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# Gender Equality Monitoring Report of Turkey Executive Summary

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## **Enhancement of Participatory Democracy in Turkey: Monitoring Gender Equality Project Phase II**

# **Gender Equality Monitoring Report of Turkey 2019-2020 Executive Summary**

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**PROF. DR. SERPİL SANÇAR** is a Professor at Ankara University Faculty of Political Sciences, Department of Political Sciences and Public Administration. After completing her Ph.D. in political sciences, she has taught courses in political theory, political sociology, global political dynamics, religion-politics relations, and research methodology in social sciences. Having studied women and gender, Prof. Sancar played an active role in the conduct of Ankara University post-graduate programmes in women studies by delivering courses in “Feminist Theory”, “Gender and Politics”, “Women’s Rights Movements”, “Gender of Turkish Modernization” and “Methodology in Women Studies”. As one of the founders of Ankara University Women’s Problems Research and Application Centre (KASAUM), Prof. Sancar also served as the director of the centre for many years. Professor Sancar was in George Washington University, US, as a visiting researcher in 2011-2012 where she studied “Religion and Gender” and lectured. Prof. Sancar is the founding president of the Gender Equality Monitoring Association (CEİD) and has been actively working in the management of the association.

Professor Sancar has many publications and studies in areas where women’s studies and political science intersect. The following are some recent works by Prof. Sancar: Religion, Politics and Women: Iranian Revolution, 1990, Belge Yayınları (Second edition: 2016, Nika Yayinevi); Gender of Turkish Modernization: Men Make the State, Women Make Families, 2012, İletişim Yayınları (Second edition: 2014, İletişim Yayınları); Feminist Critique in Turkey on the Verge of the 21th Century (Collection, Parts I and II, 2011, Koç Üniversitesi Yayınları); Masculinity: Impossible Power/ Men in Family, Market and Street, 2009, Metis Yayınları, (Fourth edition: 2020, Metis Yayınları); Adventure of the Ideology: From False Consciousness and Hegemony to Discourse, 1997, İmge Yayinevi (Third edition: 2016, İmge Yayinevi).

### **CEID- Expert Working Group on Indicators (EWGI)**

Expert Working Group on Indicators (EWGI) consists of Gülay Toksöz (Prof. Dr.), İlknur Yüksel-Kaptanoğlu (Assoc. Prof.), Emel Memiş (Assoc. Dr.), Hilal Arslan (Dr.), Aslıhan Kabadayı, Oguzhan Akyıldırım and Bengin İnanç. In the EWGI, which consists of CEID members, experience in different fields from academic studies to research design, data analysis, and indicator creation is combined. The revision and selection of the indicators for thematic areas produced by CEID in the field of Gender Sensitive Right-Based Monitoring are carried out by the EWGI.

## Preface

Turkey, at least for the past century, has been an important member of the civilized world with her ongoing struggles for the protection of fundamental human rights of women, and for the elimination of inequalities between women and men. These struggles have gained a new momentum in Turkey in the 1980s; and Turkey has become a strong defender of and stakeholder in the international development of gender equality norms, goals and policies. The process of being a part of the civilized world with respect to gender equality has made a considerable leap forward with the adoption of the Convention on the Elimination of All Forms of Discrimination against Women -CEDAW in 1985; and continued its advancement with the signing of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence -Istanbul Convention in 2011, and with the TBMM (Grand National Assembly of Turkey) adopting this most recent and comprehensive covenant in 2012.

During this time, Turkey created numerous structures and institutions to translate gender equality into life by adapting relevant international norms and goals; brought her legislative framework in line with these norms, and developed various policies for effective implementation; and put action plans into effect for mainstreaming gender equality. Now, there is a need to monitor all these efforts, and address the deficiencies. The Association for Monitoring Gender Equality (CEİD) is trying to contribute to the process at this level as a rights-based civil society organization monitoring the ongoing inequalities.

Since its establishment, CEİD has been identifying gender inequalities in different areas in Turkey, and conducting monitoring work through mapping and indicators that help expose problems. Since 2017, activities of the organization have been funded through direct grant support by the European Union Delegation to Turkey under the Project "Strengthening Participatory Democracy in Turkey: Gender Equality Monitoring I and II". During the 2017-2019 period gender equality mapping and monitoring reports were prepared for ten thematic areas: education, employment, health, participation to political decision-making, urban services, religious services, media, sports, violence against women, and combat against trafficking human beings/women. For the period 2020-2022, five new thematic areas were added to the original ten: gender equality in income distribution and poverty; social assistance; access to justice; women refugees; gender equality in the fields of science, technology, engineering and mathematics and men's participation to gender equality. Also, another report on the prevention of child, early and forced marriages was prepared in cooperation with UN Women. Developments taking place in the initially addressed thematic areas were updated in 2020 by their authors with the help of new reports<sup>1</sup>. All these reports aim to evaluate the legislation, implementation and monitoring policies in Turkey in light of international norms and standards in gender equality; expose problem areas related to gender equality; and to enhance independent and scientifically-based monitoring capacity by developing monitoring indicators specific to respective areas.

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<sup>1</sup> All reports can be found in CEİM E-library.

<https://dSPACE.ceid.org.tr/xmlui/handle/1/172>

The report at hand, Gender Equality Monitoring Report for Turkey 2019-2020 aims to take the already conducted work to the next stage and present an overall evaluation of the current situation. This report, as a countrywide periodic mapping and indicator-based monitoring study prepared with the accumulated knowledge from the abovementioned work, is the first step for monitoring and reporting activities at a national level. The CEİD is planning to regularly develop and release similar national monitoring reports.

While CEİD has continued its efforts to monitor gender inequalities in various areas since 2017, we have also witnessed a serious resistance against achievements in gender equality in Turkey and some fundamental rights of women, including attempts to block and reverse the progress made. The most crucial move in this regard was the deletion of the norm 'gender equality', which had been long accepted as a national goal, from official state documents. Plus, most recently, upon a presidential decree, Turkey declared her withdrawal from the Istanbul Convention on 20 March 2021.

The perceivable inconsistencies and the regression in the implementation of women's rights which were gained gradually since 2008, and some rights being made practically unusable continue to cause public concern. Examples include the state encouragement of having at least three children, and threats to women's reproductive health and rights by de facto limitations to the exercise of the right to abortion.

These concerns were further aggravated with the justifications used for Turkey's withdrawal from the Istanbul Convention; which include "ruining the family", "spread of homosexuality" and "destruction of religious and cultural structure." Despite the campaigns and protests launched by women's organisations, feminist- and rights-based organizations and some political parties Turkey is out of the Istanbul Convention as of 1 July 2021. This unfavourable development regarding the Convention demands that we approach other similar discourse and attitudes as part of the same process; i.e. the negative comments and political statements concerning the Lanzarote Convention that bans child marriages and CEDAW which is considered to be the constitution for women. There are also some other examples to acts that aim to reverse women's acquired rights including the limitation of the rights of women to alimony, and proposals of legislative amendment submitted to the TBMM in 2019 to save men from the charge of illegal marriage when they marry girls under the age of 18 with their "consent".

Criticisms targeting the use of the term "gender" led to the exclusion of this term in public institutions of the education field. Specific examples include YÖK's (Higher Education Board) removal of the Gender Equality Position Document; and termination of the Project for Gender Equality in Education by the Ministry of National Education. In parallel to the abandonment of gender equality aims, inequality persists in education and new negative developments are continually witnessed. These inequalities include the following: women have higher rates of illiteracy compared to men; early childhood education is behind global standards and targets of the 10th Plan; schooling within compulsory education is failing to cover the whole school-age population; for all age groups 13 and over female students shift to Open Education; in secondary education institutions that provide general, vocational-technical, and religious education, female students constitute the majority only in religious education. Meanwhile, the decrease in net enrolment rates for both women and men in secondary and higher education can also be seen as a case of regression. Furthermore, especially within the COVID-19 action and exit plans there are increasing inequalities in girls' and women's access to distant learning and information technologies at various levels



including national, regional and local, in primary, secondary and higher education, in public and private institutions and also for risk groups such as children with special needs, migrant, refugees, temporary agricultural workers, etc.

The Covid-19 outbreak brought new claims of women's rights violations to light. As lockdowns forced people indoors, the consequent increase in women's housework; plus, the insufficiency of violence prevention services in addressing the rising rates of domestic violence became important problems related to gender inequality in Turkey. Studies show that COVID-19 related job losses affected workers with low educational levels already employed in temporary and informal jobs before the pandemic more negatively and particularly the employment of young women with these characteristics due to preexisting inequalities. Government's "suspension" of some fundamental achievements in women's rights, and the lack of serious measures against new gender inequalities triggered by the pandemic confirmed the importance of monitoring gender inequalities in the country with objective and scientific criteria. This report on periodic monitoring and reporting of gender inequalities has thus gained a critical importance.

Prepared in light of these developments, the report consists of two chapters. The first chapter, "Structural Monitoring" authored by Prof. Dr. Serpil Sancar, first summarizes the universal norms, strategies and policies of rights-based monitoring gender inequalities by referring to fundamental documents. It evaluates gender equality mainstreaming policies from this perspective. For this, fundamental legislation, development and action plans, vision, mission, strategies and action plans of ministries and their affiliated institutions in charge of realizing gender equality are reviewed and the extent to which objectives, strategies and policies in these documents are in compliance with the norm on equality is examined. This part also evaluates gender equality monitoring work by civil society organizations in Turkey and the stance of Turkey in international gender equality indexes.

The II Chapter in the report is "Monitoring with Indicators and Indicator Data". This chapter is by Indicators Expert Group composed of Prof. Dr. Gülay Toksöz, Assoc. Prof. İlknur Yüksel-Kaptanoğlu, Assoc. Prof. Emel Memiş, Dr. Hilal Arslan, Aslıhan Kabadayı, Oğuzhan Akyıldırım and Bengin İnanç. This part offers users in tables indicators selected from among indicators developed by 16 thematic area reports in total so far for the purpose of annual monitoring of gender equality and values related to indicators whose data is available. In terms of many different thematic areas, it is possible to see developments taking place in many areas of which some are briefly mentioned above in the first part of the report on structural monitoring and in tables in the second part on monitoring with in indicators.

By its evaluation national-level practices and exposure of the present situation by "monitoring indicators" developed on the basis of scientific and objective data together with developments within the framework of Turkey's international commitments in gender equality, we hope that this report contributes to the adoption of a common stance against negative trends in this particular area. Our wish is that this report supports countless persons and organizations struggling and making efforts to prevent and eliminate gender inequalities in Turkey.

CEİD Executive Board

# Gender Equality Monitoring Report of Turkey 2019-2020

## Executive Summary

The present Gender Equality Monitoring Report for Turkey is based on thematic monitoring reports and monitoring indicators developed by the CEİD and it aims to draw the local and global public attention to significant developments that took place in Turkey in the period 2019-2020. It is the first national periodic monitoring report covering issues that are important, common and worth monitoring from 16 thematic areas that CEİD had developed in line with international norms and approaches related to gender equality. The report aims to assess the compatibility of Turkish institutions and policies responsible for gender equality with universal gender equality norms, and strategies; and to assess the development towards the goals set by Turkey.

### Documents Containing Gender Equality Strategies and Policies

The following are the international conventions and documents<sup>2</sup> that were considered during the preparation of this report. These conventions and protocols that Turkey acceded to develop are based on global collective wisdom and experience for the realisation of gender equality:

Fundamental Gender Equality (GE) documents under the United Nations (UN):

- Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and Beijing Action Plan,
- United Nations (UN) GE Monitoring Strategy and Policy Document in effect: Sustainable Development Goals (SDG),
- UN - Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children - Palermo Protocol (Turkey acceded to the protocol on 13.12.2000 and ratified in 2003),
  - UN-International Conference on Population and Development (ICPD) +25 (2019 Meeting on the 25th Anniversary of Nairobi Conference monitoring outcomes related to sexual and reproductive health),
  - The latest periodic monitoring report on Beijing Action Platform Declaration and Action Plan assessing developments and problems: Beijing + 25 (2020),
- UN, General GE Strategy Document (Gender Parity),
- UN, Entity for Gender Equality and the Empowerment of Women (UN-Women) Strategic Plan 2018-2021

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<sup>2</sup> See the main report for information on access to documents mentioned here.



- UN-CEDAW Committee Decisions,
- UN-Women's Status Commission decisions.

Advisory GE documents for Turkey's European Union candidacy:

- EU- GE Action Plan presently in effect: A Union of Equality: Gender Equality Strategy 2020-2025
- EC 2019 Report on equality between women and men in the EU
- EU European Institute for Gender Equality (EIGE) Beijing +25: the fifth review of the implementation of the Beijing Platform for Action in the EU Member States
- EIGE, Gender Equality Index 2019
- Council of European Municipalities and Regions (CEMR) European Charter for Equality of Women and Men in Local Life -2006.

Fundamental GE documents of the Council of Europe (CoE) that Turkey must comply with as a member state:

- Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence -Istanbul Convention, (Turkey first signed the convention that was opened to signing on 11 May 2011. Though the Convention was published in the Official Gazette dated 8 March 2012, Turkey withdrew with a presidential decree dated 20 March 2021).
- Council of Europe Convention on Protection of Children against Sexual Exploitation and Sexual Abuse (Lanzarote Convention),
- CoE- Gender Equality Strategy 2018-2023,
- GREVIO Monitoring Reports,
- CoE- Decisions taken by the European Court of Human Rights (EcHR) as a supervisory body on human rights (Turkey recognized the right to individual application to the EcHR in 1987 and EcHR's jurisdictional authority in 1989),
- CoE-Recommendations (Particularly recommendations related to relationship between gender stereotypes, gender inequality, sexism and violence against women and girls (Recommendation CM/Rec (2019)).

## **Universal Norms in Gender Equality**

**Universal norms in gender equality** identified in CEID mapping reports in accordance with universal human rights documents can be listed as follows:

- Prevention of gender-based discrimination to ensure gender equality,
- Compliance with the principle of "respect for human dignity" in all practices,
- Attaching specific importance to discrimination stemming from "multiple inequality" experienced by persons who are discriminated against for more than one ground including, sex, sexual orientation, sexual identity, age, disability, ethnic origin, faith, language, etc. (principle of intersectionality),
- Recognizing that ensuring equality is firstly the responsibility of states and public actors,

- Application of “special measures” and “positive discrimination” to overcome persistent inequalities and forms of discrimination,
- Paying attention to such norms as decent work, conciliation of work and family life and economic independence of sexes in order to prevent violations of women’s human rights,
- Taking women’s empowerment as basis in all practices,
- Given the nature of offences against sexual inviolability, taking “women’s statement” as basis with respect to related complaints and requests for investigation.

## **Universal Strategies for GE**

Major GE strategies included in the above-mentioned international documents adopted by Turkey and whose implementation will be monitored under this report are as follows:

- Ensuring relevant public and civil authorities’ commitment to gender equality,
- Inclusion of mainstreaming the gender perspective as the main policy in the development, implementation and monitoring of all legislative initiatives, policies, programmes and projects,
- Improvements in relevant institutions and legislation for mainstreaming,
- Development of action plans that define the actors, institutions and activities for policy implementation,
- Gender-based data collection and regular publication to see the effectiveness of implementation,
- Affirmative action and support policies to eliminate persistent inequalities,
- Gender impact analysis to see the effects of policies implemented and transformation realized,
- Gender budgeting to see the effects of resource utilization,
- Methodological monitoring to see the level of realization of policies,
- Setting up and supporting independent monitoring bodies to monitor policy implementation,
- Cooperation with social stakeholders,
- Ensuring men’s participation to the process of building gender awareness,
- Development and regular use of gender indicators that facilitate and add objectivity to monitoring,
- Considering 12 critical areas of the Beijing Action Plan while defining policy objectives and strategies.

## Universal Policies Adopted for GE

This report has considered the following major policies based on the assumption that the UN-Sustainable Development Goals 2015-2030 and Council of Europe 2018-2023 Gender Equality Strategy Document cover the latest and most comprehensive objectives, strategies and policies in effect today regarding GE:

- Elimination of all forms of discrimination against women,
- Elimination of all forms of violence against women,
- Elimination of child, early and forced marriages and similar violations of rights,
- Considering women's unpaid family labour and family responsibilities in public services, infrastructure and social protection policies,
- Guaranteeing women's equal participation to all decision-making processes,
- Guaranteeing rights to sex and fertility,
- Giving effect to reforms that provide women equal opportunities in access to economic resources, right to acquire land and proprietorship, financial services, legacy and natural resources,
- Ensuring women's use of technology including information and communication technologies,
- Providing women equal opportunities in rural development,
- Ensuring men's participation to the realization of gender equality,
- Preventing gender discrimination in population and migration movements and in refugees,
  - Preventing and combating against gender-based stereotypes and sexism,
  - Guaranteeing women's right to access justice,
  - Protecting the rights of migrant, refugee and asylum-seeking women and girls.

## Structural Monitoring of GE Mainstreaming Policies in Turkey

Key legislation, including the Constitution, was examined regarding mainstreaming. According to Article 10 in the **Constitution** the task of giving effect to gender equality rests with the state and the measures adopted for this purpose; in other words, "**positive discrimination**" cannot be considered to be in opposition with the principle of equality. According to the last paragraph in the article the state is bound by only the principle of

“equality before the law.” Constitutional Court’s decision to annul the principle of **“equality in benefitting from all public services”** from this article constitutes an important problem.<sup>3</sup>

Article 41 in the Constitution states *“Family is based on equality of spouses”*; but it is not clear what kind of equality is implied in the context of the policy for “strengthening the family”. It is therefore important to monitor to what extent the policies for protecting and strengthening the family are compatible with the principle of “equality”.

It is also important to monitor **if fundamental legislation provides GE**. For example, we can say that the Turkish Civil Code (2001), Turkish Penal Code and Labour Code are all now more gender-sensitive after some modifications. Yet, there are many other pieces of legislation with no sensitivity at all in this regard albeit their important content. Examples include Law no. 979 on the Organization and Duties of the Ministry of Family and Social Policies; National Deputy Election Law no. 2839; Law no. 2820 on Political Parties; Municipalities Law no. 5393; Law no. 6253 on the Administrative Organization of the Grand National Assembly of Turkey; and Law no. 657 on State Personnel.

**Fundamental policy arrangements governing public services** are also crucial for GE monitoring. The first development plan under the Presidential Government System, the **11<sup>th</sup> Development Plan (2019-2023)**, has no mention of a gender equality standard and only mentions the strengthening of family and women. The abandonment of equality standards and the limited discourse around equal opportunities poses a vital risk to protecting women’s rights. Men do not appear among the target groups of the 11. Development Plan as perpetrators or victims including in issues related to the prevention of violence against women. It is a serious problem that there is no mention of the men that perpetrate the violence while discussing the prevention of male violence against women. In the 11<sup>th</sup> Development Plan, targets and policies related to the rights of women appear only related to education, employment, health, strengthening of the family and women. In other words, policies regarding children, youth, social services, poverty, liveable cities, sustainable environment and urbanization are addressed as if they are totally genderless. These subjects lack any policy or target that addresses the gender-based discrimination faced by women and girls. This indicates that mainstreaming as a policy target at national level is applied to a limited extent.

Looking at **11<sup>th</sup> Development Plan** targets and policies we see that “indirect” policies such as “training”, “informing the public” and “awareness building” are adopted in issues where there are significant inequalities and gender-based discrimination. Yet, the prevention of persistent inequalities and cases of gender discrimination requires, in many cases, direct transformative interventions of the public authority and, as foreseen by constitutional Article 10 and CEDAW Article 5, adoption of positive discrimination measures.

The most significant political document defining the practices of GE mainstreaming strategy is the **Women’s Empowerment Strategy Document and Action Plan 2018-2023** which was prepared by the institution responsible of GE mainstreaming, Ministry of Family and Social Services (MoFSS). As a **national action plan**, this document has no mention of “gender equality” which was adopted as the foundation of the earlier plan. Instead, it has

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<sup>3</sup> With Article 1 in the Law no. 5735 dated 9/2/2008, “in the utilization of all kinds of public services” was inserted after “all proceedings.” This provision, however, was later repealed by the Constitutional Court decision no. E.: 2008/16, K.: 2008/116 dated 5/6/2008. <https://www.mevzuat.com/anayasa-mahkemesinin-e-2008-16-k-2008-116-sayili-karari-5735-sayili-turkiye-cumhuriyeti-anayasasinin-bazi-maddelerinde-degisiklik-yapilmasina-dair-kanun-ile-ilgili/>

adopted the “women’s empowerment” standard. Furthermore, it has excluded “women and poverty” and “women and the environment” from the 12 critical areas of the Beijing Action Platform, and defined only 5 major areas to consider: education, health, economy, participation to decision-making, and media.

The most important feature distinguishing the Empowerment Strategy Document from earlier action plans is that it includes **performance indicators** regarding processes and activities of the foundations and institutions involved. Hence, instruments making monitoring and evaluation possible are presented in this plan. Even though General Directorate on the Status of Women (KGSM) has planned for regular monitoring activities, there hasn’t been a monitoring report prepared and presented to the public, yet. **Empowerment Strategy Document** also defines the intersecting policies within the planned strategies, targets and activities. Among these the following are noteworthy: “Monitoring-Evaluation and Impact Assessment”, “Gender-Sensitive Budgeting”, “Women Under or Applying for Temporary/International Protection”, and “Men’s Participation to Women’s Empowerment Process.”

To provide a ground for **specific-purpose policies** there are action plans only for **preventing violence against women**. The former plan for 2016-2020 has not been renewed until July 2021. The only plan on this issue in effect during this period is the **Coordination Plan for Combating Violence against Women (2020-2021)**. The gender equality standard is excluded from the whole Coordination Plan, and empowerment of woman and family is the only adopted standard. In order to ensure the coordination and cooperation of relevant institutions, the plan envisaged a cooperation protocol; and under the Coordination Plan, the MoFLS, Ministry of Justice, Ministry of Interior, Ministry of National Education, Ministry of Health and Department of Religious Affairs signed the **"Protocol on Enhancing Institutional Cooperation and Coordination in Combating Violence Against Women"** on 25 November 2019.

The **Coordination Plan** defines five major objectives: *Legislative Arrangements; Awareness Building and Mentality Transformation; Delivery of Protective and Preventive Services and Empowerment of Victims of Violence; Organization and Delivery of Health Services; and Empowerment Mechanisms of Cooperation and Policy Development to Ensure Effective Service Delivery in Combating Violence against Women.*

The **Coordination Plan** assigns duties to limited number of institutions for mainstreaming GE. These are institutions in charge of security affairs like ministries of interior and justice. Apart from security institutions, the duty mainly rests with the **Department of Religious Affairs** (DİB). The Coordination Plan assigns tasks to DİB regarding “Training in Basic Family Issues”, “Project for Peaceful Family, Strong Society and Safe Future”, “Project on Building Awareness for Protecting the Family and Preventing Domestic Violence” and “Religious References in Preventing Domestic Violence”.

In the plan, one cannot find any concrete definition of perpetrators of violence, an effective intervention plan to prevent acts of violence, or the necessary strategic objectives and priorities. The plan focuses on the victims and disregards the perpetrators. Therefore, it seeks to remedy the consequences without mentioning the root causes of the problems.

The Women’s Empowerment Strategy Document, and Coordination Plan for Combating Violence against Women assign duties to some ministries and the Department of Religious Affairs. But **institutional legislation and terms of reference** of these institutions do not

include the principles and strategies necessary while performing their duties. Consequently, their practices may in some cases be incompatible with or even contrary to fundamental GE standards and strategies. It is therefore a priority to go over the legislation of these institutions and make necessary modifications to achieve gender-sensitivity.

### **Monitoring the Practices of Institutions in Charge of GE Mainstreaming**

The report evaluates the following institutions for monitoring the capacity and practices of institutions in Turkey that are in charge of realizing GE: Ministry of Family and Social Services (MoFSS), and particularly the General Directorate on the Status of Women (KSGM) within MoFSS; Department of Religious Affairs (DİB); Turkish Statistical Institute (TÜİK); Ministry of Health; gender equality units of municipalities and local governments; equality expertise commissions; women's guesthouses and counselling centres under municipalities; women's guesthouses and Centres for Monitoring and Combating Violence (ŞÖNİMs) under the Ministry of Family and Social Services; General Directorate of Security Branch of Combat against Domestic Violence; General Command of Gendarmerie Branch of Children and Domestic Violence; Grand National Assembly of Turkey (TBMM) Committee on Equal Opportunities for Women and Men (KEFEK); Human Rights and Equality Institution of Turkey; and Ombudsman Institution.

The **Ministry of Family and Social Services** oversees the coordination of these institutions' activities. Upon examining this institution with respect to gender-sensitivity we find that the document **Objectives and Targets in the 2019-2023 Strategic Plan** has 6 major objectives and 27 targets defined, of which none is directly related to the protection of women's rights.

The standards for protecting women's rights and realizing gender equality are not included in the mission and vision definitions of the MoFSS. There is no commitment to comply with neither equality nor gender equality standards during the realisation of the Ministry defined mission "empowering the individual and the family." The ministry refers to the action plans under its responsibility as "women's empowerment"; yet, in contrast to its previous attitude, fails to provide any statement that "women's empowerment" should be interpreted as the protection of women's human rights, gender equality within the delivery of public services, and a de facto compliance with gender equality standards.

Only 0.97% of MoFSS's total budget, is spent on "Family Protection" and only 0.26% for "Women's Empowerment." in 2020. This shows that since the ministry dropped "women" from its name; "women's empowerment" is not the only area deemed marginal but "family empowerment" has too become marginalised. **The budget allocated to the protection of women and family is 1.2% of the total budget of the ministry.**

The fact that a big portion of ministry's all GE related efforts are based on "**awareness building**", "**training for awareness**" creates monitoring issues. Effectiveness of such activities cannot be measured without impact analysis and it is difficult to evaluate them in terms of performance. For any effective monitoring and performance evaluation, indicators must be identified for the definition of quality: "Who carries out the work, according to which criteria and for which target group?" or "Is effectiveness measured through monitoring? In the absence of such performance indicators "awareness building trainings" often remain far from solving problems.

MoFSS's efforts for **protection of the rights of women remained under the shadow and limitations of protection of the family** and lost its effectiveness as a policy. It can be said



that this is the natural and inevitable consequence of dropping the word “women” from the name of the ministry. Besides the disappearance of protection of women’s rights, goals like equality of sexes, equality of women and men, and gender equality also disappeared and only the term “equal opportunities for women and men” is used occasionally and in reference to limited number of issues.

This report also addresses the **gender equality monitoring work done by civil organizations and research institutions**. These civil organizations are listed below.

**Civil organizations engaged in monitoring gender equality and women’s and LGBTI+’s rights:** Women’s Platform for Equality (EŞİK), Association for Supporting Women Candidates (KA-DER), Women’s Coalition, BIANET Male Violence Tally, Stop Femicide Platform, Women’s Solidarity Foundation (KADAV), Women Studies Association (KÇD), TCK 103 Women’s Platform, Mor Çatı Women’s Shelter Foundation, Social Policy, Sexual Identity and Sexual Orientation Studies Association (SPoD), Kaos Gay and Lesbian Cultural Studies and Solidarity Association (Kaos GL), Hevî LGBTI+ Association, Red Umbrella Sexual Health and Human Rights Association, Association of Women with Disabilities, Association for Women in Managing Boards, Women Entrepreneurs Association of Turkey (KAGİDER), Initiative for Women’s Labour and Employment (KEİG), Foundation for the Support of Women’s Work (KEDV), Association of Sports and Physical Activity for Women (KASFAD), Equality, Justice and Women’s Platform, Women in Foreign Policy Group (DPK), Public Policy and Democracy Studies Association (PODEM).

**Other organizations engaged in rights-based monitoring:** Monitoring for Equal Rights Association (EŞİTİZ); Local Monitoring, Research and Application Association (YERELİZ); Migration Studies Association (GAR); Association for Solidarity with Asylum-seekers and Migrants (SGDD-ASAM); International Organization for Migration (IOM); Social and Economic Studies Foundation of Turkey (TESEV); Educational Reform Initiative (ERG); Turkish Family Planning Foundation and Demography Association ; Mother-Child Education Foundation (AÇEV); Balance and Supervision Network (DDA).

**Professional organizations and trade unions whose activities are monitored:** Union of Chambers of Turkish Engineers and Architects (TMMOB)-Women’s Working Group (KÇG), Turkish Medical Association Women Physicians and Women’s Health Branch, Confederation of Unions of Public Employees (KESK), Confederation of Progressive Trade Unions (DİSK), INDUSTRIALL Global Industrial Workers Union, Education and Science Workers’ Union (Eğitim-Sen), Educators Trade Union (Eğitim-Bir-Sen), Turkish Industry and Business Association (TÜSİAD).

**Academic units:** Kadir Has University Gender and Women Studies Research Centre, Sabancı University, SU Gender.

**Polling firms:** KONDA, IPSOS, YÖNEYLEM Research.

Reports prepared for the purpose of **international monitoring of Turkey’s GE policies** are also addressed. Reports evaluated are:

- Civil Monitoring Reports (Shadow Reports) presented to the CEDAW Committee, and Country Reports presented by the State of Turkey to the same committee,
- Istanbul Convention-GREVIO’ first Monitoring Report on Turkey and GREVIO monitoring reports by civil organizations,

- European Union's 2019 and 2020 Progress Reports on Turkey,
- UN Sustainable Development Goals 2019 Evaluation Report and reports by civil organizations on Sustainable Development Goals,
- National Report prepared for the 25<sup>th</sup> anniversary of Beijing Declaration and Action Platform.

The report also used International Indexes that offer internationally comparable data in GE monitoring and Monitoring Indicators included in these indexes. In this way, Turkey's current state is followed by referring to the following indexes:

- UN-Gender Development Index (GDI),
- UN-Gender Inequality Index (GII),
- Human Development Dashboards,
- Indicator Panel 2 / Life Cycle Gender Gap,
- UN SDG Gender Index (EM2030 SDG Gender Index),
- UNDP Gender Social Norms Index (GSNI),
- OECD Social Institutions and Gender Index (SIGI),
- World Economic Forum (WEF) Global Gender Gap Index (GGGI).

Work for GE-related indexes started in Turkey. The report addresses the following among these:

- TEPAV Gender Equality Report Card of Turkey in 81 Provinces
- YANINDAYIZ Association District-Level Gender Equality Index
- Women's Entrepreneurship Index (KAGİDER)

## **Monitoring with Indicators**

Under the heading **Monitoring with Indicators** in the second part of the report there are gender equality indicators in 16 thematic areas. 146 indicators with available data were selected by studying existing reports; these are indicators that produced and accessible at the national level. Depending on the availability of data, the values of these indicators are given in comparative terms of at least two years. This comparison is important in tracing the direction of trends over years. Of 145 indicators suggested, some have accessible data while other indicators require special research for data collection.

**Available Indicators:** Indicators produced and accessible at the national level.

### **Suggested Indicators:**

- Accessible indicators: These are indicators that are not presently produced; although there is available data, accessibility of it would only be possible through

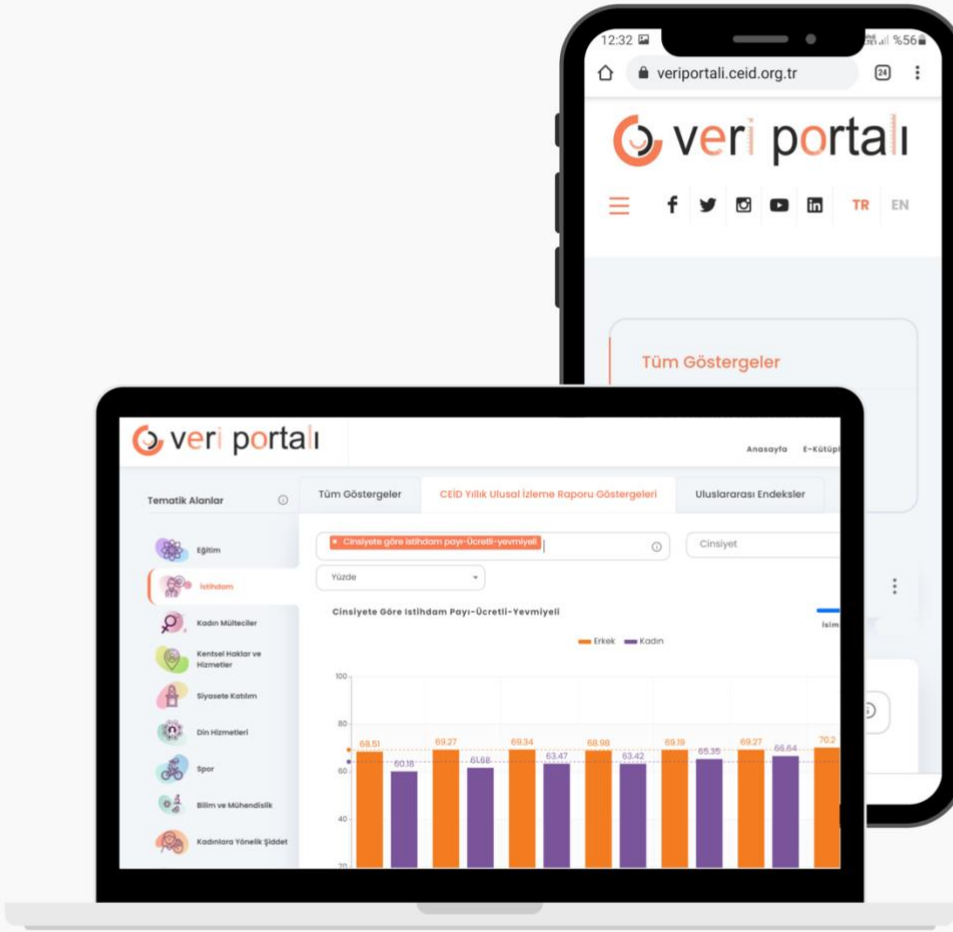
conscious efforts for their production and raising awareness of the necessity of producing gender-sensitive indicators.

- Indicators requiring research: These are indicators that require intensive efforts for bringing relevant data together, combining data from different institutions and research on new topics.

The list of indicators selected with respect to thematic areas with available data and their data sources are given in tables presented here and in annexes. Suggested indicators can be found in Table 1 in the annex. Table 2 presents at least two years data (when available) corresponding to selected indicators

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To examine the indicators in the report in detail, to transfer them to your own work and to share the data on social media:



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