part of Turkey. It will also promote further training of public officials, NGO representatives, public service providers, and local private sector in the field of violence against women. The new mechanism with the trainings' support will lead to a new vision in approach to domestic violence; in a broader sense violence against women. The 1<sup>st</sup> long-term catalytic effect would be the increase in awareness to end VAW in the society, which will lead to a reform in the protection and rehabilitation services. 2<sup>nd</sup> one will be that examples and support for the municipalities to undertake such services are made available. In addition to that, with the trained trainers and appropriate training programmes and materials in place, it will be possible to expand the training programmes to other provinces at the 3<sup>rd</sup> phase this Project.

### **3.2.3. Sustainability:**

Sustainability will be in the form of the improved capacity of relevant public institutions and civil society actors for sound policy development and operational effectiveness, as well as in the form of strengthened cooperation among these parties.

The MoI is currently working on a decree to incorporate Local Equality Action Plans into the Strategic Plan which its development is mandatory for each municipality. It is envisioned that upon official adoption of the Local Equality Action Plans, the alternative service models developed herein could be sustained and substantive local government support would be garnered. This support will further ensure the sustainability of the project.

The project under the PANFA 2006 with the alternative management structures will encourage the local governments and NGOs for working collaboratively in the management of the shelters and other support mechanisms. After the completion of the project, local governments will support financial and operational sustainability of the shelters and other support mechanisms.

The NGOs established or further developed with the support of the Project will ensure in a sense that the municipalities and other local and central authorities continue their contributions and services in combating violence against women. The improved cooperation capacity of the NGOs will also create various opportunities in terms of national and local policies and applications.



This project will provide assistance for the formulation of an exit strategy for the future management and operation of the shelters, counselling centres, and stations.

**3.2.4. Cross Border Impact:**

N/A

**3.3 Results and measurable indicators:**

|          | <b>Result</b>   | <b>Indicators</b>   |
|----------|---|---|
| <b>1</b> | Sufficient protection against violence in 24 cities through establishing and/or providing support services for women subjected to violence/domestic violence. | <ul style="list-style-type: none"> <li>• Increase in the counselling services provided in the project provinces.</li> <li>• 50 per cent of the cases handled by the Rapid Task Force are provided with the supports as indicated in the Circular (MoI, 2997/8)</li> <li>• The number of decisions to solved the problems defined by the Provincial Coordination Committee.</li> </ul> |
| <b>2</b> | Collaboration of central and local governing bodies and local NGOs enhanced for improved mechanisms to combat VAW in 24 project cities                        | <ul style="list-style-type: none"> <li>• Number of the municipalities who apply to national level support mechanism for guidance</li> <li>• Increase in the number of NGOs at local level which take part in combating VAW</li> </ul>   |
| <b>3</b> | Local and National NGOs capacity on combating VAW strengthened through a Grant Scheme.  | <ul style="list-style-type: none"> <li>• Grants are distributed following the 14 months signature of the FA</li> <li>• 50 % of the grant amount is contracted at the end of the 14<sup>th</sup> month following the Financial Agreement signed</li> <li>• The remaining to be contracted within 24 months following the signature of the FA</li> </ul>                                |

**3.4 Activities:****3.4.1. Component 1: SERVICE CONTRACT - Institutional Capacity Building (€ 6.850.000)****3.4.1.1. Result 1: Sufficient protection against violence in 24 cities through establishing and/or providing support services for women subjected to violence/domestic violence.**

*Activity 1:* Establishing women counselling centres (and hotlines of these centres) within the sub-municipalities to support the capacities of the established centres.

*Activity 2:* Established shelters and counselling centres through establishing supervision mechanism and networks, trainings, study tours.

*Activity 3:* Conducting situation and existing capacity analysis and training needs assessments at 16 neighbouring cities of the eight PANFA-2006 cities about the conditions of protection and support services/training needs

*Activity 4:* Establishing and/or strengthening the city coordination mechanism (Provincial Coordination Committee and Rapid Task Force) through meetings, improving monitoring and reporting, establishing Rapid Task Forces, trainings for all the relevant stakeholders including community leaders and public educators in 24 cities.

*Activity 5:* Establishing pre-shelter (stations) and post shelter support mechanisms in each province.

*Activity 6:* Revision of the communication strategy and conducting local meetings for additional advocacy activities

*Activity 7:* Organizing study tours to EU member states and other cities in Turkey, which provide services to victims of violence

*Activity 8:* Adjusting and/or producing of the local communication strategies and conducting local meetings for additional advocacy activities in 24 cities.

### **3.4.1.2. Result 2. Collaboration of central and local governing bodies and local NGOs enhanced for improved mechanisms to combat VAW in 24 project cities.**

*Activity 1:* Assessment achieved in relation to the National Action Plan (2007-2010)

*Activity 2:* Expert Committee meetings to develop a draft supervisory mechanism modal for municipalities and other local administrations which have responsibility in combating violence against women (This includes a discussion paper to be prepared in advance)

*Activity 3:* Establishing administrative support and supervision mechanism at the national level for local authorities.

*Activity 4:* Regional meetings to introduce the national level support mechanism to the rest of the municipalities with population above 50 thousands in Turkey .

*Activity 5:* Holding meetings and trainings for building the technical and administrative capacity of the local women's NGOs such as project cycle management, project development, fund raising, communication skills, conflict resolution, negotiation skills and other trainings in all 24 project cities

*Activity 6:* Development of an exit strategy for future sustainability of shelters and other support mechanisms in project cities through collaboration of local administrations and NGOs.

### **3.4.3. Component 2: NGO Grants Scheme (3.300.000 €)**

#### **Result 3: Local and National NGOs capacity on combating VAW strengthened through a Grant Scheme.**

The following intervention areas are considered to be priorities in compliance with the provision of sufficient protection and services to women subjected to violence under the grant programme for NGOs.

#### **1. Establishment of new local organisations/ networks/partnerships**

- Support for the establishment of new local organisations and capacity building for local women's NGOs.
- Establishment of sustainable and functioning local, regional, national networks and participation to international networks of NGOs working in the field of violence against women.
- Strengthening collaboration and partnerships between women's NGOs and local authorities in dealing with the issue of violence against women, in establishment of counselling centres and shelters and rehabilitation centres for victims of violence.

#### **2. Improvement of services for victims of violence**

- Identification and exchange of good practices and work experiences with a view, in particular, to implementing preventive measures and assistance to victims;

- Training and design of educational packages to be utilised in women's shelters and/or counselling centres;
  - Development and implementation of treatment programmes and support for victims and people at risk, as well as for perpetrators;
  - Providing legal counselling services for victims;
- 3. Awareness raising**
- Development and implementation of awareness-raising activities on violence against women

The projects can be aimed at operating shelters and counselling centres, developing dialogue, developing network, developing and implementing training, organizing meetings, organizing campaigns, developing, reproducing, disseminating materials for campaigns and trainings or supporting such activities.

Process, rules and conditions:

- NGO grants will be distributed through a competitive process: There will be a Call for Proposal.
- The call for proposal will be open to NGOs in Turkey within the framework of the activities aimed at the 24 project provinces.
- The project proposals can be at most for a period of 2 years and within a budget range of at least 20 thousand Euros and at most 250 thousand Euros.
- 10% of the proposed budget will be provided by the institution(s) proposing the project.
- There will only be one call. However, if the total amount is not contracted, a second call will be issued within 6 months at the latest.
- A single NGO can submit at most 2 proposals and can be party to at most 2 contracts.

**3.5 Conditionality and sequencing:**

**The launch of the service tender and the call for proposal will be conditional upon the following:**

- The beneficiary (Ministry of Interior, General Directorate for Local Authorities) provides sufficient number of staff for the implementation of the project.
- The beneficiary signs protocols showing the commitments of the selected municipalities to ensure especially the financial and human resources' sustainability of the shelters and other support mechanisms such as counselling centres, hotline and stations.

***The following contracts will be implemented (in contracting order):***

1. **Technical Assistance** for the implementation of the Institution building
2. **CSO Grants** for the implementation of the NGO Grants Scheme

**3.6 Linked activities**

***European Commission***

Links with the "Shelters for Women Subject to Violence" under the 2006 Pre-Accession National Assistance Programme will be established throughout the implementation of this project.

Links with the "Promoting Gender Equality" project under the 2005 Pre-Accession National Financial Assistance Programme (PANFA) should be established throughout the implementation of this project. All three components of the project had finished; "Twinning Project with the Government of the Nederland" and the "Combating Domestic Violence Against Women". The National Research on Domestic Violence against Women in Turkey.

Public Information about Domestic Violence and Establishing Grassroots Cooperation, implemented by the Women Solidarity Foundation, which aims to increase public sensitivity on domestic violence and to create a sustainable model for the autonomous woman counselling centres and shelters run by the non-governmental women's organizations and initiatives.

Women's Counselling Centre, implemented by the Van Women Association, which aims to provide counselling and protection towards the women and children victims of domestic violence.

Under the "Strengthening Civil Society in the Pre-Accession Process – NGO/CSO facility programme", the European Commission will provide support to women's NGOs in various fields. The project includes one component to be managed by the Turkish authorities, (€ 2.400.000) and one to be managed by the EC Delegation (€ 1.500.000) component on women's issues. The priorities of the first component are awareness raising/promotion of gender equality bodies and monitoring mechanisms; support for the development of entrepreneurship and employment capacities of women; strengthening the representation of women in local and national decision making mechanisms. The priorities of the second component are exchange of good practices for preventive measures and assistance to victims; mapping surveys, studies and research; creation of networks on issues regarding violence against women; training and design of educational packages to be utilized in women's shelters; development and implementation of treatment programmes and support for victims and perpetrators; providing legal counselling services.

### ***Republic of Turkey***

In-service trainings for the Police Department, Judges, Public Prosecutors, Religious Leaders, and health service providers on combating VAW.

### ***UN Agencies in Turkey***

The Joint UN Gender Programme works to promote and protect women and girls' human rights through activities in six different cities. The Joint Programme is supported by the following UN agencies and international organizations: UNDP, UNICEF, ILO, UNHCR, WHO, FAO, IOM and UNFPA. The 2-year Joint UN Programme is designed to address persistent gender inequalities by improving the national policy environment, building local government and NGO capacity, designing service models for women and girls and raising awareness about women and girls' rights. The Joint Programme primarily targets national level decision makers as well as local government, NGOs and the general public in and around 6 cities: Izmir, Van, Nevşehir, Kars, Şanlıurfa and Trabzon. These cities were selected to demonstrate how participatory and coordinated cross-sectoral approaches could improve services, augment resource availability and improve the lives of girls and women in a variety of settings. The programme is implemented jointly by UN agencies, Ministry of Interior , Sabanci University and KA-DER (women's NGO).

UNFPA Office in Turkey CO provides technical and financial support to a local NGO (Population Association) to conduct qualitative research on honour killing in four provinces. The report on "The Dynamics of Honour Killings in Turkey" was published in November 2005.

UNFPA provides support for another report on "Understanding the Incest Problem in Turkey". The report will be published in mid-2009.

UNFPA provides support to the General Directorate on Women Status for the in-service trainings of the Police Department, Judges, Public Prosecutors, and Religious Leaders by developing the training materials, conducting and evaluating the trainings.

### **NGOs**

Since 1998 Women's NGOs combating violence against women have been meeting annually under the umbrella entity called "General Assembly of Women Shelters".

Since 2003 Amnesty International Turkey has been conducting a campaign to stop violence against women and since 2007 it has been conducting a training programme for Religious Affairs.

Ankara Women's Solidarity Foundation runs counselling centre and shelters in Ankara for women who have experienced violence and/or subjected to trafficking and conducts research and training programs on violence against women.

KAMER runs counselling centres for women in the 23 East and South East cities of Turkey who have experienced violence, conducts training programs on violence against women and supports women in the Diyarbakir region to establish local NGOs with the same agenda.

Purple Roof conducts training programs on violence against women and established a network between NGOs active in violence against women issues.

### **3.7 Lessons learned**

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 the local and the national governments' beginning to accept the issues as serious problems that need to be addressed.
- Combating violence against women requires multisectoral/multisided and human rights base approach and a strong collaboration between several parties such as government, NGOs, private sector.
- The other key tool to combat violence against women is knowledge update of public service providers through training. Since the mid 1990 several trainings were conducted both by the government institutions and NGOs for service providers, but once again because of the lack of cooperation the sustainability of the trainings could not be provided.

**4. Indicative Budget (amounts in EUR)**

|   |        |          | <b>SOURCES OF FUNDING</b> |                     |                            |           |                              |          |                 |                        |              |                      |       |
|---|--------|----------|---------------------------|---------------------|----------------------------|-----------|------------------------------|----------|-----------------|------------------------|--------------|----------------------|-------|
|   |        |          | TOTAL EXP.RE              | TOTAL PUBLIC EXP.RE | IPA COMMUNITY CONTRIBUTION |           | NATIONAL PUBLIC CONTRIBUTION |          |                 |                        |              | PRIVATE CONTRIBUTION |       |
| ACTIVITIES                                | IB (1) | IN V (1) | EUR (a)=(b)+(e)           | EUR (b)=(c)+(d)     | EUR (c)                    | % (2)     | Total EUR (d)=(x)+(y)+(z)    | % (2)    | Central EUR (x) | Regional/Local EUR (y) | IFIs EUR (z) | EUR (e)              | % (3) |
| Activity 1                                |        |          |                           |                     |                            |           |                              |          |                 |                        |              |                      |       |
| <b>Contract 1</b><br>Technical Assistance | X      | _        | 6.850.000                 | 6.850.000           | 6.165.000                  | 90        | 685.000                      | 10       |                 | 0                      | 0            | 0                    | 0     |
| Activity 2                                |        |          |                           |                     |                            |           |                              |          |                 |                        |              |                      |       |
| <b>Contract 2</b><br>NGO Grants           | X      |          | 3.300.000                 | 2.970.000           | 2.970.000                  | 100       |                              |          |                 | 0                      | 0            | 330.000              | 10    |
| <b>TOTAL IB</b>                           |        |          | <b>10.150.000</b>         | <b>9.820.000</b>    | <b>9.135.000</b>           | <b>93</b> | <b>685.000</b>               | <b>7</b> |                 |                        |              | <b>330.000</b>       |       |
| <b>TOTAL INV</b>                          |        |          |                           |                     |                            |           |                              |          |                 |                        |              |                      |       |
| <b>TOTAL PROJECT</b>                      |        |          | <b>10.150.000</b>         | <b>9.820.000</b>    | <b>9.135.000</b>           |           | <b>685.000</b>               |          |                 |                        |              | <b>330.000</b>       |       |

## 5. Indicative Implementation Schedule (periods broken down per quarter)

| <b>Contracts</b>                 | <b>Start of Tendering</b> | <b>Signature of contract</b> | <b>Project Completion</b> |
|----------------------------------|---------------------------|------------------------------|---------------------------|
| <b>Contract 1 / TA</b>           | First Quarter of 2010     | Last Quarter of 2010         | Last Quarter of 2013      |
| <b>Contract 2 / Grant Scheme</b> | First Quarter of 2010     | Last Quarter of 2010         | Last Quarter of 2013      |

All the deadlines indicated above are due to the date of signing the Financial Agreement (FA) between EU and the Government of Turkey. 2009 December is used as the base date for the FA. All components should in principle be ready for tendering in the 1<sup>ST</sup> Quarter following the signature of the FA

## 6. Cross cutting issues

### 6.1 Equal Opportunity

Equal participation of women and men will be secured through appropriate information and publicity material, in the design of projects and access to the opportunities they offer. An appropriate male/female balance will be sought in all the managing bodies and activities of the project and its activities.

### 6.2 Environment

The environmental matters will be considered according the requirements of the EU during the implementation of the works component. The project will not have discernible effects on the environment.

### 6.3 Minorities

N/A



**ANNEX I: Logical Framework**

|   | <b>Programme name and number</b>  |  |
|---|---|--|
| <b>LOGFRAME PLANNING MATRIX FOR <i>Women's Shelters for Combating Domestic Violence</i></b> | CONTRACTING PERIOD<br>EXPIRES: 2 years after the signature of financing agreement (FA)  | <b>DISBURSEMENT PERIOD</b><br><b>EXPIRES:</b> 1 year after the end date for the execution of contracts |
|   | <p><b>Budget of the project:</b><br/><b>Total Budget: €10.150.000</b></p> <p><b>TA / Service Contract</b><br/><b>TOTAL: € 6.850.000</b></p> <p>%10 from National Budget:<br/>€ 685.000<br/>%90 from EC Funds:<br/><b>€ 6.165.000</b></p> <p><b>CSO / Grant Scheme</b><br/><b>TOTAL: €3.300.000</b></p> <p>%10 from NGOs<br/>€ 330.000<br/>%90 from EC Funds:<br/><b>€ 2.970.000</b></p> | <b>IPA BUDGET:</b><br>€ 9.135.000  |

|                          | <b>Project structure</b>   | <b>Objectively verifiable indicators</b>   | <b>Source of verification</b>   | <b>Risks and Assumptions</b>   |
|--------------------------|--|--|---|--|
| <b>Overall objective</b> | The overall objective is contributing to the Turkish Government's efforts for the protection of women's human rights in Turkey.                      |  | Annual performance reports of involved municipalities<br>Periodic activity reports of the Shelters<br>CEDAW – Turkey Committee Reports<br>CEDAW Shadow Reports<br>Reports of the Directorate of Local Authorities of Ministry of Interior<br>Annual Project progress reports<br>Three, six monthly and annual reports of KSGM on the Prime Ministerial Violence Circular.<br>The reports sent to General Directorate of National Police from the local government institutions about the two circulars on VAW issues<br>News related to VAW issues in the local media |  |
| <b>Project purpose</b>   | The purpose of the project is to ensure that women are provided with sufficient protection against violence in 24 cities through establishing and/or | 24 counselling centres and their hotlines, stations functioning with at least 75% utilization rate in project cities through local | Results of the nationwide qualitative and quantitative research on the causes and consequences of VAW<br>EC Regular Reports (2006-2009)<br>EUSG annual reports<br>Gender disaggregated statistics   | <b>Overall assumption:</b><br>Maintenance and strengthening of political commitment are assured to |

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|                | providing support services for women subjected to violence/domestic violence.  | government - NGO collaboration by the end of the project.   | gathered by Public Institutions Legislation<br>Reports and training materials of the Shelter Project implemented under PANFA 2006<br>Reports and training materials of the “Combating Domestic Violence Against Women Project” implemented under PANFA 2005.   | further improve women's rights.<br><br><b>Overall risk:</b><br>The support and commitment of the new selected mayors cannot be assured.   |
| <b>Results</b> | 1. Sufficient protection against violence in 24 cities through establishing and/or providing support services for women subjected to violence / domestic violence. | -Increase in the counselling services in project provinces.<br><br>-50 % of cases handled by Rapid Task Force are provided with support (Circular (MoI, 2997/8)<br><br>-Number of decisions to be solved the problems defined by the Provincial Coordination Committee. | Annual Progress reports and final evaluation of project<br>Communication Strategy<br>Evaluation report of communication strategy<br>Reports of Ministry meetings<br>Training records<br>Pre- and post-training assessment reports<br>Three-, six-monthly and annual reports of KSGM on the Prime Ministerial Violence Circular.<br>The reports sent to General Directorate of Security Forces from the local government institutions about the two circulars on VAW issues<br>Pre- and post evaluation questionnaires and reports of | <b>Assumptions related to the results:</b><br><br>Municipalities and local administrations will allocate adequate financial support for the maintenance of the shelters built under PANFA 2006.<br><br>All involved public officials, |

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|  | <p>2. Collaboration of central and local governing bodies and local NGOs enhanced for improved mechanisms to combat VAW in 24 cities</p> | <p>-Number of municipalities who apply to national level support mechanism for guidance</p> <p>-Increase in the number of NGOs at local level which take part in combating VAW</p> | <p>the training courses</p> <p>Architectural designs of the shelters built under PANFA 2006.</p> <p>Monthly, six monthly reports of the shelters managements.</p> | <p>service providers and NGOs will be active partners and work to accomplish the project results.</p> <p>The commitment of MOI is continued.</p> <p>The relevant local NGOs will be active partners and</p> |
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|  | <p>2. Local and National NGOs capacity on combating VAW strengthened through a Grant Scheme.</p> | <ul style="list-style-type: none"> <li>- Grants are distributed following the 14 months signature of the Financing Agreement</li> <li>- 50 % of the grant amount is contracted at the end of the 14<sup>th</sup> month following the FA signature</li> <li>- The remaining amount to be contracted within 24 months following the FA signature</li> </ul> |  | <p>willing to cooperate with the local government entities.</p> <p>Local governments will provide political commitment for the sustainability of the project</p> <p>City coordination mechanisms will be established in all shelter and neighbouring</p> |
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|  |  |  |  | <p>cities.</p> <p>Adequate number of staff will be appointed for the trainings and for the management of the support mechanisms other than the shelters such as counselling centers, station services.</p> <p><b>Risks related to the results:</b></p> <p>The dialogue between local NGOs and municipalities disrupted due to political or other reasons.</p> <p>Local NGOs in the eight cities and 16 neighbouring cities lack the manpower and structure to become <i>bona fide</i> partners in running counselling</p> |
|--|--|--|--|---|

|  | <b>Activities</b> | <b>Means</b> | <b>Costs</b> |  |
|--|-------------------|--------------|--------------|--|
|--|-------------------|--------------|--------------|--|

|  |  |    |            |  |
|--|--|----|------------|--|
|  | <p><b>Result 1: Sufficient protection against violence in 24 cities through establishing and/or providing support services for women subjected to violence/domestic violence.</b></p> <p>Activity 1: Establishing women counselling centres (and hotlines of these centres) within the sub-municipalities to support the capacities of the established centres.</p> <p>Activity 2: Established shelters and counselling centres through establishing supervision mechanism and networks, trainings, study tours.</p> <p>Activity 3: Conducting situation and existing capacity analysis and training needs assessments at 16 neighbouring cities of the eight PANFA-2006 cities about the conditions of protection and support services/training needs</p> <p>Activity 4: Establishing and/or strengthening the city coordination mechanism (Provincial Coordination Committee and Rapid Task Force)</p> | TA | €6.850.000 |  |
|--|--|----|------------|--|



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|  | <p><b>Result 3: Local and National NGOs capacity on combating VAW strenghtened through a Grant Scheme.</b></p> <p><b>Goals and priorities:</b></p> <ul style="list-style-type: none"> <li>-Supporting the NGOs to take responsibility in combating violence against women, primarily for the women's NGOs in the provinces of the Project.</li> <li>-Supporting the formation of the organization of women's groups aimed at combating violence against women at the local level.</li> <li>-Increasing the support of the NGOs to services such as shelters, base services, counselling centres, etc. and primarily increasing their contribution and efforts to strengthening the capacity of the municipalities in this field.</li> <li>-Supporting joint activities and activities in line with the project goals between the public sector/municipalities and the NGOs</li> <li>-Priority will be given to the applications from provinces where violence</li> </ul> | <p><b>CSO / Grant Scheme</b></p> | <p><b>€3.300.000</b></p> |  |
|--|--|----------------------------------|--------------------------|--|

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