

# HUMAN RIGHTS CITIES INDICATORS



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# Acronyms/ Abbreviations

ABPRS	Address Based Population Registration System
CESCR	Committee on Economic, Social and Cultural Rights
CoE	Council of Europe
CRC	Committee on the Rights of the Child
CSO	Civil Society Organisation
DGMM	Directorate General of Migration Management
EIGE	European Institute for Gender Equality
GEI	Gender Equality Index
GII	Gender Inequality Index
Global Goals	Global Goals for Sustainable Development
HRCP	Human Rights City Project
ICF	International Classification of Functioning, Disability and Health
ILO	International Labour Organisation
LFIP	Law on Foreigners and International Protection
OECD	Organisation for Economic Cooperation and Development
OHCHR	Office of the United Nations High Commissioner for Human Rights
RWI	Raoul Wallenberg Institute of Human Rights and Humanitarian Law
SIDA	Swedish International Development Cooperation Agency
SDG	Sustainable Development Goals
TEPAV	The Economic Policy Research Foundation of Turkey
TUIK	Turkish Statistical Institute
UN	United Nations
UNCRC	Convention on the Rights of the Child
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
WFC	Women Friendly Cities
WHO	World Health Organisation

# Foreword

Dr. İlhami Alkan Olsson

RWI Chief Consultant

This publication introduces readers to the “Indicators of Human Rights Cities”, produced under the “Human Rights City Project”, which is jointly initiated by the Raoul Wallenberg Institute of Human Rights and Humanitarian Law established at the Faculty of Law at Lund University of Sweden, the Union of Turkish World Municipalities and seven pilot municipalities; and developed in cooperation with the Union of Municipalities of Turkey and the Council of Europe.

The “Human Rights City” approach has increasingly entered our lives in the last decade. The basis of this approach lies in the fact that the responsibilities and functions of local governments are crucial in the implementation and realisation of human rights although human rights are addressed at global, international, and national levels, particularly in the context of setting norms. Another factor in the growing importance of the Human Rights concept is unquestionably the changing functions and rising significance of cities in a world where population mobility is rapidly urbanising and even metropolising. Urbanisation requires new structures and approaches that combine a large number of people with vastly different backgrounds, needs and expectations, and that calls for new types of answers to complicated and intertwined problems. Centring a “rights based” perspective on problems and solutions, human rights cities represent a new coexistence culture that embodies and adopts approaches and values such

as local participation, inclusion, and gender equality with diverse conceptualisations and practices.

As important as indicators are to ensure that this approach and its values are not just nice words or turned into “window dressing”, they are also invaluable and indispensable to better understand what needs to be done and how, to measure the progress, and to provide clarity and oversight. Human rights indicators both help States fulfil their obligations arising out of international conventions and measure the extent to which these words are turned into action. Indicators of human rights cities do not only figuratively act as lamps illuminating the path to become a human rights city but can also show us the point of human rights realisation currently being reached and what else needs to be done. In this respect, they serve as a compass for the process of becoming a human rights city.

This publication contains international norms which are produced by experts from different fields based on international human rights norms prevalent in their respective fields and on sets of indicators “localised” in cooperation with local government experts and civil society organisations working in the field. In this sense, while the publication aims to support participating municipalities with a view to reinforcing the ongoing Human Rights City Project in Turkey and its outcomes, it also constitutes a contribution from Turkey to the international literature on indicators of human rights.

We would like to express our gratitude to the partnerships that contributed to the preparation of this study and to all efforts expended to make the daily life participatory, inclusive, and respectful to rights and law; and we extend our wishes that this study would be a pioneer and forerunner of many other studies in this field.

# Introduction

Bahar Özden Coşgun

Human Rights City Project  
RWI Program Consultant

A **human rights city approach**, which brings together human rights and local governments, aims to ensure that universal human rights norms and standards are implemented at the local level. It aims to integrate human rights with city policies, practices, and services; in order to be translated to the daily life. Compared to central governments, local governments, as administrative units closest to the public, make decisions and provide services that directly affect the quality of life of the people. Consequently, although central governments have the primary responsibility to promote and protect human rights, local governments play a complementary role by implementing international and national human rights strategies and policies in daily life. Furthermore, urbanisation processes which have gained momentum and become complicated by heavy immigration, put more pressure on local governments, turning them at the same time into key actors in an ever-globalising world and placing strategic importance on local practices. In this context, while urban networks such as *sustainable cities*, *social cities*, *healthy cities*, *smart cities*, *energy cities*, *walkable cities*, *intercultural cities*, *age friendly cities*, *woman friendly cities*, *child friendly cities* and *others* target local governments, their main purpose is to improve the quality of urban life and environment. Underlying this target is the goal of realising human rights through local



government policies and practices, including the right to health, the right to a safe and healthy environment, as well as economic, social, and cultural rights.

From this point of view, the human rights city approach can be regarded as an umbrella concept. In line with the goal of improving the life quality of city inhabitants with the help of the above-mentioned urban networks, human rights cities require local governments and municipalities to adopt a human rights-based approach. In other words, municipal policies, city council decisions, strategic plans, programs, and practices must be compliant with human rights standards. It defines city residents as right holders and local governments as duty-bearers. A human rights-based approach considers individuals as entitled right-holders, diverting from the charity approach that regards individuals as victims or indigents, or from the needs-based approach that regards them as people in need. For instance, the needs-based approach defines participation as a strategy, whereas the rights-based approach defines it as a fundamental right and a goal itself. On this basis, a human rights cities approach supports the capacity building of municipalities and improvement of urban life by linking local government services with human rights and offering methods in line with the principles of **participation, equality, non-discrimination, inclusiveness, and accountability** so that municipalities can fulfil their obligations within the legal power vested in them.

Despite the lack of a single definition, a common political commitment, or a proposal for a global standard method, “human rights cities” and practices have recently come to the fore more frequently. As a result of an increased adoption of this approach by local governments and national/regional and global unions of local governments, city specific practices and examples have emerged based on different approaches in various parts of the world. In most general terms, **human rights cities** can be defined as participatory, inclusive, egalitarian, accountable and democratic local governments which follow international human rights principles and standards enshrined in treaties and conventions as guidelines in their local policies, plans, programs, institutional structures, activities, and services.

Although a human rights city seems like a relatively new approach, the relation between human rights and the locality was clearly expressed by *Eleanor Roosevelt*, a pioneer of the Declaration of Human Rights, as early as when the international human rights framework was being drawn for the first time. In her speech in 1958, Roosevelt stated that universal human rights began in places close to home, linking human rights with the neighbourhood one lives in; the school one attends; the workplace where one works, and adding that unless these rights had a meaning there, they had little meaning anywhere.

Around a decade later, in 1968, French sociologist and philosopher Henri Lefebvre coined the term “*the right to the city*”, conceptualising it as an anti-capitalist manifesto against urban inequalities. The right to the city can be described in its broadest sense as the equal access of every city inhabitant to urban space and to all economic, social, cultural, and other benefits provided by the city, and participation in all decision-making processes and enjoyment of fundamental rights and freedoms by all inhabitants. In this context, the right to the city envisages a radical transformation of social and economic relations and political processes of the urban space, going beyond the realisation of human rights at the local level. The idea of the right to the city, its language and general approach became less radical and specifically defined in the **World Charter for the Right to the City** drawn up in 2005 with contribution from, inter alia, UNESCO and UN HABITAT. The Charter defines the right to the city as the equitable usufruct of cities within the principles of sustainability, democracy, equity, and social justice.

Nonetheless, the term “*human rights city*” which focuses on the local implementation of international human rights, contrary to the concept of the right to the city that envisages an anti-capitalist transformation, is used for the first time in 1997 by the *People’s Movement for Human Rights Education*, an international Civil Society Organisation (CSO) based in the United States of America.

As a part of the human rights city program developed by this organisation, the city council of **Rosario, in Argentina**, decided to adopt the Universal Declaration of Human Rights as basic principles providing a guideline for the municipality. Thus, Rosario made its name as the first human rights city. Inspired by this example, some cities such as **Graz (2001), Montreal (2006), Mexico City (2010), Barcelona (2010), Gwangju (2011), Utrecht (2011), Vienna (2014), York City (2017), and Lund (2018)** have followed suit and declared themselves a city of human rights.

Through the participation of over one hundred participants, including mayors, city representatives, UN human rights experts, as well as civic and human rights organisations, the 2011 **Gwangju Declaration of Human Rights City** defines the city of human rights as “*a local society and socio-political process where human rights play a key role providing basic values and guiding principles in the local context*”. Similarly, the above-mentioned cities, in line with their declarations or charters, have taken responsibility by adhering to international human rights principles as their guide; and initiated studies to prepare action plans reflecting these principles to urban policies and services in order to develop indicators, provide human rights trainings, open human rights offices within the municipality and to establish committees with the



participation of CSOs and universities. On the other hand, human rights cities have also been promoted at the regional and global level since the early 2000s, through the networks and local government unions formed by the cities. *The Committee on Social Inclusion, Participatory Democracy and Human Rights of the United Cities and Local Governments (UCLG)*, an umbrella international organisation with the widest participation by local governments throughout the world, encourages the signing and implementation of the **European Charter for the Safeguarding of Human Rights in the City (2001)** and the **Global Charter-Agenda for Human Rights in the City (2011)** by local governments and provides support to local governments in this regard.

In addition, the **World Human Rights Cities Forum**, held annually in Gwangju, South Korea since 2011, is a meeting point for local, regional, and global actors that work in this field and support the human rights cities approach and practices. Bringing together cities, networks, platforms, experts, academics, and non-governmental organisations, including those listed above, in order to strengthen the links among different regional experiences and initiatives, the Forum also plays an important role in defining and dispersing local governments' global agendas for human rights and local democracy.

The human rights city approach adopted and developed by local governments and CSOs has also been recognised and supported by regional and global international organisations addressing central governments.

In this regard, the most important political instruments, inter alia, that provide guidelines for local governments on the rights to the city are the European Charter of Local Self-Government which sets forth the basic qualities of the principles of local democracy, autonomy, and subsidiary, the **European Urban Charter I**, (1992) and the **European Urban Charter II** (2008) developed as a manifesto for a new urbanity by the Congress of Local and Regional Authorities of the Council of Europe.

In general, the basic approach adopted by the **Council of Europe (CoE)** and the **United Nations (UN)** asserts that local governments have to deal with human rights issues on a daily basis as they are much closer to citizens. Therefore, there is a clear and strong connection between human rights and local governments. While carrying out their services, local governments make decisions and provide services on issues that

<sup>1</sup> Human Rights Council (2015) "Research-based report on the role of local government in the promotion and protection of human rights"



are directly related to human rights such as education and health amongst others; their decisions may strengthen or weaken the opportunities for those living within their boundaries to enjoy human rights.

The UN “Research Based Report on the Role of Local Government in the Promotion and Protection of Human Rights” of 2015 divides the duties of local governments in the field of human rights into three main categories: The duty to respect, the duty to protect and the duty to fulfil human rights. **The duty to respect** human rights means that local officials must not violate human rights through their own actions. It requires the local government to refrain from interfering with the enjoyment of the rights and freedoms of all persons within its jurisdiction. By way of example, regarding the right to health, local governments may not deprive certain communities or groups such as refugees and migrants of access to health care facilities under their authority. **The duty to protect** human rights requires measures to ensure that third parties do not violate the rights and freedoms of the individual. For example, as part of their duty to protect human rights, local governments are responsible for creating safer urban environments that reduce the risk of violence against women. **The duty to fulfil** human rights means that local governments must take action to facilitate the enjoyment of the rights and freedoms by the public. For example, local governments can ensure the right to education of migrants and refugees by providing education opportunities or guidance; and they can promote the right to work by offering vocational courses. To comply with the duty to fulfil the right of individuals not to be discriminated against in the exercise of their rights, equality units can be established within the local government.

Local authorities should pay particular attention to the protection and promotion of rights of vulnerable groups such as persons with disabilities, victims of sexual discrimination, children, older people, migrants, and refugees. The quality of the services which local governments provide to such groups in terms of their participation to decision-making processes, their access to services and the safety of the city “tests” the extent to which local governments respect human rights in practice. In this respect, local policies should be developed in consideration of the contemporary framework of human rights and institutional structuring; and strategic planning and practices should be carried out accordingly.

<sup>2</sup> Akay, Hale. (2016). Yerel Yönetimler İçin İnsan Hakları Temelli Yaklaşım: Kavramsal Çerçeve ve En İyi Uygulama Örnekleri. Türkiye Avrupa Vakfı Yayını.

## Human Rights City Project in Turkey

As a result of rising populations in cities due to immigration and refugee mobility as well as irregular and rapid urbanisation, local governments in Turkey are in an increasing need of financial resources and up-to-date planning. On the other hand, human mobility in cities, caused by migration for various reasons, puts pressure on local services and increases social inequalities and conflicts. Urban life experiences of vulnerable groups such as women, children, persons with disabilities, older people and refugees show that they face serious problems in especially enjoying their economic, social, and cultural rights. In the face of these and similar current issues identified as problematic areas, the Human Rights City Project aims to create solution areas for local authorities that are sensitive, inclusive, and participatory towards various social groups living in cities.

The “Human Rights City Project” (HRCP), carried out jointly by the Wallenberg Institute of Human Rights and Humanitarian Law (RWI) at Lund University and the Union of Turkish World Municipalities (UTWM), covers the period between 2018 and 2020. The project is financed by the Swedish International Development Cooperation Agency (SIDA) and receives consultancy services from Research Worldwide Istanbul. One metropolitan municipality and six district municipalities were identified as pilots for the project based on their technical capacities, experiences on projects, willingness, and political and geographical distribution. Altındağ and Çankaya Municipalities of Ankara, Maltepe and Zeytinburnu Municipalities of Istanbul, Şahinbey Municipality of Gaziantep, Muratpaşa Municipality of Antalya, and Mersin Metropolitan Municipality participate in and contribute to the project.

The project works jointly with the Union of Municipalities of Turkey (UMT), the CoE, and Local Monitoring, Research, and Implementation Association (Yerel-İz) on activities concerning local governments.

The HRCP aims to ensure that the municipalities in Turkey implement the rights of ‘women’, ‘children’, ‘persons with disabilities’, ‘older persons’ and ‘refugees’ in urban life, as guaranteed by international and national laws, respect these rights in daily life and reflect them in municipal services.

The goal of the project is to create participatory and inclusive common platforms where professional organisations, public institutions, CSOs and international organisations working in these fields and particularly municipalities and the academia can join to develop tangible policy proposals in these areas.

A secondary goal of the project is to strengthen the education and research capacity of academia in Turkey and improve cooperation between local authorities and the academy accordingly. The project also aims to increase the numbers and qualifications of academics and foster the relations between programs, academics, and foreign educational institutions working on these fields.

This study was undertaken by an Advisory Group consisting of thematic experts and coordinated by Prof. Dr. Gülay Günlük Şenesen. The Advisory Group, comprising of Assoc. Prof. Yelda Yücel on the theme of gender equality/women, Adem Arkadaş-Thibert on the theme of children, Assoc. Prof. Aslıhan Aykara on the theme of disability, Assoc. Prof. Özgür Arun on the theme of older people and Assoc. Prof. Ulaş Sunata Özdemir on the theme of refugees, has from the outset of the project developed an original conceptual framework for human rights cities in Turkey and identified human rights city indicators for municipalities by associating human rights with municipal services.

Five (vulnerable) groups, namely as “women”, “children”, “persons with disabilities”, “older persons” and “refugees”, were identified and considered in terms of their relations with the city and local government services under the main headings of “(i) participation, (ii) accessibility and (iii) safety”. Members of the Advisory Group and pilot municipalities, which had their own themes, further developed these human rights indicators under this framework by taking into consideration the needs and priorities of the municipalities and the applicability of such indicators for municipalities.

We would like to express our appreciation first and foremost to Prof. Dr. Gülay Günlük Şenesen, who undertook the coordination of this study and the Advisory Board; valuable representatives of Municipalities of Altındağ, Çankaya, Maltepe, Muratpaşa, Mersin Büyükşehir, Şahinbey and Zeytinburnu; the Union of Municipalities of Turkey for their support and contribution; Binnur Aloğlu, Assoc. Prof. Sevgi Usta, Dr. Seda Yurtcanlı Duymaz and Nejat Taştan for their precious contribution to the initial stage of the project; Assoc. Prof. Sevgi Usta, Dr. Seda Yurtcanlı Duymaz and Nejat Taştan for their contribution to the initial stage of the project; Yerel-İz team for their efforts during the identification process of indicators; and all academics and experts who supported us and contributed to the project. We would like to express our wish that the project would contribute to the development of human rights cities in Turkey and shed light on municipalities working in this direction.

# Common Framework for Indicators of Human Rights Cities

Gülay Günlük-Şenesen

The indicators we developed for localising and monitoring human rights are based on UN Sustainable Development Goals (SDGs), The New Urban Agenda-Habitat III, and international human rights conventions to which our country is a party. These instruments particularly stress the need to improve the situation of vulnerable groups in urban life who are subject to discrimination and inequalities; consequently, the Human Rights City indicators we developed for municipalities in Turkey focus on five main groups: women (gender equality), children, persons with disabilities, older people, and refugees.

From this standpoint, the purpose was to raise awareness of municipalities on how to produce services from a human rights perspective and provide guidance for municipal policy designs in the preparation of strategic plans and performance programs. Improving governance is a priority.



Although focusing on activity design and implementation of municipalities specific to each of the vulnerable groups such as women, children, persons with disabilities, older people and refugees is needed, from the human rights perspective this approach would prove to be insufficient in terms of target, process management, outcomes, and holistic coverage. For instance, women-only pink buses or specific trips for only persons with disabilities or older people etc. are common practices.

Although such activities that fall within the scope of social municipal services may relatively ameliorate the conditions of these groups, they may also result in inequality in the enjoyment of rights, reinforcing distinctions, stigmatising, and isolating such groups in common urban life. The main problem in terms of rights, equalities and quality of life involves what functions of the municipality would potentially transform inequalities to equalities.

The expectation from the municipality of a Human Rights City -in terms of its powers, obligations and capacity-is briefly to design and implement participatory policies that will improve the conditions for vulnerable groups towards a fairer existence in urban life. In the process from policy design to implementation, local government is expected to act to ensure realisation and enjoyment of their rights for everyone and hence to improve life quality, in other words, the well-being of society. Let us explain with a few examples: wheelchair assistance to persons with disabilities would offer them the opportunity to get out of the house. However, unless roads and pavements are suitable for wheelchairs or relevant information is available, persons with disabilities will not be able to take advantage of this opportunity and for instance, cannot join a meeting on disability at the city hall. Participation in municipal activities targeting women will be limited unless childcare services are provided; the same limitation would apply to activities for children unless adults are informed; or activities for older people unless transportation is provided; or activities for refugees unless interpretation is available. Similar examples can be multiplied with regards to other urban life opportunities (parks, transportation, cultural events, public institutions).

Access to services unquestionably requires that potential beneficiaries be aware of service delivery; it is important to establish channels to disseminate information about service delivery by considering different types of literacy, languages, and communication equipment. More importantly, there should be a participatory environment where beneficiaries are able to enhance their opportunities, express their preferences and thereby determine and transform the scope of services. This is achieved by transformation of institutional mechanisms. In short, existing municipal services are not identical with the expectations and benefits of target beneficiaries.

The relation between opportunity and realisation sheds light on determining the conditions for improving the quality of life, of well-being.<sup>1</sup> Amartya Sen's 'functionings and capability approach' is very stimulating in defining this relationship with various dimensions of an individual's life.<sup>2,3</sup> 'Functionings' (for instance going out to the street) refers to what the individual can achieve with available opportunities (*ex post*). For instance, the opportunity or the possibility to go out to the street, i.e. the capability (*ex-ante*) requires conditions such as safe public space, transportation services and clean air. When conditions are in place and barriers are removed, it will be up to the individual's free choice whether to act upon the capability. Although subjective functionings of individuals would not fall into the domain of public policy, development of capabilities that will enable achievement of 'functionings' can be targeted with public policy.<sup>4</sup> At this point, the problem of converting 'capabilities' to 'functionings', establishing a concrete link with life with regards to both identifying and monitoring of policy intervention areas and producing indicators in accordance becomes important.

Nussbaum's formulation of a list of capabilities from the perspective of a life with human dignity was stimulating in the discussions on the components of well-being of the individual; and this concrete approach has been enhanced by Robeyns and ensuing feminist scholarship.<sup>5</sup> Modeling with a gender perspective of contributions of local governments to the well-being of the society they are in direct contact with and associating capabilities with public resource allocation was further solidified by Addabbo et al. works.<sup>6</sup>

1 "Opportunities" in this context do not refer to objective, fixed or unchangeable situations but entail both the prioritisation between resources and needs as well as political preferences and also as stated in the United Nations "International Covenant on Economic, Social and Cultural Rights", a progress even if may not be immediately achieved but targeted in the process, which is not postponed to an uncertain future and steps towards these targets are being taken at present. Similarly, 'participation' should be kept in mind as a key concept in the relation of prioritisation between resources and needs with democracy and human rights.

2 Sen, A. Development as Freedom (1999, Oxford University Press, Oxford) and other publications by Amartya Sen.

3 There exists a rich academic literature on the convergence of capability approach and human right approach. See, for instance, Burchardt, T. & Vizard, P. (2011) 'Operationalizing' the Capability Approach as a Basis for Equality and Human Rights Monitoring in Twenty-first-century Britain', *Journal of Human Development and Capabilities*, 12:1, 91-119; Elson, D., Fukuda-Parr, S., Vizard, P. (ed.) (2012) 'Human Rights and the Capabilities Approach: An Interdisciplinary Dialogue', Routledge (facsimile from *Journal of Human Development and Capabilities*, Vol. 12, No. 1, February 2011); Fukuda-Parr, S. (2011) 'The Metrics of Human Rights: Complementarities of the Human Development and Capabilities Approach', *Journal of Human Development and Capabilities*, 12(1), 73-89; Nussbaum, M. C. (2000) 'Women's Capabilities and Social Justice', *Journal of Human Development*, 1(2), 219-247; Vizard, P. (2007) 'Specifying and Justifying a Basic Capability Set: Should the International Human Rights Framework be given a more Direct Role?' *Oxford Development Studies*, 35:3, 225-250; Whiteside, N. & Mah, A. (2012) 'Human Rights and Ethical Reasoning: Capabilities, Conventions and Spheres of Public Action', 46(5): 921-935.

4 Al-Janabi, H. (2018) 'Do capability and functioning differ? A study of U.K. survey responses', *Health Economics*, 27(3), 465-479.

5 Nussbaum, M. C. (2000) 'Women's Capabilities and Social Justice', *Journal of Human Development*, 1(2), 219-247; Nussbaum, M. C. (2003) 'Capabilities as fundamental entitlements: Sen and global justice', *Feminist Economics*, 9(2-3), pp. 33-59; Robeyns, I. (2003) 'Sen's capability approach and gender inequality: selecting relevant capabilities', *Feminist Economics*, 9(2-3), 61-92.

6 For instance, Addabbo, T., Lanzi, D. & Picchio, A. (2010) 'Gender Budgets: A Capability Approach', *Journal of Human Development and Capabilities*, (11-4), 479-501; For other contributions of Addabbo et al. see. Günlük-Şenesen, G., Yücel, Y., Yakar Önal, A., Ergüneş, N., Yakut Çakar, B. (2017) *Kadınsız Kentler -Toplumsal Cinsiyet Açısından Belediyelerin Politika ve Bütçeleri*, İstanbul: İstanbul Bilgi University.

Günlük-Şenesen *et al.* (2017)<sup>7</sup> which studied the municipal services in Turkey from a gender perspective in the light of this academic background guided the setting up of the umbrella framework in this present work. That study lays down a list of 10 capabilities with regards to access to local public services.<sup>8</sup> The strategic plans and performance programs of 10 city municipalities were analysed from the perspective of their potential contribution to women's well-being (set of capabilities). Capabilities were matched with municipal services, institutional structures, and budget allocation. Visits were made to the cities to evaluate the approaches of local decision-makers, practitioners, and beneficiaries to municipal services from the gender perspective.

However, this process revealed that the municipality does not have a direct legal obligation to produce some services in order to improve some of the above-mentioned capabilities (e.g. housing, education, health, employment), and also that it is difficult to match some capabilities with those municipal activities of a very wide scope (e.g. environmental planning, infrastructure investments). Similar limitations apply to municipal services and human rights obligations of municipalities; there is a need to solidify the matching of fundamental human rights with municipal services.

This work attempts to reinforce the assessment of municipal services from the perspective of the rights of women, children, older people, persons with disabilities, and refugees with respect to a narrower subset of the list of capabilities. As for the well-being of these groups, the study focused at this stage - on capabilities of *Participation (P)*, *Accessibility (A)* and *Safety (S)*, presuming that this would facilitate in due course the communication with municipalities, as well as the development and monitoring of indicators. *Participation* in this context refers to participation in municipal decision-making processes, the capability to put forward demands, in short, opportunities for governance; *Accessibility* refers to access to public space and municipal services, and *Safety* refers to a city life free of violence and fear.<sup>9</sup>

7 Günlük-Şenesen, G., Yücel, Y., Yakar Önal, A., Ergüneş, N., Yakut Çakar, B. (2017) Kadınsız Kentler - Toplumsal Cinsiyet Açısından Belediyelerin Politika ve Bütçeleri, İstanbul: İstanbul Bilgi University. See also Günlük-Şenesen, G., Yücel, Y., Yakar Önal, A., Yakut Çakar, B., Ergüneş, N. (2015) 'Gender Budgeting in Turkey: An Assessment of Local Practices from the Well-Being Perspective', *Politica Economica / Journal of Economic Policy* (Il Mulino, Italy), XXXI/2, August, 175-194. (<https://www.rivisteweb.it/doi/10.1429/80932>)

8 The list of capabilities are as follows: 1. Access to Safe and Adequate Living Space, 2. Access to Adequate Mobility and Environmental Planning 3. Access to Leisure and Sports Activities, 4. Access to Care Services, 5. Social and Political Participation, 6. Access to Paid Employment and Decent Working Conditions, 7. Access to Cash and In-kind Income, 8. Access to Health, 9. Access to Education and Training, 10. Access to a Life Free of Violence.

9 Our list of capabilities can be matched with the areas of contribution of the Human Right City approach to Sustainable Development Goals stated by Kjaerum *et al.* (2018:12):

- 1) Principles of good governance integrate human rights into municipal policies (P)
- 2) Human rights education and training (S) (A) (P)
- 3) Emphasis on engagement of citizens as rights-holders as an integral part of the policy-making process, and the right to information (A) (P)
- 4) Freedom of religion and conscience, opinion and information and freedom of speech. Strive to reduce residential segregation (S)
- 5) Ensure that all public (municipal) services are accessible (A)
- 6) Create meeting places for people with different backgrounds (S) (A)

Kjaerum, M., Davis, M. F., Fredriksson, G., & Sartori Reis, I. (2018). 'Human Rights Cities and the SDGs', Lund: Raoul Wallenberg Institute of Human Rights. (<https://rwi.lu.se/publications/human-rights-cities-and-the-sdgs/>)

Although municipal legislation, namely legal duties, and responsibilities, shape the service design for the development of these opportunities, there are also areas whereby municipalities can take initiatives to improve the quality of urban life. *The Project Development Workshop* held in Antalya on 30-31 March 2018 was determining in the harmonisation of the conceptual framework and its application. Thematic experts, representatives of the municipalities and members of CSOs identified perennial and prioritised problems in urban life and suggested solutions within the scope of the municipality's duties and responsibilities. This served to develop a common understanding of the capabilities of *Participation, Accessibility and Safety*, and clarification of their coverage. We then embarked upon developing related indicators to determine the current state and to monitor the progress in municipal services.

## Indicators for Human Rights Cities

An indicator is a means of transition from concept to reality, that is, from an abstract platform to an empirical one. The indicator forms the basis of creating a common language, analysis, and data collection. For us, with respect to the realisation of the rights in urban life as guaranteed by international and national laws, indicators are essential to recognise the current state of human rights in cities and identify the setbacks regarding priorities (structural), to determine in accordance the relevant targets and tasks for progress (output) and to monitor the trends and changes (outcome, result).

There is extensive literature on human rights indicators with regards to both academic and institutional practice.<sup>10</sup> Considering such accumulated knowledge, as well as special needs of groups (women-gender, children, older people, persons with disabilities, refugees) regardless of capabilities, and urban rights indicators, we found it necessary to begin our work with developing original indicator sets which would

10 See for instance: Andersen, E.A., Sano, H.-O. (2006) 'Human rights indicators at programme and project level: Guidelines for defining indicators monitoring and evaluation', Copenhagen : Danish Institute for Human Rights; Green, M. (2001) 'What We Talk About When We Talk About Indicators: Current Approaches to Human Rights Measurement' *Human Rights Quarterly* 23(4): 1062-1097 November; Rosga, A., Satterthwaite M. L. (2012) 'Measuring Human Rights-UN Indicators in Critical Perspective', Davis, K., Fisher, A., Kingsbury, B., Merry, S.E. (eds.) *Governance by Indicators -Global Power through Quantification and Rankings*, Oxford University Press ch.12.12 York Human Rights Indicator Report 2017, Human Rights: Reclaiming the Positive. [https://www.york.ac.uk/media/cahr/documents/2017\\_Report\\_A4\\_final.pdf](https://www.york.ac.uk/media/cahr/documents/2017_Report_A4_final.pdf)

associate urban life, themes (groups) and capabilities. The reason for this initiative is the lack of indicators reflecting this intersectionality at city or local level. We will first give a few examples.

The *Human Rights Indicators*,<sup>11</sup> a guide to measurement and implementation published by the UN in 2012, provides details on the obligations to fulfil human rights at the national level, including the relevant legislation, oversight of rights violations, and approaches to the monitoring of discrimination based on components of the Human Development Index. This stimulating publication provides guidance for central governments; however, it fails to provide the indicators required for the transition from the national level to the local government level. We also noted that there lacks a standard list of concrete indicators that are used by cities globally which have committed to being a Human Rights City. An exception is the city of York (UK), which defines indicators in terms of priority areas in the context of deprivation.<sup>12</sup> The York Human Rights Indicator Report includes the following indicators: For Equality and Non-discrimination, the number of hate crimes, and gender pay gap; For Education, the percentage of young people Not in Education, Employment or Training (NEET), and GCSE grades of disadvantaged children in secondary education; For *Decent Standard of Living*, child poverty (%), food bank use (%), earnings gap (relative to median- lowest 25<sup>th</sup> percentile), For *Housing*, homelessness acceptances per 1000 estimated households and the number of households in temporary accommodation); and for *Health and Social Care*, life expectancy rates (by York wards), an example of a hospital taking on a human rights-based approach and the satisfaction rates of social care users (%). These priorities can be partially associated with the capabilities identified in our study.

On the other hand, there are many indices developed and widely used to monitor the quality of urban life from various aspects.<sup>13</sup> The indicators, which are the components of these indices, reflect the state of human rights in cities based on identified qualities (such as walkability, safety, accessibility, gender equality). In the process of developing indicators for capabilities, we drew on these indicators, the international

11 OHCHR-UN (2012) 'Human Rights Indicators: A Guide to Measurement and Implementation', (HR/PUB/12/5), New York and Geneva: United Nations.

12 York Human Rights Indicator Report 2017, Human Rights: Reclaiming the Positive. [https://www.york.ac.uk/media/cahr/documents/2017\\_Report\\_A4\\_final.pdf](https://www.york.ac.uk/media/cahr/documents/2017_Report_A4_final.pdf)

13 For instance Habitat Commitment Index, UN-Habitat Urban Governance Index, UN-Habitat Urban Planning and Design-Gender Indicators, Urban Mobility Index, Walkability Index, Safe Cities Index, Urban Liveability Index, Urban Accessibility Index, Urban Governance Index. For details see. Akduran, Ö., Yakar Önal, A., Günlük-Şenesen, G. (2018) 'Gender Equality in Access to Urban Rights and Services', Ankara: CEİD. (<http://www.ceid.org.tr/sub?pagelid=ceidWeb2.5.4&menuid=ceidWeb2.5#gallery-9>)

human rights legal framework, the priorities established in the Habitat III-New Urban Agenda, and the indicators of the Sustainable Development Goals, particularly SDG 11 concerning urban life.<sup>14</sup>

We adopted the criteria set by the Performance Management System for developing quantitative and objective indicators (SMART).<sup>15</sup> According to the SMART framework, indicators should be Specific, Measurable, Achievable, Realistic (results-based), and Timely. We needed indicators to be valid, in other words, to be able to measure the concept we choose. We also required that the indicators meet the conditions of reliability, i.e. consistency over time and repeatability. We wanted the data of the indicators at the city level to be compiled continuously and within the same scope over time, and the results of the policy implementation to be compared and monitored in due course. We also included qualitative subjective indicators specific to the themes, in consideration of the connection between these conditions and rights in urban life.

Our main problem was to determine which municipal services are currently provided and which should be provided to Women, Children, Older People, Persons with Disabilities and Refugees to enhance the capabilities of 'Participation', 'Accessibility' and 'Safety'. Therefore, we decided to develop concrete indicators both specific to Turkey and compliant with established international human rights norms. Certainly, all capabilities intrinsically intersect among each other, but it is also necessary to proceed with analyses of distinct capabilities. As can be expected, group or thematic indicator sets also included indicators related to general urban life. We assembled these indicators by separating them from the specific theme set. These common indicators are proposed as an umbrella set for the Human Rights City. Complementary sets to these common indicators are detailed thematic indicators.

As the reader would notice, there are some differences in the handling of indicators in thematic areas. This difference is sometimes due to the characteristics or requirements of the theme, and sometimes to the distinctions in the academic backgrounds and approaches of the theme experts. Introductory chapters herein of each theme contain explanations by theme experts on theme specific indicator research and processes.

14 <http://uploads.habitat3.org/hb3/NUA-English.pdf> <https://www.kureselamaclar.org/en/global-goals/sustainable-cities-and-communities/>

15 <http://www.endvawnow.org/en/articles/336-indicators.html>; [https://www.betterevaluation.org/sites/default/files/EA\\_PM%26E\\_toolkit\\_module\\_2\\_objectives%26indicators\\_for\\_publication.pdf](https://www.betterevaluation.org/sites/default/files/EA_PM%26E_toolkit_module_2_objectives%26indicators_for_publication.pdf) ; [https://www.measreevaluation.org/resources/training/capacity-building-resources/gbv/GBV%20ME%20Facilitators%20Guide\\_Jan2010nh.pub](https://www.measreevaluation.org/resources/training/capacity-building-resources/gbv/GBV%20ME%20Facilitators%20Guide_Jan2010nh.pub)

Thematic experts finalised their preparations on indicators in accordance with the participant comments of the workshops on *Human Rights Cities* (8 June 2018), *Urban Indicators* (28 January 2019) held in Istanbul, of the Yerel-Iz Association and the authorities in the partner municipalities.

In summary, the indicators in this publication are the products of our efforts to monitor and harmonize the enjoyment of rights related to services of municipalities in Turkey (obligations, positive and progressive realisation) with the rights of women, children, persons with disabilities, older people, and refugees in the city, based on the capabilities of *Participation, Accessibility and Safety*, which are the building blocks of well-being.

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Table 1. Common Indicators

COMMON INDICATORS	
<b>HUMAN RIGHTS</b>	<ul style="list-style-type: none"> <li>• Ratio of human rights trainings in the annual trainings for the staff (%)</li> <li>• Ratio of members of municipality administration and staff who attend the annual human rights trainings (% to the total number of staff)</li> <li>• Does the municipality provide human rights training in the city? (Yes/No)</li> <li>• If the municipality provides human rights training in the city, the ratio of those attending these trainings (participants / target audience in the city (the police, neighbourhood residents...)) (%)</li> </ul>
<b>PARTICIPATION</b>	<ul style="list-style-type: none"> <li>• Does the municipality have an equality committee (unit)? (Yes/No)</li> <li>• Is there a citizen satisfaction survey on municipal services? (Yes/No)</li> <li>• If there is a satisfaction survey on municipal services, the ratio of survey respondents (% respondents / population of the city)</li> <li>• Top 5 topics of petitions sent to the Municipality</li> </ul>
<b>ACCESS TO MUNICIPAL SERVICES (ACCESSIBILITY)</b>	<ul style="list-style-type: none"> <li>• Number of buses per 1000 persons (per thousand) and the adequacy status of buses</li> <li>• Number of minibuses per 1000 persons (per thousand) and the adequacy status of minibuses</li> <li>• Number of sea transportation vehicles per 1000 persons (per thousand) and the adequacy status of vehicles</li> <li>• Number of bus stops per 1000 persons (per thousand) and the adequacy status of bus stops</li> <li>• Number of minibus stops per 1000 persons (per thousand) and the adequacy status of minibus stops</li> <li>• Number of subway stops per 1000 persons (per thousand) and the adequacy status of subway stops</li> <li>• Number of piers per 1000 persons (per thousand) and the adequacy status of piers</li> <li>• Are there any discount travel opportunities in public transport (including sea transportation)? (Yes/No)</li> <li>• If the answer is yes, the ratio of beneficiaries of these discounts to the population (W beneficiaries/ W population; M beneficiaries/ M population in %) (W:Women)</li> <li>• Are there timetables at public transport stops?</li> <li>• Does the public transport follow timetables?</li> <li>• Is the number and frequency of public transport services sufficient? (Yes/No)</li> <li>• Have the drivers received awareness training on the structure and diversity of the population in the neighbourhood/region where they serve? (Yes/No)</li> <li>• Ratio of the number of municipality buildings where persons with disabilities and children can move freely to the total number of municipality buildings (%) (Note: Buildings with elevators, ramps and toilets compliant to the needs of persons with disabilities and children).</li> <li>• Ratio of residential areas without access to the municipal service centre within 500 meters (radius), %</li> <li>• Is free transport to municipal service centres available in neighbourhoods? (Yes/No)</li> <li>• If there is free transport to municipal service centres available in neighbourhoods, what is the quality and frequency of transport?</li> <li>• Does the municipality offer free transport to other public services (hospitals, schools etc.)? (Yes/No)</li> </ul>

COMMON INDICATORS	
	<ul style="list-style-type: none"> <li>• If the municipality offers free transport to other public services, what is the quality and frequency of transport?</li> <li>• Number of households in the city with access to clean water/ total number of households (%)</li> <li>• Number of households in the city with access to electricity/ total number of households (%)</li> <li>• Number of households in the city with access to sewer system/ total number of households (%)</li> <li>• Does the municipality offer free sports activities? (Yes/No)</li> <li>• Occupancy capacity of the municipal sports centres (per 1000 persons) (per thousand)</li> <li>• Does the municipality offer activities bringing different generations together? (Yes/No)</li> <li>• Number of exhibitions staged by the municipality (per 1000 persons) (per thousand)</li> <li>• Number of concerts staged by the municipality (per 1000 persons) (per thousand)</li> <li>• Number of artistic performances organised by the municipality (per 1000 persons) (per thousand)</li> <li>• Area of the city squares (m2, per person in neighbourhood)</li> <li>• Parks /Green space (m2, per person in neighbourhood)</li> <li>• Ratio of residential areas without access to parks within 500 metres (radius), % in hectares</li> <li>• Number of parks larger than 1000 m2 with free or charged public toilets. Ratio of these parks to the total number of large parks (%) and state of cleanliness</li> <li>• Are there public toilets in other public spaces and what is their state of cleanliness?</li> <li>• Is there a walking trail? (Yes/No)</li> <li>• Is there a biking trail? (Yes/No)</li> <li>• Does the municipality offer health services? (Yes/No)</li> <li>• If the municipality offers health services, what is the type/quality of such services? (hospitals, medical screenings, etc.)</li> </ul>
<b>SAFETY</b>	<ul style="list-style-type: none"> <li>• Crime rate per neighbourhood (%)</li> <li>• Crime rate per avenues/streets (%)</li> <li>• Are there measures in place to provide safety in public transport vehicles? (Yes/No).</li> <li>• If there are measures in place to provide safety in public transport vehicles, what are the qualities/ types of these measures?</li> <li>• Number of cameras in public transport vehicles (their ratio to the total number of public transport vehicles, %)</li> <li>• Is there citizen-satisfaction data available on lighting in each neighbourhood? (Yes/No)</li> <li>• Ratio of parks with security cameras, % (number of parks with security cameras / number of parks)</li> <li>• Ratio of bus stops with security cameras, % (number of bus stops with security cameras / the total of number of bus stops)</li> <li>• Ratio of subway-train stations with security cameras, % (Number of subway-train stations with security cameras / subway-train stations)</li> <li>• Are pavements convenient for walking? Are there any narrow, high, or distorted pavements? (Y/N)</li> <li>• Are pedestrian crossing lines marked? (Y/H)</li> <li>• Is signalisation (audio and/or visual) available for pedestrians and vehicles separately? (Y/N)</li> <li>• Is there a coordination unit at the Municipality in cases of major emergency such as natural disasters and epidemic?</li> <li>• What are the channels of the Municipality to inform the vulnerable groups in particular about crises and measures taken against such crises?</li> </ul>



# Gender Indicators

Yelda Yücel

## Human Rights and Gender in Cities

City life is woven with, implicit and explicit, gender inequalities. Therefore, the concept of “gender” is regarded as a common component of all vulnerable groups in the HRCI. Older people, children, and refugees (migrants) either access the rights to the city differently or have limited access based on gender. The project has considered these differences within the scope of the human rights of each community and included them in the respective sets of indicators of these vulnerable groups, which will be addressed in next sections. However, women, who constitute half of the society, face deep-rooted and patriarchal discriminations in the exercise of their rights to the city, arising from the mere fact that they are women. Women had to be considered as a separate group in the study due to the fact that gender inequalities pose a major obstacle to the enjoyment of human rights by women.



In the daily course of urban life, some cases of gender discrimination occur in public space (for instance under the headings such as poverty, working poverty, violence, employment etc.); some occur within the household relations (in the form of disproportionate domestic division of labour, beatings, rape etc.); and some take place due to certain responsibilities that fall on women in different life cycles (such as motherhood, elderly care in middle-age). Below is a non-exhaustive list of conditions required to combat gender inequalities and integrate women's rights, an indispensable component of fundamental human rights, with urban life. (Akay, 2010; Falu, 2014; Charter for Women's Right to City, 2004):

- Ensure an environment free from violence and fear
- Satisfy the most basic human needs such as water, income, housing, employment, and education in a way that ensures a decent life
- Remove the barriers against the mobility of individuals in the city
- Eliminate sexist practices in the acquisition of property and wealth
- Ensure that women have their say on their sexuality and bodies
- Ensure equal participation and access to all fields of social life
- Ascertain that women have the freedom to establish social and emotional relations of their own choice and that opportunities to do so exist
- Design settlements that are sustainable, compatible with the environment and that minimises any environmental adverse effects.

Our study, as referred to in our theoretical framework, covers service areas that fall under the powers and responsibilities of municipalities that are specified by national, international conventions and laws, and takes into consideration the above-mentioned extensive conditions for women's human rights and well-being in the city.<sup>1</sup> The scope of the study is in compliance with the SDGs, as adopted by the UN General Assembly in 2015. SDG 5, namely Gender Equality, aims to end all forms of discrimination against women and girls everywhere; and urges member States to take measures to ensure women's equal and effective participation to political, economic, and public life. In addition, other SDGs (for instance, Goal 11 (sustainable cities and communities), Goal 1 (no poverty) and Goal 2 (zero hunger) include targets that directly call for prioritisation of the needs of women.

1 Significant instruments in this context are the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1981); the Council Of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence (Istanbul Convention, 2014); HABITAT conferences on rights to the city and sustainable living spaces; The European Charter for Equality of Women and Men in Local Life (2006); European Convention of Human Rights (2010); and the European Urban Charter (1992). Turkey is signatory to these instruments that provide a framework of international standards.

## Indicators of Gender Inequalities in the Context of the Right to the City and Human Rights

Addressing gender inequalities in the context of both urban and human rights is quite a new undertaking. Generally, studies in those areas either focus on conceptual and institutional progress by integrating women's human rights into fundamental policy texts and practices (mainstreaming), regardless of the issues related to city; or on measuring inequality indicators and gaps (i.e. output and performance) in cities, regardless of the human rights framework. In recent years, reports, research, and the language used by international organisations have frequently referred to the requirement of mainstreaming women's human rights. For instance, the International Labour Organisation (ILO) contributes to this process with its Guidance Note on integrating gender equality in monitoring and evaluation of institutional policies.<sup>2</sup> Another example is the work carried out by the European Institute for Gender Equality (EIGE), an EU body set up in 2007 (Starl vd., 2014). EIGE produces the Gender Equality Index (GEI), which is published every five years since 2005 and includes 31 indicators under six core domains<sup>3</sup> for a total of 28 countries.

As far as we know, there have not been enough studies on the criteria for measuring and evaluating gender in human rights cities. There are few studies on indicators of sub-themes such as gender inequality, housing, urban planning, and transportation in the city (Akduran et al. 2018: 115-117; Şeker et al. 2020). The most well-known study in Turkey in this regard is conducted by the Economic Policy Research Foundation of Turkey (TEPAV)<sup>4</sup>. To measure gender inequality in cities, indices (Gender Equality Index for Local Governments<sup>5</sup> and Gender Empowerment Index for Local Governments<sup>6</sup>) were developed based on the Gender Inequality Index (GII) used by the UN. The study has only one indicator related to municipalities, that is the "ratio of women's representation in municipal councils". It focuses on inequality in the city and holds different stakeholders in the city's administrative structure jointly responsible for

2 For the Guidance Note by ILO, please see: [http://www.ilo.org/wcmsp5/groups/public/@ed\\_mas/@eval/documents/publication/wcms\\_165986.pdf](http://www.ilo.org/wcmsp5/groups/public/@ed_mas/@eval/documents/publication/wcms_165986.pdf) (Access: 14 January 2020)

3 6 Core domains are: work, money, knowledge, time, power, and health. As an informative note, two additional components, not listed in the index, are also published. These are "violence against women" and the component whereby gender intersects with different elements (sexual identity and sexual orientation, ethnical and religious identities, age, disability, family type and country of birth).

4 TEPAV Gender Equality Scorecard for 81 Provinces in Turkey, 2018.

5 The index lists maternal mortality rate, adolescent fertility rate in total births (under 19 years of age), rate of women's representation in municipal councils, rate of female graduates in secondary education and higher education, and formal employment rate of women.

6 This index includes indicators on adolescent fertility rate, women employment rate, rate of female graduates of upper secondary school who are at least 25 years of age and above, and rate of women's representation in municipal councils.

combating inequalities<sup>7</sup>. Therefore, these indicators do not provide an adequate framework for the HRCP project which is based on the protection, oversight, and implementation of the rights that fall under the responsibility of the municipality. In addition to output indicators, we require process indicators to monitor the steps taken by municipalities in this regard. Therefore, broad range and city-wide indicators are not suitable tools for the purposes of this project.

On the other hand, *Women Friendly Cities* (WFC) are practices where efforts to ensure gender equality are most visible. These practices, raising global interest today, manifest themselves sometimes as independent initiatives and sometimes as multi-stakeholder projects led by national and international institutions and organisations. (Baykan 2015: 17-21). WFC projects have gradually gained popularity since the mid-1990s and becoming quite widespread in 2000s. WFC projects aim to eliminate discrimination against women in the city, improve the quality of women's life and ensure their equal participation to social life. The most well-known WFC project is the one effectively carried out by Seoul Metropolitan Government since 2007.<sup>8</sup> The longevity of Seoul WFC project compared to several other different scale projects is due to the fact that it encourages participation, supports effective use of municipal policies and is capable of undergoing supervision processes. Nevertheless, in our research of the Seoul experience, we have not spotted any indicators or measurement and evaluation scales that we aimed to develop for our HRCP project in the English resources.

WFC joint programmes were conducted in Turkey between 2006 and 2019 with the cooperation and support of the Ministry of Interior and the United Nations agencies.<sup>9</sup> The first programme identified the responsibilities of institutions with administrative positions in cities; and developed local equality plans for each city and defined objectives, services, and indicators compatible with the performance-based budget

<sup>7</sup> A similar approach can be seen in an index study constructed at the level of districts in Turkey (Şeker vd. 2020). The study collects data on the access to resources and opportunities in the 234 districts in Turkey through 27 indicators from different public administration bodies at the national and local level and Turkish Statistical Institute. The aim of this project is to support any local administrative bodies' policies in the district to enhance gender equality.

<sup>8</sup> For details please see <http://english.seoul.go.kr/policy-information/education-women-children/women/> ; <https://seoulsolution.kr/en/content/women-friendly-city-project> (Date of access: 14 January 2020)

<sup>9</sup> The first of these programmes was a two-phased joint programme. Directorate General of Local Administrations of the Ministry of Interior was the national partner and main stakeholder. UN Population Fund (UNFPA) and Sabancı Foundation were stakeholders for the period 2006-2010. It was carried out in pilot provinces İzmir, Kars, Nevşehir, Şanlıurfa, Trabzon and Van. Phase II covered 2011-2015 and was conducted in provinces Adıyaman, Antalya, Bursa, Gaziantep, Malatya, Mardin and Samsun with the support of UNFPA, UN Development Programme (UNDP) and Swedish International Development Cooperation Agency (SIDA). <http://www.kadindostukentler.com/proje.php> (Date of access: 14 January 2020)

Another joint programme focusing on gender responsive budgeting in 11 pilot provinces ran between 2015-2019 by Ministry of Interior, Ministry of Family and Social Policies, Ministry of Education, Union of Municipalities of Turkey, UN Women, UNDP, Sabancı Foundation and Sabancı University. (Yücel and Günlük-Şenesen, 2018: 276).

and planning framework. Similar to other such projects, the purpose was to create liveable cities for women, integrate a gender perspective in city plans and budgets and increase participation by building the capacities of women's organisations and institutions. These broad range of projects have built up knowledge and raised awareness on gender equality; however, they could not be sustained and fell behind its targets during the implementation period.<sup>10</sup>

## HRCP Gender Indicators

In line with the basic conceptual framework of HRCP, we produced indicators that would contribute to the improvement of women's capabilities in areas where women face disadvantages in their access to the rights to the city (Table 2). Our objective was to use the indicators to reveal, in the initial stage, the gender inequalities and gaps in access to services for women and men. In addition, we ensured that the data was concrete, measurable, and reproducible so that the indicators could serve as tools for municipalities to produce services, develop strategies, set targets, and monitor the outputs of service delivery. While the majority of gender inequality indicators were quantitative, we enriched the set of indicators by adding qualitative questions to reveal problem areas or viewpoints about the quality of the service.

Between October 2017-June 2019, we held several one-on-one and in-depth meetings with experts from the four municipalities participating in the project (Maltepe/İstanbul, Zeytinburnu/İstanbul, Muratpaşa/Antalya and Altındağ/Ankara) to discuss whether the gender indicators we developed were concrete, measurable, accessible, and served their purpose. The reasons for the choice of these pilot municipalities were the frequent interaction with them and a shared work experience during the development of indicators. Another reason was to develop a sample that reflects the regional diversity, including the opinions of more than half of the municipalities (Table 1).

While designing the indicators, we considered **access to a safe life free from violence** as one of the most important areas where urban rights differ for women and men. We developed questions about measures taken by municipalities to prevent violence

<sup>10</sup> For a thorough evaluation of UN Joint projects on women friendly cities, please see Günlük Şenesen vd. (2017) and Inksater et al. (2015).

against women in public space and domestic violence. We produced indicators about mechanisms and shelters available for women subject to violence, including their institutional capacities. Above all, we stated that a prerequisite for participation and effective service delivery was whether women, as targets/beneficiaries of these services, feel safe in the city.

Mobility in the city and access to public services formed the basis when we designed the capability of **“accessibility”**, a major component of women’s well-being in the city and of fundamental economic, social, and cultural rights. We questioned whether the same conditions apply to women and men in their access to municipal services on education, employment, and (if any) healthcare. We researched the gaps in these fields. We used our indicators to inquire whether the municipalities adopted a gender perspective in their employment policy within their own institutional structure and questioned the status of women in municipal positions.

Similarly, with a view to increasing women’s mobility in the city, we developed indicators which consider specific conditions of women whose level of income and usage of time differ from and are limited in comparison to men. As it is known, urban mobility and access to public services is one of the areas where gender inequalities are most strikingly manifest but is among the least covered in public policy. Women and men do not experience the city life in the same time zones, nor do they undergo the same social practices because of the differences in their positions in the household and in public space. Private vehicle ownership among women is lower while they use public transport more than men do. Unequal burden born by women due to the division of labour in households and domestic violence are among the major factors restricting women’s urban mobility and access to public services (Yücel ve Günlük-Şenesen, 2018). Furthermore, urban mobility and the accompanying feelings such as freedom, sense of belonging to the city and sense of being one’s own person have different meanings for women and men (Fenster, 2005). Consequently, our indicators were developed with the aim of ensuring that roads and pavements, municipal public transport vehicles, service buildings and parks are accessible to women and that these are also compatible with specific conditions and needs of their dependents.

Moreover, the unequal distribution of household care and reproduction activities between women and men (in other words, the presumption that these are women’s primary responsibilities) still poses the biggest problem restricting women’s participation in urban life. Therefore, indicators of municipal institutional capacity and service provision that facilitate women’s access to care services or reduce their care responsibilities constitute a major part of the accessibility sub-component in our study.

We prepared the indicators for the capability of **participation**, the third fundamental component of our study, by envisaging the full and equal participation of women in all areas of social life together with all residents in the city. Due to the lack of women’s participation in public life, women end up not having a say in matters concerning themselves and the ones they care about or not having a role in urban planning with regards to their subjective needs.

Medium-term strategic plans, programs and annual performance programs of local governments are not generally developed with the participation of different segments; therefore, these policy documents are not gender responsive. The higher up the corporate ladder, the fewer women there are holding executive positions. In most cases, local governments do not have equality mechanisms; or even if they do, these mechanisms do not work effectively. Consequently, our indicators consisted of criteria which aims to determine whether women hold executive positions in the municipality and whether women have a role in decision-making processes, budgeting, resources, design, and implementation phases of the municipality. These indicators allowed for a rich diversity ranging from women who participated in strategic plan preparation meetings, to cooperation with CSOs working in the field of discrimination against women, the structure of the equality mechanisms within the municipality and the representation of women in decision-making levels. In addition, we evaluated the municipality trainings on women’s rights and gender equality in the city under the category of participation capability, considering that this will contribute positively to women’s capability of participation by increasing awareness on gender.

## Conclusion

We expect our indicator sets to be tools which not only support the production of services and policies for women, but also raise awareness of women’s human rights in the city. Therefore, this study, as it stands, is only one of the first steps in this long journey. From now on, we need to look for ways to produce data in line with the priorities of participating municipalities and to establish structures and mechanisms accordingly. We hope that the indicator development process will make problematic areas more visible; and serve as the first steps for municipalities to implement more focused and effective policy designs with well-defined boundaries, and for cities to become places where women lead humane lives.

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Table 2. Gender Indicators

GENDER INDICATORS	
PARTICIPATION	1. Ratio of women's representation in the Municipal Council (W/M, %)
	2. Representation in executive positions in the Municipality: The total ratio of women in the position of Mayor, Deputy Mayor, Director, Deputy Director, Chief or Coordinator (W/M, %)
	3. Is there a Department for Women's Affairs in the Municipality? (Yes/No)
	4. If there is a Department for Women's Affairs in the municipality, what is the ratio of W/M in these units? (%)
	5. Is there a Directorate for Women's Affairs in the Municipality? (Yes/No)
	6. If there is a Directorate for Women's Affairs in the municipality, what is the ratio of W/M in these units? (%)
	7. Ratio of W/M (%) in the equality committee (unit), if any, in the Municipality
	8. If there is an equality committee (unit), the ratio of decisions originally put forth by the Equality Committee to the overall decisions taken by the Municipal Council, % (Number of decisions suggested by the Equality Committee / total number of decisions taken by the Municipal Council)
	9. Is there a volunteering programme available for women? (Yes/No)
	10. If there is a volunteering programme for women, what are its qualities? (What kind of services are provided?)
	11. If there is a citizen satisfaction survey on municipal services, the ratio of women respondents in the survey (W/W population in the city; W/M, %)
	12. Ratio of women who sent petitions to the Municipality (W/W population in the city; W/M, %)
	13. Ratio of women who put in requests via the website of the municipality (W/M, %)
	14. Ratio of women who put in requests by phone calls to the municipality (W/M, %)
	15. Ratio of women who put in requests to the Municipality in person (W/M, %)
	16. Are there any projects (events, cooperation) underway with organisations working on gender (or women)? (Yes/No)
	17. If there are projects (events, cooperation) carried out with organisations working on gender (or women), what are its qualities? (What kind of services are provided?)
	18. Ratio of women's civil society organisations (CSOs) which, as external stakeholders, participate in the meetings held to develop municipal strategic plans, % (number of women CSOs which participate in strategic plan preparation meetings held with external stakeholders / total number of CSOs that which participate in strategic plan preparation meetings held with external stakeholders)
	19. Ratio of women in the team responsible for strategic planning preparations, % (Number of women in the team / Total number of team members)
	20. Ratio of trainings on women rights and gender in the annual staff training programme (%)
	21. Ratio of members of municipal staff and management who attend the annual trainings on women rights and gender (to the total number of staff, %)

GENDER INDICATORS		
PARTICIPATION		22. Ratio of women to men in municipal staff and the management who attend the annual trainings on women rights and gender (W/M, %)
		23. Does the municipality provide trainings on women's rights and gender equality in the city? (Yes/No)
		24. If the Municipality is providing trainings on women's rights and gender equality in the city, the ratio of attendance to such trainings (number of participants/ target audience in the city (the police, neighbourhood residents...))
ACCESSIBILITY	TRANSPORTATION, MOBILITY	25. Number of buses compatible with persons with disabilities, older people, and prams (the ratio to the total number of buses, %)
		26. Are there women-only alternate stops, in addition to regular transit stops? (Yes/No)
		27. If there are women-only alternate stops, what are their qualities? (frequency, time intervals...)
ACCESSIBILITY	CARE SERVICES	28. Number of parks larger than 1000 m2 with nursing rooms or baby care facilities. Ratio of these parks to the total number of large parks (%)
		29. Number of municipal buildings with nursing rooms or baby care facilities. Ratio of these buildings to the total number of municipal buildings (%)
		30. If the municipality has an institution providing services for older people, what is the ratio of beneficiaries (W/M, W/ (65+ W population); M/ (65+ M population)
		31. Ratio of women who receive homecare services provided by the Municipality (total, W/M, %)
		32. Ratio of women over 65 years old who receive homecare services provided by the Municipality (W/M, W/(65+ W population); M/ (65+ M population %)
		33. Ratio of women who, among those receiving homecare services provided by the Municipality, get support such as at home-cooking, cleaning, and grooming (caring for hair and fingernails) (excluding home health care for sickness), (W/M, %)
		34. Ratio of women who, among those receiving homecare services provided by the Municipality, get home health care for sickness (W/M, %)
		35. Does the Municipality have its own day nursery and day care centre for children? (Yes/No)
		36. If the Municipality has its own day care centre, what is the ratio of girl and boy beneficiaries of this service (W/M; W/ girls in the 0-4 or 0-5 age group in districts according to data by Turkish Statistical Institute (TUIK); M/ boys in the 0-4 or 0-5 age group in districts according to data by TUIK
		37. Does the Municipality support any nursery or day care centre open to public (public-private) (Yes/No)

GENDER INDICATORS		
ACCESSIBILITY	CARE SERVICES	38. If the Municipality supports any nurseries or day care centres open to public (public-private), what is the ratio of girls and boys benefiting from this service? (W/M; W/ the relevant age group in districts according to data by TUIK; M/the relevant age group in the relevant age group in districts according to data by TUIK (note: TUIK Address Based Population Registration System (ABPRS) and projections use the 0-4 age group. 39. Does the Municipality have a nursery or day care centre for its own staff? (Yes/No) 40. If the Municipality has a nursery or day care centre, what is the ratio of girl and boy beneficiaries of this service?(W/M, %)
	TRAINING	41. Ratio of beneficiaries of trainings provided by the Municipality (W/W population; M/M population; %) 42. Ratio of beneficiaries of skill development courses provided by the Municipality (W/W population; M/M population; %)
	CULTURAL LIFE	43. Ratio of beneficiaries of hobby courses provided by the Municipality (W/W population; M/M population; %) 44. Ratio of beneficiaries of sports centres provided by the Municipality (W/W population; M/M population; %) 45. Ratio of beneficiaries of exhibitions staged by the Municipality (W/W population; M/M population; %) 46. Ratio of beneficiaries of concerts held by the Municipality (W/W population; M/M population; %) 47. Ratio of beneficiaries of artistic performances organised by the Municipality (W/W population; M/M population; %)
	HEALTH	48. If the Municipality has a hospital, what is the ratio of its beneficiaries? (W/W population; M/M population; W/M, %) 49. If the Municipality provides health care, what is the ratio of its beneficiaries? (W/W relevant age group population; M/M relevant age group population; W/M, %) (Note: relevant age group can be defined as adults, children and older people)
	EMPLOYMENT	50. Does the Municipality provide specific support to women in starting a business or finding employment? (Yes/No) 51. If the Municipality provides specific support to women in starting a business or finding employment, what are the qualities of such support? 52. Does the Municipality provide support to women cooperatives and income generating women organisations? (Yes/No)

GENDER INDICATORS		
ACCESSIBILITY	EMPLOYMENT	53. If the Municipality provides support to women cooperatives and income generating women organisations, what are the qualities of such support? 54. Is there a business development and consultancy centre specifically for women? (Yes/No) 55. If there is a business development and consultancy centre specifically for women, what are its fields of activity? (manufacturing industry, services, agriculture) 56. If there a business development and consultancy centre specifically for women, what is the yearly ratio of women getting service from this centre (W/Women population, %) 57. Is there a shop or bazaar which sells products made by women? (Yes/No) 58. If there is a shop or bazaar which sells products made by women, what is the yearly ratio of women producers who benefit from this opportunity? (W/W population, %) 59. Ratio of men and women who are employed in the Municipality (civil servants, workers) (W/M, %) 60. Ratio of men and women who are employed as civil servants in the Municipality (W/M, %) 61. Ratio of men and women who are employed as workers in the Municipality (W/M, %) 62. Does the Municipality impose a quota in favour of women in recruitment? (Yes/No) 63. If the Municipality imposes a quota in favour of women in recruitment, what is the percentage of the quota (%)
	OTHER	64. Does the municipality have a service centre for women? (Yes/No) 65. If the municipality has a service centre for women, what are its qualities (Which services are provided?) 66. Ratio of single parent women who receive poverty assistance from the Municipality (%) 67. Does the Municipality take measures against crime and violence against women? (Yes/No) 68. Is there an awareness-raising program to prevent violence (training, posters, leaflets...)? (Yes/No) 69. If there is an awareness-raising program to prevent violence, what are the qualities of the program? (training, posters, leaflets...) 70. If there is a training on the prevention of violence, what is the ratio of participants (participants / target audience in the city (municipal employees, the police, neighbourhood residents...)) (%) 71. Is there a call centre (consultation centre) where women subject to violence can apply to? (Yes/No) 72. Does the Municipality have a shelter (guest house)? (Yes/No); 73. Ratio of women beneficiaries of the municipal shelters (to the women population, %) 74. Are there any post-shelter empowerment and safe living opportunities for women who had been subject to violence after they leave shelters? (Yes/No) 75. Are there any satisfaction data on whether women feel safe in the city? (Yes/No)
SAFETY		

# Child Rights Indicators

A Monitoring Tool for Municipalities on the Implementation of their Obligations to The UN Convention on the Rights of the Child

Adem Arkadaş Thibert

## Introduction - Linking Child Rights, Indicators and Municipalities

Following a decade long negotiation, on 20 November 1989, all countries in the world, including Turkey, agreed to adopt the UN Convention on the Rights of the Child (UNCRC). In doing so, they legally recognised children as individual rights-holders afforded special consideration and protections by law.<sup>1</sup>

Therefore, in Turkey, central and local governments are working to honour their obligations to ensure that children in line with their evolving capacities enjoy and exercise their rights arising from UNCRC, other human rights treaties, and the Constitution of the Republic of Turkey.<sup>2</sup>

States are obliged to implement, in good faith,<sup>3</sup> their obligations arising from their ratification of the UNCRC. The rights entailed as a result of state ratification must be implemented at every level of public administration, including municipalities. Thus, municipalities are obligated to seek solutions, do planning and develop tools for accountability towards children in order to ensure fulfilment of children's rights. One

<sup>1</sup> Turkey ratified UNCRC in 1995 and adopted it as a part of its own domestic law.

<sup>2</sup> Article 90 of the Constitution of Turkey: International agreements duly put into effect have the force of law. No appeal to the Constitutional Court shall be made with regards to these agreements, on the grounds that they are unconstitutional. In the case of a conflict between international agreements, duly put into effect, concerning fundamental rights and freedoms and the laws due to differences in provisions on the same matter, the provisions of international agreements shall prevail.

<sup>3</sup> Vienna Convention on the Law of Treaties, Article 26, 1969. "Pacta sunt servanda" Every treaty in force is binding upon the parties to it and must be performed by them in good faith.





such tool is the indicators which would help municipalities to stay informed about what action needs to be taken for children to grow up and develop in the best way and to monitor such actions.

United Nations Children's Fund (UNICEF) Child Friendly Cities, the Gwangju Declaration on Human Rights Cities and its Guiding Principles, the Charter for the Human Rights to the City (The Montréal Charter of Rights and Responsibilities), the Mexico City Charter for the Right to the City, Brazil City Charter for the Right to the City etc., and Human Rights Settlements (Habitat) adopt a common standpoint that municipalities should have a human rights-based approach to local governance and reshape their functioning and institutions over a sustained period of time.<sup>4</sup>

On this basis, a major requirement of a human rights-based approach is the principle of accountability. Municipalities are already working to improve the living standards and welfare of each inhabitant of the city in line with their needs and rights. When municipalities monitor their work with the help of indicators based on human rights standards and norms and implement the processes with the participation of all stakeholders, they will have taken a major step in the right direction towards becoming a human rights city. For this reason, a building block for all the above-mentioned studies is monitoring with human rights indicators and a monitoring framework that can also indicate the changes that municipalities should make in their governance.<sup>5</sup>

## Child Rights and Municipalities

According to UN data, more than half of the world's population lives in cities.<sup>6</sup> Similarly, more than half of the child population in the world lives in cities. This rate continues to go up.<sup>7</sup> According to 2018 data by TÜİK, the ratio of people living in cities and city centres in Turkey has reached 92.3%.<sup>8</sup> Children account for more than one third of the population in Turkey.

4 Human Rights Council Advisory Committee on local government and human rights. (2015). Role of local government in the promotion and protection of human rights (A/HRC/30/49). United Nations. Para. 43.

5 For example, see UNICEF. (2017). Framework for benchmarking progress in implementing Child Friendly Cities Initiative. Also, the United Nations High Commissioner for Human Rights. (2019). Local government and human rights (A/HRC/42/22).

6 United Nations, Department of Economic and Social Affairs, and Population Division. (2019). World urbanisation prospects: The 2018 revision. p. xix.

7 UNICEF. (2012). The State of the World's Children: Children in an urban world. UNICEF. p.4.

8 TÜİK. (2018). Results of the Address Based Population Registration System.

Although it is not always easy to find disaggregated and credible information about children living in cities, the following information is available in Turkey:

- One in every three children lives in severe material deprivation,<sup>9</sup>
- A girl is married in childhood in one out of five marriages,<sup>10</sup>
- Turkey ranks among the bottom Organisation for Economic Co-operation and Development (OECD) countries in surveys such as the Programme for International Student Assessment,<sup>11</sup>
- Around 350,000 children are brought to the police units every year, out of whom 250,000 are victims and around 100,000 are children alleged to have acted in contravention of the law.<sup>12</sup>

Similar information on children is available in cities and districts. This information, coupled with information obtained from indicators on municipal services, make it possible for municipalities to create cities where children can enjoy their rights and grow up and develop in the best possible way. In other words, municipalities which adjust and provide their services according to child rights indicators will be child-friendly municipalities that implement the UNCRC in practice and protect children's rights.

A child-friendly city formed by policies, practices and services shaped by child rights indicators will be a city where all child rights are realised. Children will enjoy fulfilment of their rights through municipal practices and services. These rights stated in UNCRC are briefly as follows:

- Protection from violence, abuse, and exploitation
- A good start to life, care for the child's healthy growth and development in an equitable city, irrespective of the child's origin, religion, language, gender, disability
- Equal access, from every corner of the city, to quality services catering to the child's needs for development
- Quality, inclusive, and participatory education and skills development
- To be able to express opinions about municipal works and influence municipal decisions,
- Participation in cultural and social life of the city

9 Gökçe Uysal ve Yazgı Genç. (2018). Şiddetli Maddi Yoksunluk İçerisinde Yaşayan Çocukların Oranı Artıyor (18/225; Araştırma Notu). Bahçeşehir Üniversitesi Ekonomik ve Toplumsal Araştırmalar Merkezi.

10 TÜİK. (2016). Family Structure Survey.

11 OECD. (2018). The Programme for International Student Assessment (PISA) Turkey Snapshot Report.

12 TÜİK. (2017). Children who came or are brought to police stations.

- Access to vast green and natural areas
- To be able to live in a safe and clean environment
- To be able to make friends and play games safely, away from danger.

All state parties, including Turkey, have an obligation to implement decisions and recommendations of the Committee on the Rights of the Child (CRC), authorised to monitor the implementation of the UNCRC (Article 43), Turkey adopted the Convention in its domestic law (Constitution Article 90). At this stage, it is important to note the Committee's decision on local governments and municipalities in its recent concluding observations on Turkey:

For instance, the Committee, regarding indicators and data collection, "encourages Turkey to set up a **comprehensive data collection system** to provide regular and timely data, especially in areas such as child poverty and well-being, child labour, children with disabilities, injury and risk behaviour; and to analyse the data as a basis for assessing progress achieved in the realisation of child rights and for designing policies and programmes to implement the Convention. The data should be disaggregated by age, sex, **geographic location**, ethnicity and socio-economic background to facilitate analysis of the situation of all children."<sup>13</sup>

Similarly, the Committee recommends that Turkey "should ensure that there is a clear structure and strategy for **coordination and cooperation** between Government institutions at national, regional and local level."<sup>14</sup> The Committee further recommends that "...Turkey should strengthen the strategy with a rights-based approach to include **specific time-bound and measurable goals and targets** to effectively implement and monitor progress in the enjoyment of all rights by all children." They should be linked to sectoral, national and **municipal strategies and budgets** to ensure appropriate and adequate allocation of human, technical and financial resources for its implementation."<sup>15</sup>

<sup>13</sup> The UN Committee on the Rights of the Child. (2012). Concluding observations: Turkey (CRC/C/TUR/CO/2-3; Consideration of Reports Submitted by States Parties under Article 44 of the Convention). Para. 21. <http://www.cocukhaklarizleme.org/cocuk-haklari-komitesinin-turkiye-sonuc-gozlemleri-turkce-olarak-yayimlandi>

<sup>14</sup> Ibid. Para. 13.

<sup>15</sup> Ibid. Para. 15.

## Child Rights Indicators for Municipalities

There is a need for a systematic and regular monitoring system to facilitate the realisation of child rights within the municipal boundaries, observe the progress of timely practices and prevent any unwelcome adverse practices by avoiding possible mistakes. In such a monitoring system, there is also a need for a series of signs and a situation analysis tool that would enable us to understand the status of children within the municipal boundaries and to "indicate" whether legal rights are realised. These signs can be the legal infrastructure, practices and services carried out with and for children and they can be in the form of outputs which demonstrate that children's lives are improving. All these signs are child rights indicators. Municipalities can monitor their progress on the realisation of child rights, which is made measurable and visible with the help of these indicators.

Contrary to indicators on child well-being, child development, human development, social situation and economy, child rights indicators are based on human rights norms that are part of the laws, aiming to establish whether children can exercise their rights by an analysis of components such as children as rights-holders, the municipality and other public administration units as a duty-bearer. These indicators focus on primary child rights concepts and mechanisms such as non-discrimination and participation.<sup>16</sup>

In short, child rights indicators (Table 3):

- remove legal barriers against municipal work by defining UNCRC and other relevant human rights law as the legal ground for all municipal practices for and with the children as well as those that may influence children.
- facilitate municipal oversight of the rights and needs for all children so that no child is left behind; and contribute to the prevention of discrimination in practice.
- provide a tool for monitoring the implementation of child rights, which is a process in its own right, so indicators monitor not only a one-off situation, but the progress made over the years by the municipality with regards to child rights.

<sup>16</sup> The Office of the United Nations High Commissioner for Human Rights (OHCHR). (2012). Human Rights Indicators: A Guide to Measurement and Implementation. pp 16.

## Method

The following method was adopted in the development of child rights indicators:

1. Review of indicators and notes prepared by a scientific working group formed by the RWI
2. Screening of literature
3. Revision of indicators with municipal employees

The literature screening involved, inter alia, the monitoring studies and use of indicators in the last 2 decades in Turkey, as part of the Child Friendly Cities Initiative by UNICEF, and several initiatives undertaken by municipalities to become a Child Friendly City, including child right units, child participation programmes, trainings on child rights, and surveys on the status of children at the local level. Similarly, the following body of literature has provided guidance in developing indicators: “UNICEF Child Friendly Cities and Communities Initiative Toolkit for National Committees”, “Framework for benchmarking progress in implementing Child Friendly Cities Initiative”, “Shaping urbanisation for children: A handbook on child-responsive urban planning” published by UNICEF Innocenti Research Centre, “Creating Better Cities with Children and Youth: A Manual for Participation” by UNESCO and “Human Rights Indicators: A Guide to Measurement and Implementation” by the OHCHR, prepared for use in all levels of public administration as well as at the municipal level in all state parties including Turkey.

Lastly, since Turkey has committed to using indicators at the municipal level for monitoring the targets of Goal 11 “Make cities inclusive, safe, resilient and sustainable” of “Global Goals for Sustainable Development”, we have taken advantage of this monitoring study and its indicators while developing indicators for child rights.

The following five child rights, umbrella rights of the UNCRC, have been considered in particular as they guide States in the implementation of the Convention:

1. Non-discrimination (UNCRC article 2),
2. Best interests of the child (UNCRC article 3),
3. General measures taken for the implementation of child rights (UNCRC articles 4, 42, 44)
  - a) Coordination at the local and central level for practices concerning child rights,
  - b) A separate budget for children,
  - c) An independent child rights advocate (ombudsman, etc.),

- d) Information and trainings on UNCRC for children and adults,
- e) Establishment of a child rights information system and monitoring indicators within this system,
4. Right to live, survive and develop (UNCRC article 6) and
5. Participation (UNCRC articles 5, 12, 13, 14, 15, 16 and 17).

The Child Friendly City Unit of Giresun Municipality, Child Rights Unit of Eskişehir Municipality, İzmir Karabağlar Municipality, the Children’s Assembly of Ankara Metropolitan Municipality; members of the Fridays for Future initiative from Ankara, Izmir and Istanbul provided opinions and recommendations between April-December 2019 for the development of indicators using the above-mentioned methods.

Initially, structural indicators display the legal and administrative infrastructure for the realisation of rights in line with the obligations of municipalities to respect, protect and fulfil human rights. These indicators are followed by implementation or process indicators linked to structural indicators. Finally, output indicators, linked to process indicators, reveal the changes in the lives of children.

Three groups of indicators identified below by RWI HRCP set the boundaries of measurement areas for indicators:

1. Safety: protecting children from discrimination; creating a violence-free environment for children; safety on the roads; health and environmental safety; food and housing; guaranteeing economic and social rights.
2. Accessibility: allowing children enjoy public areas without any hindrances; access to public services without barriers, including access to transportation and information.
3. Participation: Participation by children to all decision-making processes in local governments

Criteria of measurability, validity and relevance for municipalities/local governments have been adopted in developing indicators.

## Non-Discrimination and Disaggregation of Data

One of the most important issues is observing the principle of non-discrimination while collecting quantitative data with the use of indicators or disaggregating data. It is necessary to disaggregate the responses to the indicators to prevent unwitting discrimination and to ensure a fair service delivery. It is important to have a multi-layered disaggregation, due to the fact that, for instance, a child experiences municipal services differently than an adult. If the child is a girl, her needs and experiences would be different from those of a boy. If the same girl is LGBTI+, she would need different services, and if she has disabilities, she will require different services. If the girl is from the Roma community, she will be affected by other issues. In each case, multi-layered disaggregation is significant since a person may have multiple features that he/she can be discriminated against.

Data disaggregation affects which services are determined; therefore, it is vital for excluded groups who need protection because it helps prioritise these groups, which is in line with human rights and the principle of equity, the basis of human development and capability approach. It holds as much importance for improvement of democracy since it enables these groups to have their voices heard.

Information on age, gender, disability, type of disability, migration status (refugee, asylum seeker, internally displaced people, immigrants), neighbourhood of residence, level of poverty (in terms of individual and/or family income) can be used for maximum disaggregation of data.

## Resources

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## Explanation

- Indicators with CRC written next to them refer to information requested by the Committee on the Rights of the Child from Turkey and other states.
- Indicators with SDG written next to them are Sustainable Development Indicators.

**Table 3.** Child Rights Indicators

CHILD RIGHTS INDICATORS		
	INDICATORS	RECOMMENDATIONS AND NOTES
PARTICIPATION	<p>1. Is there an advisory council for children that covers different groups of children within the municipal boundaries (sex, age, disability, based on district/neighbourhoods/villages)? (CRC/UNCRC)</p> <p>Secondary indicators: Çocuk danışma kurulunun;</p> <p>1.1. Does the advisory council have its own set of rules identified by itself with support from the child rights unit of the Municipality?</p> <p>1.2. Does the advisory council have its own budget and meeting rooms?</p> <p>1.3. Do the advisory council and child rights unit of the municipality convene every month?</p> <p>1.4. Does the advisory council work with child rights unit of the municipality to organise annual events where children, the mayor and members of the city council get together?</p> <p>1.5. What % of problems/solutions identified by the advisory council was accepted and implemented by municipal management?</p>	<ul style="list-style-type: none"> <li>• This indicator is essential as it provides a necessary structure for the municipality to fulfil its obligation to ensure children's participation in its decisions.</li> <li>• However, establishment of an advisory council for children will not provide sufficient information on participation; therefore, secondary indicators must be provided to see if there is any progress with regards to this indicator.</li> <li>• It may not be possible in the first year to achieve all secondary indicators as it will take time to establish and develop an advisory council for children in the municipality. However, taking the required action to achieve the indicator is an important step for the municipality to become child friendly.</li> </ul>
	<p>2. Are there publications (leaflets, brochures, posters, videos, websites, social media, etc.) containing information for different child groups (by age group, disability, language)? (CRC)</p> <p>2.1. Are they about child rights?</p> <p>2.2. Are they about participation to decision-making processes of the Municipality?</p> <p>2.3. Are they about access to municipal services and complaint/individual application mechanisms?</p> <p>2.4. Do they involve information about where children can apply in case they are subject to violence?</p>	<ul style="list-style-type: none"> <li>• The key requirement to ensure children's participation is that children and their adult caregivers are well informed about their rights, the municipality, and municipal services. Otherwise, an injustice would be done to children due to lack of knowledge.<sup>1</sup></li> </ul>

<sup>1</sup> Fricker, M. (2007). *Epistemic injustice: Power and the ethics of knowing*. Oxford University Press. pp 60-67

CHILD RIGHTS INDICATORS		
	INDICATORS	RECOMMENDATIONS AND NOTES
PARTICIPATION	<p><b>3.</b> What is the number of children who access these publications? What is the ratio of this number to the total number of children within the municipal boundaries (age group, disability, language)?</p>	<ul style="list-style-type: none"> <li>The key requirement to ensure children's participation is that children and their adult caregivers are well informed about their rights, the municipality, and municipal services.</li> </ul>
	<p><b>4.</b> Is there a child rights unit in the Municipality? (CRC)</p> <p>Secondary indicators:</p> <p>4.1. Does the unit publish an annual report on the situation of children, using Human Rights City indicators?</p> <p>4.2. Does the unit review all municipal projects on children and provide recommendations?</p> <p>4.3. Is there a mapping study available based on a review of services provided by this unit for children and families? (for instance, <a href="http://belediye.istanbul95.org/">http://belediye.istanbul95.org/</a>)</p> <p>4.4. Is there a general complaint/application mechanism or a mechanism specifically about municipal services, which is easy to access and comprehensible for children, and which is developed in consideration of different age groups and disability status? (a web page, SMS text messaging service, applications, complaint boxes etc.)</p> <p>4.5. Does the child rights unit hold biannual meetings for municipal employees to improve their knowledge and practice about child rights?</p> <p>4.6. Does the child rights unit hold biannual consultative meetings with children to seek and integrate their opinions into the municipality strategy paper and human rights action plan?</p>	<ul style="list-style-type: none"> <li>This indicator is essential as it provides a necessary structure to allow children, who constitute more than a third of the population within the municipality boundaries, to be at the centre of municipal strategic plans and practices that aim to find solutions to urban problems for children.</li> <li>However, establishment of a child rights unit will not provide sufficient information about accessibility; therefore, secondary indicators must be provided to see if there is any progress with regards to this indicator.</li> <li>It may not be possible in the first year to achieve all secondary indicators as it will take time to establish and develop a child rights unit in the municipality. However, taking the required action to achieve the indicator is an important step for the municipality to become child friendly.</li> </ul>
ACCESSIBILITY	<p><b>5.</b> What is the ratio of child population who has easy access to public transport vehicles to the total number of children within the municipal boundaries? (disaggregated data based on sex, age and disability) (SDG 11.2.1)</p>	<ul style="list-style-type: none"> <li>Children's access to all locations within the municipal boundaries is a means for them to exercise several of their rights, including the right to education, health and safety.</li> </ul>
	<p><b>6.</b> What is the average share of built-up areas in the city that are fully accessible to children? (by sex, age, and persons with disabilities) (SDG 11.7.1)(SKA 11.7.1)</p>	<ul style="list-style-type: none"> <li>Similarly, accessibility to all built-up areas by all children, regardless of disability, age, refugee status or migrant status, is important for children to have a sense of proprietorship of the city while exercising their rights.</li> </ul>

CHILD RIGHTS INDICATORS		
	INDICATORS	RECOMMENDATIONS AND NOTES
ACCESSIBILITY	<p><b>7.</b> How much is the area of parks in m2 per 100 children that have a children playground compliant with safety standards?</p>	<ul style="list-style-type: none"> <li>The indicator is necessary to understand whether children can exercise their right to play within municipal boundaries.</li> </ul>
	<p><b>8.</b> How much is the total green space in m<sup>2</sup> per 100 children?</p>	<ul style="list-style-type: none"> <li>The indicator is necessary to understand whether the municipality fulfils the children's right to live in a healthy environment.</li> </ul>
	<p><b>9.</b> What is the ratio of children beneficiaries of municipal nurseries to the total number of children within the municipal boundaries? (by sex, age, disability, and district/neighbourhood/village)</p>	<ul style="list-style-type: none"> <li>The indicator is necessary to understand whether municipal services reach children and to take the right steps to ensure improved access to service delivery.</li> </ul>
	<p><b>10.</b> What is the ratio of children beneficiaries of the municipal health unit to the total number of children within the municipal boundaries? (by sex, age, disability, and district/neighbourhood/village)</p>	<ul style="list-style-type: none"> <li>The indicator is necessary to understand whether municipal services reach children and to take the right steps to ensure improved access to service delivery.</li> </ul>
	<p><b>11.</b> What is the ratio of children beneficiaries of psychological counselling services provided by the municipality to the total number of children within the municipal boundaries? (by sex, age, disability, and district/neighbourhood/village)</p>	<p>The indicator is necessary to understand whether municipal services reach children and to take the right steps to ensure improved access to service delivery.</p>
	<p><b>12.</b> What is the ratio of children beneficiaries of the municipal courses for children and the young to the total number of children within the municipal boundaries? (by sex, age, disability, and district/neighbourhood/village)</p>	<ul style="list-style-type: none"> <li>The indicator is necessary to understand whether municipal services reach children and to take the right steps to ensure improved access to service delivery.</li> </ul>
	<p><b>13.</b> What is the ratio of children beneficiaries of municipal benefits (food, housing, education, clothing, other) to the total number of children within the municipal boundaries? (by sex, age, disability, and district/neighbourhood/village)</p>	<ul style="list-style-type: none"> <li>The indicator is necessary to understand whether municipal services reach children and to take the right steps to ensure improved access to service delivery.</li> </ul>

CHILD RIGHTS INDICATORS		
	INDICATORS	RECOMMENDATIONS AND NOTES
SAFETY	<p><b>14.</b> What is the child population within the municipal boundaries in the last 12 months, based on age, sex and neighbourhood? (CRC)</p> <p>14.1. Ratio of children with disabilities to the total number of children</p> <p>14.2. Number and ratio of child refugees and children who are forced internal migrants to the total child population</p> <p>14.3. Number of children who come or are brought to the police units (by reason, sex, age, disability, and scene of the incident)</p> <p>14.3.1. Children in contravention of the Law</p> <p>14.3.2. Children who are victims of crime (including sexual abuse) (SHK/SDG/11.7.2)</p> <p>14.4. Dropout rate for school-age children</p> <p>14.5. Ratio of children aged 16-18 years who are neither in employment nor education and training (NEETs) (to the total child population aged 16-18 years)</p> <p>14.6. Number of children in institutional care</p> <p>14.7. Number and ratio of children with chronic diseases (to the total child population within municipal boundaries)</p> <p>14.8. Number of girls in shelters</p> <p>14.9. Number of children who stay in shelters with their mothers</p> <p>14.10. Number of children in employment and its ratio to the total child population within municipal boundaries</p> <p>14.11. Number of children working on the streets</p> <p>14.12. Number of homeless children/children living on the streets</p> <p>14.13. Number of children below the poverty line and its ratio to the total child population within the municipal boundaries</p>	<ul style="list-style-type: none"> <li>These quantitative data are the maximum amount of information that the municipality should use to develop its 5-year plan and annual plan, as well as to identify which services to provide and which measures to take. Data collected on municipal services and data obtained from TUIK and other public institutions can be used.</li> </ul>
	<p><b>15.</b> What is the number of safety measures developed and implemented upon recommendations by children? Please give 3 examples of municipal practices.</p>	<ul style="list-style-type: none"> <li>This indicator is used as a source of verification for the number of recommendations submitted by children and put into practice by the Municipality in order to resolve the complaints children made to the municipality (linked indicators: 8, 18 and 19).</li> </ul>

CHILD RIGHTS INDICATORS		
	INDICATORS	RECOMMENDATIONS AND NOTES
SAFETY	<p><b>16.</b> What is the rise or decline rate in the reported incidents of violence as a result of safety measures?</p>	<ul style="list-style-type: none"> <li>Although a decline is expected in violence as a result of safety measures, the rise in the reporting of violence, complaint mechanisms and trainings should also be considered.</li> </ul>
	<p><b>17.</b> What is the ratio of children living in slums, informal settlements or inadequate housing to the total number of children living in municipal boundaries? (SDG/SDG 11.1.1)</p>	<ul style="list-style-type: none"> <li>This indicator is important to take measures to reduce settlements, including slums, that prevail as a result of urban poverty, adversely affecting child development. It is also important to develop service models customised for children who live in slums.</li> </ul>
	<p><b>18.</b> Disasters:</p> <p>18.1. What is the number of children affected?</p> <p>18.2. What is the number of missing children?</p> <p>18.3. What is the number of child deaths (age, sex, disability) attributed to disasters (Earthquake, floods, fire etc.) – (SDG/SDG 11.5.1)</p>	<ul style="list-style-type: none"> <li>Municipalities must be prepared against disasters in view of the climate change, extreme weather conditions and the fact that Turkey has active fault lines and is prone to earthquakes. This indicator offers information on to what extent municipalities are prepared against disasters.</li> </ul>
	<p><b>19.</b> What are the annual mean levels of fine particulate matter (e.g. PM2.5 and PM10) in cities (population weighted)?</p>	<ul style="list-style-type: none"> <li>93 % of global child population lives in cities where air pollution constitutes a health risk.<sup>2</sup> Eliminating this risk for child health is an important indicator for municipalities. Municipalities can take measurements of air pollution by using devices planted throughout the city or they can apply to the Ministry of Environment and Urbanisation for information.</li> </ul>
	<p><b>20.</b> What is the number of children affected by diseases caused by air pollution, toxic waste, waste, and environmental pollution to the total number of children within municipal boundaries (by age, sex, district/village/neighbourhood, type of disease, death, disability)? (CRC)</p>	<ul style="list-style-type: none"> <li>Globally, 543.000 deaths in children living in cities are attributable to diseases caused by air pollution. In 2012, 1.709,860 deaths in children under 5 years of age were reported to be attributable to ambient pollution. It is vital for municipalities to do monitoring by using this indicator in order to eliminate preventable deaths caused mainly by urbanisation.</li> </ul>

2 WHO. (2018). Air pollution and child health: prescribing clean air. p.7.

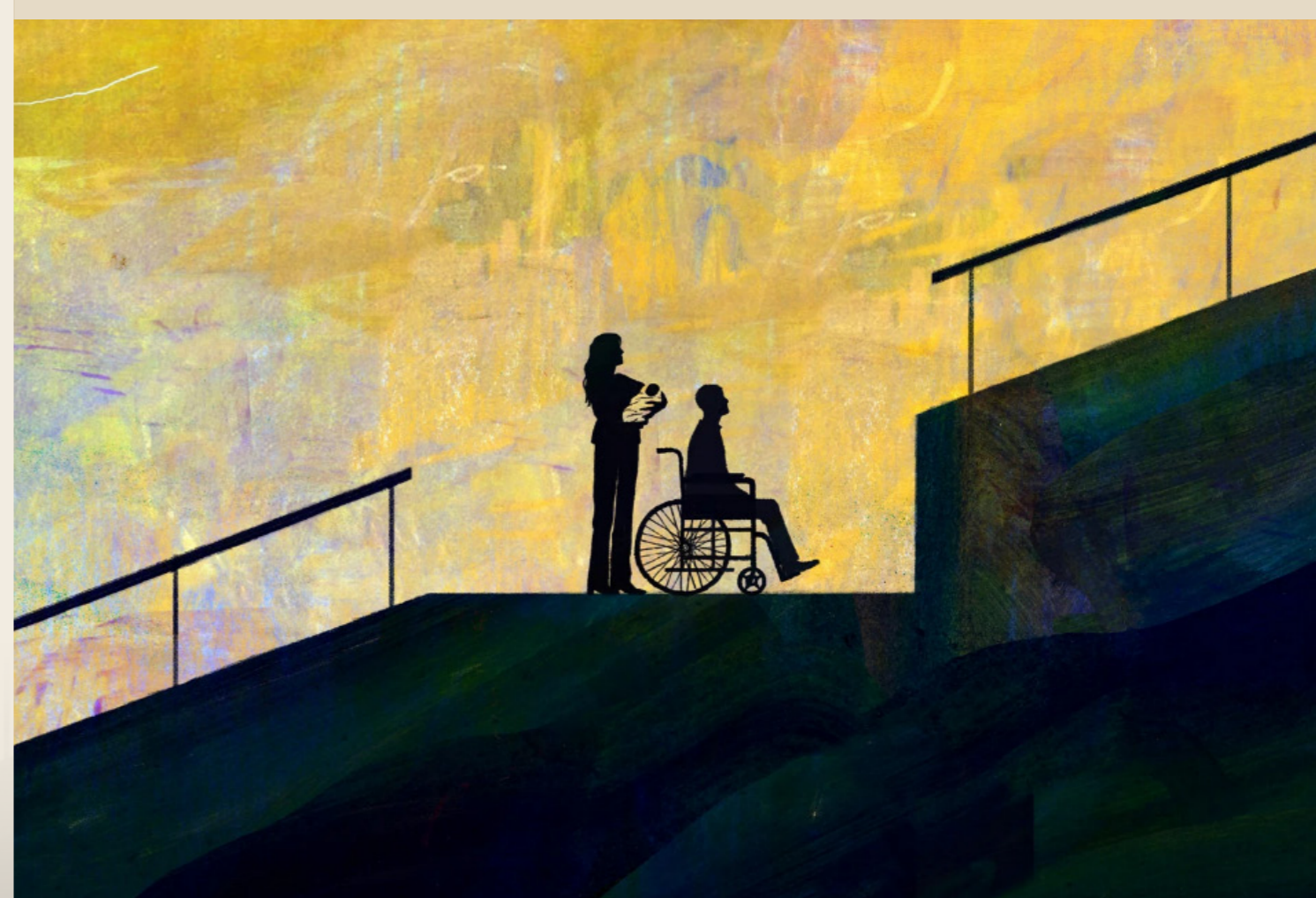
3 Ibid. and Prüss-Üstün, A., Wolf, J., Corvalán, C., Bos, R., and Neira, M. (2016). Preventing disease through healthy environments: A global assessment of the burden of disease from environmental risks (Second edition). World Health Organization. p.112.

# Indicators in the Field of Disability

Aslıhan Aykara

## Right of the Persons with Disabilities in the City

**W**hen we look at urban life, we can clearly see that a rights-based approach, which sees disability as a diversity and generates versatile solutions to address its different needs, is not adopted. On the contrary, we see that there is a moral perspective that sees disability as a form of punishment, or a medical perspective that sees persons with disabilities as patients who cannot fulfil their social functions and need to be treated, or a sense of philanthropy which regards them as individuals in need of help.





Persons with disabilities are not asked their opinions about practices concerning them but decisions are made on their behalf. This is mainly because they are regarded as passive individuals who are offered help, not individuals who are the subjects of their own lives. An ableist attitude persists in the society where “able-bodied” people are the sole decision-makers even when these decisions are about issues, practices and services that directly concern persons with disabilities. Ho defines ableism as denoting an attitude that devalues or differentiates disability through the valuation of able-bodiedness equated to normalcy (2008). According to Campbell, ableism refers to a network of beliefs, processes and practices that produces a particular kind of self and body (the corporeal standard) that is projected as the perfect, species-typical and therefore essential and fully human. Disability then is cast as a diminished state of being human (p.44).

These points of view have served as the starting points that made it imperative to include disability in the discussion on human rights in the city. This study adopts a rights-based perspective in the preparation of disability indicators for Human Rights Cities, focusing on the rights of persons with disabilities, not their state of dependency. Identifying the responsibilities of the municipality towards persons with disabilities is directly related to breaking down the barriers faced by these individuals and increasing their capabilities. It is necessary to adopt a human rights-based and inclusive perspective and take concrete steps in the field of disability in the city.

Certain issues need to be emphasised in identifying the capabilities of persons with disabilities in terms of accessibility, participation, and safety. These are transportation, mobility, accommodation for persons with disabilities in urban space, health services, information and communication technologies, access to education and employment and leisure and sports activities in terms of accessibility, participation in social life, as well as in political life and decision-making processes in terms of participation, and a safe life which is free from violence.

Persons with disabilities in the city face challenges in accessibility due to the non-compliance of urban space designs with the principles of universal design. Persons with disabilities whose rights are restricted in terms of access to transport or independent mobility without the support of a companion, turn into ‘needy individuals’, as mentioned above, who fail to become the subject of their lives. Inadequacy of mechanisms that allow them to express themselves about matters directly concerning them results in non-disabled people becoming decision-makers, which is a violation of the right of persons with disabilities to participation.

In order to prevent such violations, this study places importance on the right of persons with disabilities to participation, that is their right to have a direct say in matters that concern them. The study covers service areas that fall under the power and responsibility of municipalities in accordance with national, international laws and conventions on human rights and well-being of persons with disabilities.

## Disability Indicators in the Context of the City and Human Rights

When we examine the urban practices concerning the rights of persons with disabilities, we see the main perspective mostly focuses on the disadvantages and ‘functionings’ of persons with disabilities. Urban space designs include structures that are devised for non-disabled people; additions made to the existing structure is offered as a solution to satisfy the “special” needs of persons with disabilities. Instead of adopting studies distant from a rights-based approach, the HRCP in Turkey focuses on the human rights of persons with disabilities, prioritizing potential studies on their capabilities and placing importance on not only the existing physical environmental arrangements in the city are but also on how much persons with disabilities are aware of these arrangements or how much they can benefit from them.

The Convention on the Rights of Persons with Disabilities (2008) is particularly notable among the extensive national and international literature, legislation, and practices in the field of disability. The Convention, adopted by the UN General Assembly on 13 December 2006 and put into effect on 3 May 2008, was signed by Turkey on 30 March 2007. Turkey ratified the Convention by the Law no. 5825 and dated 3 December 2008 and following the publication of the ratification decision in the Official Gazette dated 14 July 2009 and numbered 27288, the Convention took effect in Turkey on 28 October 2009. The Convention provides for the rights of persons with disabilities in several fields, ranging from equality to independence, freedom, right to life, accessibility, safety, participation in society, mobility, freedom of expression, education, rehabilitation, employment, and participation in political and social life. In addition, this study reviewed the Law no 5378 on the Rights of Persons with Disabilities (2005), which holds an important place in the field of disability in Turkey.

The World Report on Disability (2011), prepared jointly by World Health Organisation (WHO) and the World Bank, is another notable instrument in this field that requires review. Our study significantly drew on this report which offers strong statements

on issues including the dignity and independence of persons with disabilities and their acceptance as part of human diversity, non-discrimination, equal opportunities, health, rehabilitation, education, employment, political life, cultural life, participation in entertainment and sports activities, access to justice, as well as full and effective participation in social life.

International literature provides indicators about the human rights of vulnerable groups and persons with disabilities. At the initial stage, this study was inspired by the opinions stated in the Human Rights Indicators (2012) published by the UN. This document, covering several fields ranging from what human rights are to what kind of a perspective needs to be adopted, how to fulfil human rights and prevent discrimination etc., proved valuable for the purposes of our study. Furthermore, resources such as Global Goals for Sustainable Development, and Disability Indicators for the SDG, and European Comparative Data on Europe 2020 & Persons with Disabilities have provided guidance on the scope of indicators.

International Classification of Functioning, Disability and Health (ICF) considerably contributed to the development of indicators on disability. The study further analysed Global Walkability Index and Accessibility Index. Moreover, the guidelines developed by Andersen and Sano (2006) also provided guidance on the principles to follow while defining indicators.

## HRCP Disability Indicators

The main purpose of defining indicators under the HRCP is to provide a road map for local governments to determine how functional their services are in fulfilling the needs of women, older people, children, persons with disabilities and refugees. The road map would also reveal and remedy any weaknesses in municipal services. The indicators offer an opportunity to figure out what is being done or can be done in the field of disability, including transportation, urban space designs and awareness-raising activities for the local people. Equally important is the opportunity to monitor whether the municipal data related to the indicators make any progress over time. Therefore, it needs to be restressed that persons with disabilities should take part in these processes.

Information available in the above-mentioned documents per se was insufficient for defining indicators for municipal services and practices catering to persons with

disabilities; and the study, after gathering some fundamental ideas from these documents, moved on to developing more specific, realistic, and time-bound indicators (Table 4). In this context, the study adopted the criteria for developing quantitative and objective indicators set by the Performance Management System approach. In line with this approach, indicators were developed to be specific, measurable, achievable, realistic and time bound. Accordingly, to ensure that indicators are specific, a particular attention was paid to create indicators that are specific to the theme, excluding any common indicators. Likewise, to develop measurable indicators, we made sure that the indicators can measure a single variable and be further reinforced by basic and sub-indicators. In order to measure the efficiency of municipal services, indicators included rates of application and satisfaction. To ensure that indicators are realistic, the indicators excluded areas where the municipality cannot have an influence in the field of disability. The study attempted to adapt indicators defined in the international literature and practices to the national context as realistically as possible.

The methodology for developing disability indicators first began through conducting a review of indicators and notes of the scientific working group set up by RWI to conduct a human rights study in Turkey. Opinions and recommendations on each theme from thematic experts in the scientific working group and the feedback received from the participants of workshops held under HRCP further contributed to the definition and development of indicators.

Following a review of information and sample indicators in the literature and the preparation of a first draft, we studied the powers and responsibilities of the municipality, the local governmental practices in the field of disability and the disability related activities of municipalities participating in the HRCP. Moreover, practices in the field of disability, which are included in the by-laws, programmes, action plans and activity reports of political parties, also went under review. The process of developing indicators involved consideration of diverse duties and powers of the metropolitan and district municipalities as well as capabilities of duty-bearers and right-holders. The study undertook to use tangible examples and sub-indicators for municipal services in order to turn the abstract disability-related terms in the literature, such as universal design, reasonable criteria, accessibility and urban space designs, into concrete practices. In addition, the project team met the scientific working group and solicited the opinions of municipal officials to clarify whether the indicator areas fall directly under the power and responsibility of the municipalities.

At this stage, the ‘functionings and capability approach’ of Amartya Sen (1999) held an important place in the study as it formed the basis of indicators specifically

developed for the themes covered by the HRCP. Researchers such as Burchardt, T. and Vizard, P. (2011), Fukuda-Parr, S. (2011), and Vizard, P. (2007) stimulated further discussions on how to use the capability approach. The capability approach was taken into consideration to demonstrate the link between the opportunities provided to persons with disabilities for their well-being and whether these individuals take advantage of these opportunities. In the process of developing indicators, we not only focused on whether municipalities provide a certain service and but also prioritised the necessity to identify and monitor how persons with disabilities can access that service. For instance, an indicator on whether the municipality has a unit for persons with disabilities would only reveal the existence of such a service but would not provide information about how much this service is utilised. Therefore, it is important to use indicators on the accessibility of the municipal unit for persons with disabilities.

Since the idea of addressing the thematic indicators in the context of accessibility and participation is to bring about a commonality in the HRCP, disability indicators were developed within the framework of capabilities and in the context of these three areas. Consequently, indicators firstly focus on whether municipal practices are in place concerning the accessibility and participation and safety of persons with disabilities, then concentrate on the extent persons with disabilities benefit from these practices.

Disability indicators include both quantitative indicators revealing the number or rate of people who can benefit from services and qualitative indicators regarding the content of the services they can or cannot benefit from. These indicators also aim to achieve the SDGs. The most pressing issues addressed by the SDGs are reflected in the indicators in the context of accessibility, participation, and safety. In order to protect persons with disabilities from poverty and food insecurity, these main issues include access to services for persons with disabilities, including access to employment, a healthy living, clean water and food, education opportunities, an equal, fair and peaceful life without discrimination, equal and full participation in society and safety from climate change and other disasters.

In the context of accessibility, indicators offer information about the extent to which persons with disabilities and people in different types of disability groups benefit from a disability support unit in municipalities, including the kinds of services available for them and how much they can benefit from these services, the knowledge and awareness of the service staff, access to education, health and social life opportunities and the capabilities of persons with disabilities to take advantage of these opportunities.

In the context of participation, indicators offer information about the extent to which persons with disabilities and people in different types of disability groups can actively and equally participate in the decision-making processes, including information on whether they have opportunities to express their concurring or dissenting opinions and views and the capabilities of persons with disabilities to take advantage of these opportunities.

In the context of safety, indicators offer information about the extent to which persons with disabilities and people in different types of disability groups can benefit from services that ensure their safety from man-made or natural disasters, violence, poisoning, accidents. and health problems attributable to sanitary conditions.

Another important point considered in developing disability indicators was that these indicators covered different types of disability groups (people with physical disabilities, intellectual disabilities, mental disabilities, and those with chronic diseases). The concept of disability does not refer to individuals with the same characteristics and needs, and each disability group has its own characteristics and needs. Consequently, the study prioritised the characteristics and needs of diverse disability groups while developing the indicators with the purpose of revealing the capabilities of the disability groups in terms of accessibility, participation, and safety.

The indicators were developed in view of the relevant literature, legislation, practices in the field, powers, responsibilities and activities of municipalities, by-laws, programs, action plans and activity reports of political parties; they were finalised after a discussion with the scientific working group. Following the completion of indicators, a meeting request was made to Çankaya Municipality (Ankara), a participating municipality of the HRCP. Altındağ ve Çankaya district municipalities in Ankara Province were also participants of the project. Nonetheless, a preliminary meeting with only one of these municipalities was deemed to be sufficient at that stage. At the preliminary meeting, the project team discussed each indicator with the officials from the municipality's social welfare and foreign relations departments, seeking their opinions and recommendations about the current status and whether the indicators are realistic and functional. The indicators were then finalised in view of the recommendations made by the municipality. The enthusiasm and motivation expressed by the municipal officials in this meeting towards indicators and their willingness to contribute to the process have been noteworthy in terms of the efficiency and development of the project.

Our primary goal in the process of developing indicators has been to ensure that different problems faced by different groups become plainly visible; that municipalities provide more tangible services and practices and consequently, our cities become living spaces that protect the rights of persons with disabilities.

## Resources

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**Table 4.** Disability Indicators

DISABILITY INDICATORS	
PARTICIPATION	1. Does the municipality seek the opinions of persons with disabilities about the budget items for the services provided for persons with disabilities and their families?
	2. Do people with disabilities actively participate in the municipality's decision-making and organisation processes of social, cultural and sports activities for persons with disabilities? 2.1 The ratio of different types of disability groups that participate in the municipality's decision-making and organisation processes of social, cultural and sports activities for persons with disabilities (%) 2.1.1. Persons with physical disabilities 2.1.2. Persons with intellectual disabilities 2.1.3. Persons with mental disabilities 2.1.4. Persons with chronic diseases
	3. Do persons with disabilities actively participate in the municipality's process of designing architectural structures and common living spaces? 3.1. Ratio of different types of disability groups that actively participate in municipality's process of designing architectural structures and common living space (%) 3.1.1. Persons with physical disabilities 3.1.2. Persons with intellectual disabilities 3.1.3. Persons with mental disabilities 3.1.4. Persons with chronic diseases
	4. Does the municipality have an Advisory Council for Persons with Disabilities consisting of academicians, professionals, and persons with disabilities, which aims to reach consensus, take decisions, and monitor the municipal work in the field of disability?
	5. Ratio of representation of persons with disabilities in the Municipal Council (%)
	6. Does the Municipality have any projects jointly conducted with disability organisations?
	7. Are there mechanisms in place to gauge the satisfaction of people with different types of disabilities about municipal services? 7.1. Ratio of people with different types of disabilities who expressed satisfaction about the municipal services provided for them (%) 7.1.1. Persons with physical disabilities 7.1.2. Persons with intellectual disabilities 7.1.3. Persons with mental disabilities 7.1.4. Persons with chronic diseases 7.2. Top 5 municipal services which people with disabilities found satisfactory
	8. Are there mechanisms in place to receive the complaints of people with different types of disabilities? 8.1. Ratio of persons with disabilities who filed complaints about municipal services for persons with disabilities to the different type of disability groups (%)

DISABILITY INDICATORS	
PARTICIPATION	8.1.1. Persons with physical disabilities 8.1.2. Persons with intellectual disabilities 8.1.3. Persons with mental disabilities 8.1.4. Persons with chronic diseases 8.2. Ratio of complaints, by topic, filed in by persons with disabilities with regards to municipal services they receive (%) <ul style="list-style-type: none"> <li>8.2.1. Economy</li> <li>8.2.2. Education</li> <li>8.2.3. Health</li> <li>8.2.4. Employment</li> <li>8.2.5. Transportation</li> <li>8.2.6. Consultancy</li> <li>8.2.7. Rehabilitation</li> <li>8.2.8. Social and cultural events</li> </ul>
	9. Are there any opportunities for persons with disabilities to volunteer to work (services/studies) in the Municipality?
ACCESSIBILITY	10. Does the Municipality have a unit providing service specifically for persons with disabilities? <ul style="list-style-type: none"> <li>10.1. Ratio of employees working in this unit to the total number of employees in the municipality (%)                             <ul style="list-style-type: none"> <li>10.1.1. Ratio of employees in this unit who know sign language to the total number of employees in the unit (%)</li> <li>10.1.2. Ratio of municipal employees who know sign language to the total number of employees in the municipality (%)</li> </ul> </li> <li>10.2. Ratio of persons with disabilities who benefit from the services of this unit to the total number of persons with disabilities in the city (%)</li> <li>10.3. Ratio of persons with disabilities by type of disability who have benefited from the services of this unit within last year (%)                             <ul style="list-style-type: none"> <li>10.3.1. Persons with physical disabilities</li> <li>10.3.2. Persons with intellectual disabilities</li> <li>10.3.3. Persons with mental disabilities</li> <li>10.3.4. Persons with chronic diseases</li> </ul> </li> </ul>
	11. Is the municipal Service Unit for Persons with Disabilities in communication and coordination with other municipal units?
	12. Ratio of persons with disabilities to the total number of beneficiaries of educational courses provided by the Municipality (%) <ul style="list-style-type: none"> <li>12.1. Yaygın eğitim</li> <li>12.2. Non-formal education</li> <li>12.2. Skills development courses</li> <li>12.3. Vocational courses</li> <li>12.4. Sign language</li> <li>12.5. Braille alphabet</li> <li>12.6. Independent living skills</li> </ul>

DISABILITY INDICATORS	
ACCESSIBILITY	13. Does the Municipality provide psychological counselling for persons with disabilities and their families? <ul style="list-style-type: none"> <li>13.1. Ratio of persons with disabilities who are beneficiaries of psychological counselling provided by the Municipality to the total number of beneficiaries of the psychological counselling service (%)</li> </ul>
	14. Do the municipal services include transportation services for persons with disabilities? <ul style="list-style-type: none"> <li>14.1. Number of vehicles (ambulance, dialysis services, services of health institutions) specifically designated for the transportation of persons with disabilities</li> <li>14.2. Number of special purpose vehicles per 100 persons with disabilities</li> <li>14.3. Number of public transport vehicles designed for persons with disabilities</li> </ul>
	15. Are there information and communication technologies available to facilitate the delivery of service for persons with disabilities) (access to internet, mobile applications, call services, social media)
	16. Are there any efforts, within the area of service of the municipality, to create designs for urban space that cater to persons with disabilities? <ul style="list-style-type: none"> <li>16.1. Ratio of visual and auditory stimuli and directions in common spaces and green spaces (parks, gardens) which are designed for persons with disabilities to the total number of stimuli and directions (%)</li> <li>16.2. Ratio of accessible public toilets designed to accommodate persons with disabilities (%)</li> <li>16.3. Distance of resting points (benches, etc.) located on pedestrian paths and sidewalks to each other (Every 100 meters)</li> <li>16.4. Ratio of space reserved for persons with disabilities in parking lots (%) (required ratio is 1/30)</li> </ul>
	17. Ratio of persons with disabilities who are beneficiaries of home care services provided by the Municipality (%)
	18. Ratio of persons with disabilities by type of disability, who are employed in municipal units to the population of people with disabilities in need of employment in the city (%) <ul style="list-style-type: none"> <li>18.1. Persons with physical disabilities</li> <li>18.2. Persons with intellectual disabilities</li> <li>18.3. Persons with mental disabilities</li> <li>18.4. Persons with chronic diseases</li> </ul>
	19. Do persons with disabilities benefit from leisure and sports activities provided by the Municipality? <ul style="list-style-type: none"> <li>19.1. Ratio of different types of disability groups who benefit from leisure and sports activities provided by the Municipality (%)                             <ul style="list-style-type: none"> <li>19.1.1. Persons with physical disabilities</li> <li>19.1.2. Persons with intellectual disabilities</li> <li>19.1.3. Persons with mental disabilities</li> <li>19.1.4. Persons with chronic diseases</li> </ul> </li> </ul>
	20. Ratio of persons with disabilities who have participated in activities concerning the field of disability including trainings, congresses, meetings, and workshops organised by the Municipality in the last year (%)

DISABILITY INDICATORS	
ACCESSIBILITY	21. Ratio of persons with disabilities by type of disability who have participated in activities concerning the field of disability including trainings, congresses, meetings and workshops organised by the Municipality in the last year (%) 21.1. Persons with physical disabilities 21.2. Persons with intellectual disabilities 21.3. Persons with mental disabilities 21.4. Persons with chronic diseases
	22. Are decision-makers/policy-makers versed in municipal services in the field of disability? 22.1. Methods used by the Municipality to inform the decision-makers/policy-makers about the municipal services in the field of disability
	23. Are there city maps available in the Municipality for persons with disabilities? 23.1. Is training provided to persons with disabilities on how to use city maps?
	24. Does the municipality provide city guidance services for persons with disabilities?
	25. Are there services in the Municipality concerning sexual and reproductive health for persons with disabilities?
	26. Are there trainings available for municipal employees on the field of disability? 26.1. Does every new employee get such a training? 26.2. Trainings on the rights of persons with disabilities 26.3. Trainings on communication with persons with disabilities
	27. Are there reports containing statistical data on the municipal assistance and services for persons with disabilities?
	28. Does the municipality organise activities related to art, literature, philosophy, entertainment, excursions, and sports which persons with disabilities can participate in?
	29. Ratio of persons with disabilities who receive social aid from the Municipality among the total number of persons with disabilities who are under the poverty line and in need of social aid (%)
	30. Does the Municipality have any projects underway to provide guide dogs for blind people?
	31. Does the municipality take measures concerning building permits to ensure that disability criteria are applied in zoning plans and architectural projects?

DISABILITY INDICATORS	
ACCESSIBILITY	32. Methods to inform the public about municipal services for persons with disabilities 32.1. Handing out leaflets/brochures 32.2. Announcements through civil society organisations 32.3. Announcements through muhktars ( <i>neighbourhood headperson</i> ) 32.4. Radio announcements 32.5. Newspaper announcements 32.6. Announcements on the internet and social media 32.7. Announcements through provincial/district offices of political parties
	33. Does the municipality provide any protective/preventive services to ensure that persons with disabilities do not come to any harm in case of abrupt climate changes, and/or natural or man-made disasters?
	34. Ratio of persons with disabilities who are subject to violence (physical violence, sexual violence, psychological violence, domestic violence, economic violence, peer bullying) to the total number of persons with disabilities in the city/district (%)
SAFETY	35. Does the municipality provide any trainings on the prevention of violence against persons with disabilities?
	36. Does the municipality take measures on food safety for people with dietary restrictions/allergies (that fall under the category of rare diseases)? (detailed explanations on the menus of restaurants, diners, cafes etc, trainings to raise awareness and improve the knowledge of people with dietary restrictions/allergies etc.)
	37. Does the municipality oversee the maintenance and sanitary conditions of accessible toilets for persons with disabilities?

# Ageing Indicators

Özgür Arun

## Background

The population structure of societies has undergone three main transformations in the last century: (a) birth rates have declined (b) mortality rates in all age groups have dropped (c) there has been a rapid rural-urban migration. All these transformations have led to the creation of a new lifestyle in cities. Transformation of the population structure has not been limited to these changes. Communities in the cities have started to age faster than those in rural areas. Globally, local governments have faced challenges in responding to the needs of older inhabitants. Central governments have delegated power to local governments as part of a major strategy to resolve inequalities (Arun & Holdsworth,



2018). Nonetheless, since local governments were not well-prepared and lacked the legal, technical, technological infrastructures and human resources, this strategy of delegating power and responsibilities to the local level caused services to be fragmented and dispersed. It became necessary to adopt a fundamental perspective to satisfy the growing needs of an ageing society. Discussions over conceptualised ideas such as age-friendly cities and liveable communities (Pollak, 2000) have yet to offer an inclusive remedy. Considerable foresight was needed to solve the newly emerging problems about ageing and to sustain the quality of life across the life-course. The WHO created a set of indicators of age-friendly cities and communities for local governments to develop a road map for themselves (WHO, 2002). Subsequently, the WHO Global Network for Age-friendly Cities and Communities was established.<sup>1</sup>

## Indicators for Age-friendly Environments

The WHO put forward indicators and capabilities that envisage adaptation, betterment and/or improvement in 8 key domains. The first three domains were outdoor spaces and buildings, transport, and housing. The main emphasis of these three domains was placed on personal mobility, safety from injury, security from crime, health behaviour, safety, and social participation. The next three domains were related to social and cultural environment that defines social participation and welfare. Participation in social life, social inclusion and respect for others, civic engagement and employment were highlighted as fundamental domains of rights. The last two domains concerned information, communication, and health services.

These list of indicators and capabilities cover the structures, environment, services, and policies of a city. In view of these main domains, it can be argued that the indicators and capabilities put forth by WHO for age-friendly communities and environments are in fact based on the active ageing principle. Active ageing is associated with concepts of *productive ageing*, *healthy ageing*, and *successful ageing*. This is quite problematic in two ways. Firstly, capabilities and indicators focused on active ageing neglect the cross-cutting determinants of gender and social class. Secondly, when active ageing is defined as a success, people who face structural barriers to participation in social life, including the unemployed, older widows, persons with disabilities, refugees, and the poor, are considered unsuccessful.

## What Should the Fundamental Perspective be on New Sets of Indicators for Ageing?

In this context, there is a need to develop new sets of capabilities and indicators based on a method that does not victimise subjects and an approach which addresses ageing from a *life-course perspective* and does not simply consider it as a mere categorical problem. After all, active ageing cannot be simply associated with health and productivity. Likewise, disadvantages arising from structural weaknesses in the course of life cannot be regarded as personal failures.

Blaming the poor for not overcoming poverty or the oppressed for being oppressed would not make a meaningful contribution to social life in cities today; neither would developing services and policies on the presumption that illiterate older widows, or ethnic minorities allegedly unable to integrate, or LGBTI+ who are considered to be abnormal and maladjusted or subclass segments of the society working in seasonal jobs or the precariat do not age well. Neither would using concepts based on this paradigm to overcome the weaknesses of the city, including concepts such as age friendly, disability friendly, refugee friendly, child friendly, LGBTI+ friendly or women friendly. Developing and adopting policies based on such an approach would also mean victimising the subjects.

Ageing is a life-long continuous process. Ageing is a part of life that entails diversity such as childhood, youth, and adulthood. Just as inequalities that emerge in the early stages of life can leave a negative legacy to the ensuing years, so too the gains in the first stages of life can enhance personal well-being as advantages pile up in future years.

Indicators and capabilities which are developed from this perspective, in consideration of structural weaknesses, advantages or disadvantages arising from cross-cutting determinants of class and gender, can contribute to sustaining the quality of life not only for older people, but for all ageing people in human rights cities.

<sup>1</sup> For information on how to join the network, please see: <https://extranet.who.int/agefriendlyworld/who-network/>



## What are the Qualities of Indicators? Who are the Practitioners?

Under the HRCI, ageing indicators are built on three main capabilities of accessibility, participation, and safety (Table 5). Local governments that use these indicators will be able to evaluate their services from the perspective of ageing people. Indicators will be able to offer comprehension and equipment to local governments that are in search of answers to the question of “How can a city become a human rights city?” Local governments can organize their work and contribute, at both basic and advanced levels, to the structures, buildings, environment, and services in the city by addressing a broad spectrum of indicators in all areas, including areas where they may have strengths or weaknesses. Common indicators in 5 thematic areas - women, children, persons with disabilities, refugees, and older people - are also universal for human rights cities. Not all indicators are produced to compare local governments in how strong their services, environment and approaches are with regards to human rights. Sets of ageing indicators allow the local government to assess itself in the context of ageing and draw up a roadmap to develop its structural and institutional capacity, environment, and services. A road map developed by sets of ageing indicators will help monitor the progress of practices and policies. These indicators can also monitor the steps taken in this direction, helping us form an idea on the progress.

Local government experts are expected to use the indicators to evaluate, improve and monitor the practices and policies on service delivery. Just as collaborations with local initiatives and civil society on implementing the indicators and inclusion of relevant actors in the processes may help identify any shortcomings in the environment and services in the city, so too they may ensure sustainability of services or practices where progress is achieved. Expertise of civil society can also have an important role, in particular, in enhancing interaction and the capacity of local governments. Although it is sufficient to have various age groups included in ageing indicators at a minimum level, the fact that older people participate in the stages of evaluation, development and monitoring as a main actor will be an important start. In this context, local governments may form councils for older people, children, and young people, thereby including diverse generations in governance and consequently mainstreaming gender in the process of participation which will ensure that the indicators are addressed interactively. Such interaction, coupled with inside and outside perspectives on the capabilities in the context of ageing, will make it possible to clarify the grey zones in cross-cutting sets of indicators.

An exemplary undertaking is the contributions of Antalya Muratpaşa Municipality to the development process of the above-mentioned approach. As recommended by experts, the municipality carried out a real-time monitoring of the steps it has taken, which has made a significant contribution to the development of ageing indicators from the outset of the HRCI. Muratpaşa Municipality, for example, has displayed strong commitment to having different generations participate in governance by establishing both the children’s council and the council for older people. In moving forward, the indicators should monitor whether any new plans for service delivery are presented to and discussed at these councils of different age groups, whether their opinions are sought, and whether any revision or revival in service delivery is made consequently.

In fact, in addition to other actors and experts, the active presence of older people, along with diverse age groups, in the process of developing services and practices will also strengthen older people themselves and help remove the barriers against their participation in society in dignity.

## Resources

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**Table 5.** Indicators for Ageing

INDICATORS FOR AGEING	
PARTICIPATION	1. Are there employment opportunities for older people? (Y/N)
	2. Are older people represented in the local government? Is there a Council for Older People? (Y/N)
	3. What is the ratio by gender of older people in the Municipal Council?
	4. What is the ratio, by age and gender, of executive officers in the Municipality?
	5. Does the Municipality have a Department for Ageing /Old Age? (Yes/No)
	6. If the Municipality has a Department for Ageing /Old Age, what is the ratio of older W/M in this department? (%)
	7. Does the Municipality have a Directorate for Older People/Ageing /Old Age? (Yes/No)
	8. If the Municipality has a Directorate for Older People/Ageing /Old Age, what is the ratio of older W/M in this directorate? (%)
	9. Are there any activities available about lifelong learning? (Y/N)
	10. What is the number of older people who benefit from lifelong learning? (by age and gender)
	11. Are there vocational trainings available for older people? (Y/N)
	12. What is the number of people who are beneficiaries of vocational trainings? (by age and gender)
	13. Does the Municipality provide special support to older people seeking employment and starting a business? (Yes/No)
	14. If the Municipality provides special support to older people seeking employment and starting a business, what are the qualities of such support?
	15. Does the Municipality support CSOs which are working in the field of ageing? (Yes/No)
	16. If the Municipality supports CSOs which are working in the field of ageing, what are the qualities of such support?
	17. Are there business development and consultancy centres for older people (Yes/No)
	18. If there are business development and consultancy centres for older people, what are their areas of activity? (manufacturing, industry, service delivery, agriculture)
	19. Has the Municipality provided any in-house trainings on age discrimination? (Yes/No)
	20. Has the Municipality gauged the awareness on age discrimination of municipal staff who provide service to older people? (Yes/No)
	21. Is there a retirement planning training/course for municipal staff? (Yes/No)
	22. How much is the cash aid provided to indigent older people in the last year?
	23. Is there a satisfaction survey on municipal services for older people? (Yes/No)
	24. If there is a satisfaction survey on municipal services for older people, what is the ratio of respondents who are older women and who are older men? (W/W population in the city; W/M, %)
	25. What are the top 5 topics of petitions sent to the Municipality related to ageing/old age or services for older people?

INDICATORS FOR AGEING	
PARTICIPATION	26. What is the number of projects (events, cooperation), if any, carried out jointly with organisations working on ageing/old age?
	27. What is the ratio of older women and older men in the team responsible for the preparation of the Strategic Plan? (Number of older women in the team/ Total number of team members)
	28. What is the ratio of trainings on the rights of older people and age discrimination to the overall annual trainings for staff?
	29. What is the ratio of staff participating in the trainings on the rights of older people and age discrimination within the yearly training schedule? (young people/older people and older people /young people %)
	30. Does the Municipality provide trainings in the city on the rights of older people and age discrimination? (Yes/No)
	31. If the Municipality provides trainings in the city on the rights of older people and age discrimination, what are the rates of participation (Participants/target audience in the city (the police, neighbourhood residents...)) (%)?
ACCESSIBILITY	32. Are there resting points/benches in neighbourhoods? (Y/N)
	33. What is the number of buses compliant to older people (the ratio to the total number of buses, %)?
	34. Are older people considered in the planning of public transport routes? (Y/N)
	35. Are there services customised for older people inside and/or outside of public transport vehicles? For instance, is there priority seating available in public transport? (Y/N)
	36. Do the transport stops have seating units? Is there enough number of seating units?
	37. Are there renovation services available for constructing age friendly houses and indoor space (Y/N)?
	38. Are there maintenance and repair services available at Housings for Older People? (Y/N)
	39. Are there support mechanisms/social communication applications for older people against loneliness and social isolation? (Y/N)
	40. What is the ratio of older households in the city without access to clean water to the total number of households? (%)
	41. What is the ratio of older households in the city without access to electricity to the total number of households? (%)
	42. What is the number of older households without access to the sewage system to the total number of households? (%)
43. Are age and gender considered when organising sports activities? (Y/N)	
44. What is the composition by gender of older people participating in sports activities (F / older F, M / older M, %)?	
45. Are age and gender considered when organising cultural activities? (Y/N)	
46. What is the composition by gender of older people participating in cultural activities (F / older F, M / older M, %)?	
47. Are the participants required to provide special equipment/materials to join sports and cultural activities? (Y/N)	

INDICATORS FOR AGEING	
ACCESSIBILITY	48. Are there social/cultural/sports activities for caregivers who are family members? (Y/N)
	49. What is the number of illiterate older women and older men within the municipal boundaries?
	50. What is the ratio of older people who are beneficiaries of skills development courses, if there are any, organised by the Municipality (W/older W, M/older M, %)?
	51. What is the ratio of older people who are beneficiaries of hobby courses, if there are any, organised by the Municipality (W/older W, M/older M, %)?
	52. Are there any volunteering services organised by the Municipality in which older people can participate? (Y/N)
SAFETY	53. If there are volunteering services organised by the Municipality, what is the ratio of older people who participate in these services (W/ older W; M/older M; W/M, %)?
	54. Are there home health care services available for older people? (Y/N)
	55. Are there home care services available for older people? (Y/N)
	56. Do homecare services include assorted services for older people with diverse needs (support for light housekeeping, support for heavy housekeeping, support for daily routine activities, financial literacy programs)? (Y/N)
	57. Are there support centres/networks for older people in neighbourhoods? (Y/N)
	58. Are there institutional care services available for older people who cannot age in place? (Y/N)
	59. Do institutional care services include assorted services? (Y/N)
	60. Is there a consultation/meeting centre or information call centre about Dementia/ Alzheimer? (Y/N)
	61. Is there a rest home for older people? (Y/N)
	62. What is the capacity of the rest home? (What is the number of rooms available for women and men separately? What are the numbers of single rooms and double/triple rooms?)
	63. Is the capacity of the rest home adequate? (Y/N)
	64. What is the number of meeting centres for healthy older people (day centre etc.)?
	65. Are there inclusive health services for older family caregivers? (Y/N)
	66. Is psycho-social support provided for family members who take care of older people in the family? (Y/N)
	67. Are there volunteering services for providing care to older people? Has a network of volunteers been formed? (Y/N)
	68. Does the Municipality provide emergency services for older people? Is there a crisis communication plan in place? (Y/N)
69. Is there a shelter for older people subject to violence, abuse or exploitation? (Y/N)	
70. Does the Municipality provide legal assistance to older people subject to violence, abuse or exploitation? (Y/N)	
71. Are there any awareness-raising activities on cases of violence, abuse or exploitation in the Municipality and in general? (Y/N)	
HAKLAR	72. Is there a municipal unit that advocates for the rights of older people? (Y/N)
	73. Is there a municipal unit that advocates for the rights of older people? (Y/N)

# Indicators for Refugees

Ulaş Sunata

## Right to the City and Refugees

The term “right to the city” was coined for the first time by Henri Lefebvre (1967) who summarised it as a transformed and renewed right to urban life, setting off a new discussion and a new quest. According to Lefebvre, the right to the city entails the rights to appropriation and participation. Indispensable and inalienable characteristics of the right to the city (Boer & Vries, 2009), implies an inclusive character. Lefebvre also focused on “*for who the right to the city exists*” and who can demand the right to the city. Lefebvre supposedly referred to all inhabitants of the city, as opposed to national citizens as rightful holders of this right (Brown, 2013). In other words, the right to the city belongs to everyone living in the city and using the city. The notion of place of residence, sometimes referred as fellowship of townspeople, can be defined as a framework for who has the right to the city (Brown, 2013). Claiming the right to the city based on place of residence can still be lacking, since irregular refugees, temporary workers, workers in the informal economy, or those working in unsafe conditions cannot be included in the discussion. In fact, the inadequacy of residence as a basis for this right is evident in that it disregards a significant number of people who live in the suburbs of the city but grow the city population during working hours. However, Lefebvre points out that whoever has a relationship with the city, uses the urban space and is productive has a right to the city. So, why not include all local, national, and international immigrants in this quest?



Globally, inadequate national policies on migration can make it considerably difficult to cater to the needs of immigrants. Although nation-states are the main decision-makers on migration in line with the principle of national sovereignty, international conventions adopted after the Second World War introduced rights-based arrangements regarding forced migration. The right to seek asylum<sup>1</sup> was first defined in the Universal Declaration of Human Rights (1948), followed by the definition of “refugee”<sup>2</sup> in the Geneva Convention of 1951. Decentralised policies delegate, directly or implicitly, local governments to manage impacts of international migration (Balbo, 2008). Yet, most cities do not have explicit policies dealing with international migration (Balbo, 2005; UN-Habitat, 2004) although voluntary and forced migration have been perpetually central to humanities existence.

Balbo (2008) emphasises the importance of developing local migration policies based on the qualities of the migration phenomenon. As we well know, abrupt and intensive flows of migrants in recent years are of utmost importance. Therefore, significant debates continue in international fora particularly on how to share responsibility. Refugee status is originally defined as the legal status of the person whose concerns are justified by the country of refuge, but it is also a human condition and a social reality. Consequently, discussions on the legal process and status ambiguities reveal the necessity to consider the refugee issue as a *de facto* situation, not a *de jure* situation in the world conjuncture. It is mostly local governments that are expected to welcome the urban refugees<sup>3</sup> and cater to their needs. Therefore, providing services to refugees will be possible by accepting their rights to the city and the solution lies in the urban scale. The HRCP addressed the refugee issue as one of its main themes in light of the requirement to fulfil international obligations at the local level and the globally growing importance of urban refugees in terms of quality and quantity.

1 Right to seek asylum: (Universal Declaration of Human Rights, Article 14) Everyone has the right to seek and to enjoy in other countries asylum from persecution. This right may not be invoked in the case of prosecutions genuinely arising from non-political crimes or from acts contrary to the purposes and principles of the United Nations.

2 Refugee: “a person who has a well-founded fear of persecution because of his/her race, religion, nationality, membership in a particular social group or political opinion and is outside the county of his nationality and is unable to or, owing to such fear, is unwilling to avail himself of the protection of that country” (N Geneva Convention, 1951)

3 An urban refugee is defined as a refugee who settles in an urban area rather than in a refugee camp in the country or territory where the person fled to (<https://www.unhcr.org/urban-refugees.html>)

## The theme of Refugees under HRCP

The theme of refugees under HRCP is directly related to Sustainable Development Goal 11 “Sustainable Cities and Communities”, as its purpose is to make cities and human settlements inclusive, safe, resilient and sustainable and SDG 10 “Reduced Inequalities” as it aims to reduce inequalities within and among countries. Goal 10.7 intersects with the theme of refugees and sets out the target of “facilitating orderly, safe, and responsible migration and mobility of people, including through implementation of planned and well- managed migration policies”.

The international human rights framework provides that all migrants have all human rights without discrimination, except for a few limited instances related to political participation and freedom of movement. (Cernadas, LeVoy, and Keith, 2015, s.1). The UN Committee on Economic, Social and Cultural Rights (CESCR, General Comment 20 (2009) Article 30) provides that the economic, social, and cultural rights guaranteed by the Convention apply to everyone including non-nationals, such as refugees, asylum-seekers, stateless persons, migrant workers, and victims of international trafficking, regardless of legal status and documentation. Yet, unfortunately, migrants’ “right to have rights” is constantly being questioned, especially when migrants’ residence or migrant status is irregular, or when they are subjected to systematic discrimination or when their human rights are violated. “Refugee friendly city” practices reveal that the solidarity policy and the welcome policy have become open and institutional.<sup>4</sup> The HRCP highlighted the importance of a thematic approach in the development of human rights indicators for “social inclusion”; ergo, the interest and willingness of Municipalities to the theme is crucial. Institutional capacity development such as access to data, financial resources and human resources can be developed accordingly.

Human rights indicators are geared towards capacity building, not just an assessment of existing capacity (Green, 2001). City administrations in many countries are highly dependent on national governments materially, financially, and legally with regards to immigration/refugee practices (UNESCO, 2016, p.47). Still, municipalities can improve their current budget, staff, equipment, and organisational structure in favour of permanent and sustainable local immigration policies. A human rights indicator is not (necessarily or merely) a means of determining the extent to which individuals are enjoying access to basic needs-which would be a possible definition of a development

4 For the example set in Barcelona, please see Hansen (2019).

indicator (Green, 2001, p.1091). Instead, it is important to consider human rights indicators as practical tools for enforcing human rights in laws, policies and practices and monitoring their implementation (OHCHR, 2012, p.2). Consequently, HRCP refugee indicators aim to monitor and ensure fulfilment of human rights from the bottom up.

## Localisation of the Theme of Refugees

The theme of refugees has intersectionality with all other themes: child refugees, refugees with disabilities, older refugees, and women refugees. HRCP indicators, developed under the themes of children, disability, ageing, and gender intersect with the theme of refugees, and consider the right to the city as the basis of local social services provided to people regardless of their citizenship or legal status. Municipalities should provide services independent of the identity of the service beneficiary, in other words the fundamental principle is to approach everyone equally. It is important to focus on disadvantaged groups to overcome the current social inequalities. In this respect, we continue by considering the following commitment of the municipalities as data “The Municipality does not question the migrant/refugee status of people who receive or apply to receive social services”.

Although the services provided to refugees by local governments vary in Turkey, these services are generally considered as assistance to the poor and needy as part of emergency management. Some municipalities do not just settle for fulfilling the needs of refugees but strive to become a model by developing a wide variety of innovative solutions for their integration and social cohesion. In acute times of the refugee crisis, especially after the influx of Syrians, municipalities considered the influx as a temporary situation and opted for short-term and ambiguous solutions that saved the day. However, as time went by and the situation persisted, municipalities came to realize that they would always face the phenomenon of migration and refugees; and it became obvious that it was necessary to develop devoted, well-structured, adaptation-oriented, and long-term programs. Municipalities have started to develop strategies that can control the adverse reaction of the local people and locally manage the migration. In Turkey, the size of Syrian refugees within municipal boundaries and the individual interests/attitudes or political will of mayors or municipal authorities towards refugees define the quality and the scope of the municipality’s response to the refugee issue. (Eliçin, 2018:84,90-91).

Municipal solutions also vary as they may designate services to different units or set up a specific unit for migrants/refugees in the Municipality.<sup>5</sup> Balbo (2008) criticises municipalities of often leaving it to the capacity of a single unit to satisfy the needs of migrant groups; still, the presence of these units can be regarded as a preliminary indication of an interest in refugees, at least to be capable of reorganising in the face of an abrupt and intensive refugee influx. Field observations show that socio-economic opportunities, entailing a perspective on enhancing social cohesion, should be offered to both the refugees and the local community they live with. However, all things considered, it remains critical to draw up a proper budget.

Definition of “fellow-citizen/fellow-townsmen” in Article 13 of the Municipality Law no. 5393 includes non-citizens, which provides an opportunity and a ground of obligations for municipalities to provide services to the refugee population. On the other hand, Law no. 6458 on Foreigners and International Protection (LFIP), provides for a very limited role for municipalities, which can be briefly defined as offering recommendations and contributions to the Directorate General of Migration Management (DGMM). Articles 96 and 104 grant powers to DGMM to ensure coordination and cooperation with public institutions, universities, local governments, CSOs, private sector and international organisations. Municipalities that work with universities, CSOs, international organisations on refugees take more significant steps and can turn such cooperation into an important tool. It is particularly essential for municipalities to work with a CSO on the issue of refugees. Sultanbeyli Municipality stands out as the best example in Turkey in this regard. In 2014, Refugees and Asylum Seekers Assistance and Solidarity Association (RASAS), organically related to Sultanbeyli Municipality, was established and worked well in cooperation with the Municipality to provide solutions to the problems of people, primarily Syrians, who are outside their country and in need of international protection.

Municipalities are local governments that provide services to a certain population in a certain area/region. Municipalities face several challenges in planning activities for refugees, mainly due to legal grounds and financial resources (the capacity of the municipality) as well as the lack of accurate data (reliable and valid data) (Eliçin, 2018:79-80). It is important to know the ratio of migrants in general, and

5 Some municipalities have Social Services Units that work on refugees and migration, whereas in others multiple units work together; municipalities rarely have a specific Migration Unit. For instance, in 2007, Zeytinburnu Municipality founded a Centre of Support for Family, Women and People with Disabilities (AKDEM) under the Directorate of Social Services, which plays an effective role in providing services to refugees. Following the influx of Syrian refugees, an Adaptation to City Unit was set up under AKDEM. Another remarkable example is the Strategy Unit at Sultanbeyli Municipality which assigns and organises services for refugees. Despite its lack of experience in this field, the Strategy Unit set a good example in its collaboration with civil society in terms of its original approach and organisational model (Eliçin, 2018:84-85). In Şişli, a Migration Unit was established in 2015 under the Directorate of Social Services.

the ratio of refugees in particular in a given settlement because it demonstrates the existing or potential (required interest/ future interest) interest of that settlement in the matter. The two key points here are (i) the ratio of international migrants and refugees and (ii) the diversity in the background of the group that is interested in. If the background diversity involves different migrant profiles in the settlement, it is important not to disregard these differences and to include them. On the other hand, if the background is uniform, the reasons for such uniformity can be evaluated considering the risk of stereotyping. Since refugees have more mobility than other vulnerable social groups, there is not a fixed rate for every settlement. Turkey has become de facto the largest refugee-hosting country worldwide due to the influx of refugees, mostly Syrians, in recent years. Data as of December 2019 show that the ratio of only Syrians under temporary protection to the population of Turkey stands at 4,4 %. The ratio of migrants in Turkey (including those under international protection and irregular migrants) is around 5 %. It may be difficult to find the exact number due to the refugees who are not registered locally.<sup>6</sup> In order to locally manage migration municipalities need to overcome several barriers, one of which is the lack of reliable knowledge on refugees.

Legal obligations and responsibilities of municipalities in Turkey can be evaluated in terms of the capabilities of refugees. The fact that the Municipality Law is open to interpretation in some respects is regarded as an opportunity to promote human rights. This shows us that municipalities are not limited to the legislation but can vary in their practices. Indeed, good practices can lead the way. What is critical at this point is for the Municipality to make a commitment and announce that “it can do this”.

## HRCP Indicators on Refugees

Keeping the principle of reciprocity is as important as the localisation of indicators. We focused on the criteria (input, outcome, quality and effectiveness) defined in the Strategic Planning Guide for Municipalities for producing indicators on strategy development and performance in Municipalities (sp.gov.tr). We applied the SMART framework to evaluate the indicators of the city to determine whether they are specific, measurable, achievable, relevant and time-bound.

<sup>6</sup> There are some Municipalities that adopt the perspective that the legal ground is limited only to providing services for refugees (Erdoğan, 2017:77).

We acted from the point of view that the international level-scales developed for human rights should be drawn to the city scale for the sake of municipalities and local governments and even to the neighbourhood scale in order to better analyse certain situations. (Advisory Board meeting, 3 August 2018). We also used other criteria such as measurability, urgency, applicability, comprehensibility, and validity.

We focused on more revealing indicators that can determine the position/ importance of the service instead of those establishing the number of services or the presence of the relevant unit (yes/no) to see the impact of the service. Accordingly, the suggested indicators related to the improvement of the lives of refugees in urban life were discussed in terms of the capabilities of (i) accessibility, (ii) safety, and (iii) participation, rather than obligations (Table 6). In addition, while developing sample indicators under HRCP, we sought and received opinions from participants who have field experience in the current local situation in Turkey.<sup>7</sup> We identified the following main headings for indicators about the refugee life in the city: housing and settlement, health and public health, education, employment, social cohesion, and non-discrimination. We then conducted a desk review on the theme of refugees, identifying its headings as equality, non-discrimination, participation and social cohesion.<sup>8</sup> Finally, indicators were systematically evaluated in terms of four dimensions: (i) non-discrimination and equality of treatment, (ii) right to education, (iii) right to health and (iv) right to decent work.<sup>9</sup> For instance, a quantitative indicator was developed under the heading of safety and related to anti-discrimination and the right to education: “The number of programs conducted by the Municipality in the last 3 years to reduce xenophobia in schools”.

In light of the literature and the information obtained from participants working in the field, we agreed on a plan to work with three municipalities, namely, Mersin Metropolitan Municipality, Sahinbey Municipality and Zeytinburnu Municipality. The functionality of the indicators was tested in a pilot study conducted with Zeytinburnu Municipality.<sup>10</sup>

<sup>7</sup> Project Development Workshop under HRCP was held in Antalya on 30-31 March 2018, where we discussed (i) the current problems faced by “asylum seekers” in the city, (ii) possible solutions considered by the Municipality to remedy the adverse situation and (iii) potential contributions by HRCP in putting these solutions into practice.

<sup>8</sup> There are five major dimensions with regards to refugees’ rights to the city: (i) housing, (ii) mobility, (iii) safety, (iv) access to urban services, and (v) urban democracy-participation.

<sup>9</sup> KNOMAD (Global Knowledge Partnership on Migration and Development) uses these four specific dimensions to develop human rights indicators for migrants and their families. (Cernadas, LeVoy, and Keith, 2015).

<sup>10</sup> I would like to thank Darica Municipality for their support in testing the set of indicators.

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**Table 6.** Indicators for Refugees

INDICATORS FOR REFUGEES		
PARTICIPATION	MECHANISMS SUPPORTING PARTICIPATION, COMMITMENTS	<ol style="list-style-type: none"> <li>Does the Municipality’s commitment to become a human rights city include the theme of refugees (is there a relevant Council decision)? (yes/no)</li> <li>The refugee or migrant status of a person who applies for or receives social services from the municipality cannot be questioned (yes/no)</li> <li>Does the Strategic Plan include the municipality’s approach to refugees? (yes/no)</li> <li>Does the Municipality have an administrative unit or desk that facilitates communication for or provide services to refugees? (yes/no)</li> <li>Does the Municipality have a specific unit for migrants/refugees? (yes/no)</li> <li>Does the Municipality have an extra budget for refugees? (yes/no). If the Municipality has a specific unit for refugees, is there a specific budget allocated for this unit?</li> <li>Do City Councils have a committee for refugees? (yes/no)</li> <li>If there is a specialised committee for refugees, do CSOs participate in the decision-making process as observants? (yes/no)</li> <li>Does the Municipality have a sister municipality with regards to refugees? (yes/no)</li> <li>Have there been any institutional arrangements or new initiatives or capacity building efforts in existing initiatives in the Municipality in response to the recent and massive influx of refugees in the aftermath of Syrian crisis? (yes/no)</li> <li>Has a media and public relations strategy been devised for living with refugees and migrants? (yes/no)</li> </ol>
	SOCIAL COHESION	<ol style="list-style-type: none"> <li>Number of municipal activities in the last 3 years where different refugee groups and local people got together; and the number of beneficiaries of these activities</li> <li>Number of projects the Municipality carried out in the last 3 years about non-discrimination and equal treatment of refugees</li> </ol>
	ACCESS TO PROCEDURAL AND SOCIAL SERVICES	<ol style="list-style-type: none"> <li>Number of municipal staff working on refugees</li> <li>Number of staff working at community centres for refugees within the municipal boundaries</li> <li>Number of trainings on the rights of refugees provided by the Municipality in the last 3 years to public institutions, CSOs or field workers; and the number of beneficiaries (For instance, trainings for health workers, teachers or employees on cultural diversity, international migration, prevention of racism and xenophobia, refugee rights, intercultural education and human rights of refugees)</li> </ol>
	EDUCATION	<ol style="list-style-type: none"> <li>Number of projects the Municipality carried out in the last 3 years about refugees’ right to decent work</li> </ol>
	COOPERATION WITH INTERMEDIARY STAKEHOLDERS, COMMITMENTS	<ol style="list-style-type: none"> <li>Does the Municipality work with CSOs focusing on migrants or refugees? If yes, what is the quality of such joint work? (communication/cooperation/partnerships/protocol)</li> <li>Does the Municipality work with academicians with regards to migrants or refugees? If yes, what is the quality of such joint work? (communication/cooperation/partnerships/protocol)</li> <li>Does the Municipality work with international organisations with regards to migrants or refugees? If yes, what is the quality of such joint work? (communication/cooperation/partnerships/protocol)</li> </ol>



INDICATORS FOR REFUGEES		
ACCESSIBILITY	ACCESS TO PROCEDURAL AND SOCIAL SERVICES	21. Number of experts in the Municipality entrusted to work on social cohesion (experts with a degree on psychology, social services (social work), law, sociology, political science, international relations) 22. Number of multi-lingual staff or interpreters in the Municipality who can provide support in the native languages of refugees 23. Is there a mechanism in place to provide information on municipal services and activities in the native languages of refugees? (yes/no) 24. Is there a toll-free mobile call centre in the Municipality which offers support to refugees in their native languages? (yes/no) 25. Does the Municipality directly contact refugees (phone calls etc.) to inform them about municipal activities? (yes/no) 26. Does the Municipality provide regular trainings to its staff on refugee rights? (yes/no)
	HOUSING	27. Does the Municipality provide housing to refugees? (yes/no) 28. Does the Municipality provide social guidance with regards to the housing problem? (yes/no) If yes, what is the quality of such guidance? (open ended)
	ACCESS TO HEALTH SERVICES	29. Number of municipal staff trained on advocacy (local referral and follow-up) and refugee access to healthcare 30. Number of training programs conducted by the Municipality to raise awareness on the migrants/refugees' rights to health 31. Number of refugees in the last 3 years who have participated to informative/ awareness raising programs on sexual and reproductive health, family planning and birth control 32. Ratio of beneficiaries of concerts held by the Municipality (W/W population; M/M population; %) 33. Ratio of beneficiaries of artistic performances organised by the Municipality (K/W population; M/M population; %)
	EMPLOYMENT	34. Number of programs in the last 3 years that will facilitate refugees' access to the labour market through the Municipality 35. Number of refugees who have completed certified vocational training programs in the last 3 years 36. Number of programs conducted by the Municipality in the last 3 years to raise awareness on refugees' right to work and the number of participants
	EDUCATION	37. Number of municipal staff providing referral on child refugees' access to formal education 38. Number of refugee students in the last 3 years who have participated in non-formal education programs offered by the Municipality 39. Number of refugees who have participated in language courses provided by the Municipality in the last 3 years 40. Number of programs conducted by the Municipality in the last 3 years to inform child and young refugees about educational opportunities. 41. Number of students in the last 3 years who successfully completed free Turkish language courses provided by the Municipality? 42. Number of projects carried out by the Municipality in the last 3 years to ensure the right to education for everyone without any discrimination

INDICATORS FOR REFUGEES		
SAFETY	EMPLOYMENT	43. Number of programs conducted by the Municipality in the last 3 years with a view to combat discrimination against refugee workers in workplaces
	SOCIAL COHESION	44. Does the Municipality's Call-line for Complaints or Dispute Resolution Centre accept, observe, or refer complaints about xenophobia? (yes/no) 45. Number of programs conducted by the Municipality in the last 3 years to reduce xenophobia at schools



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