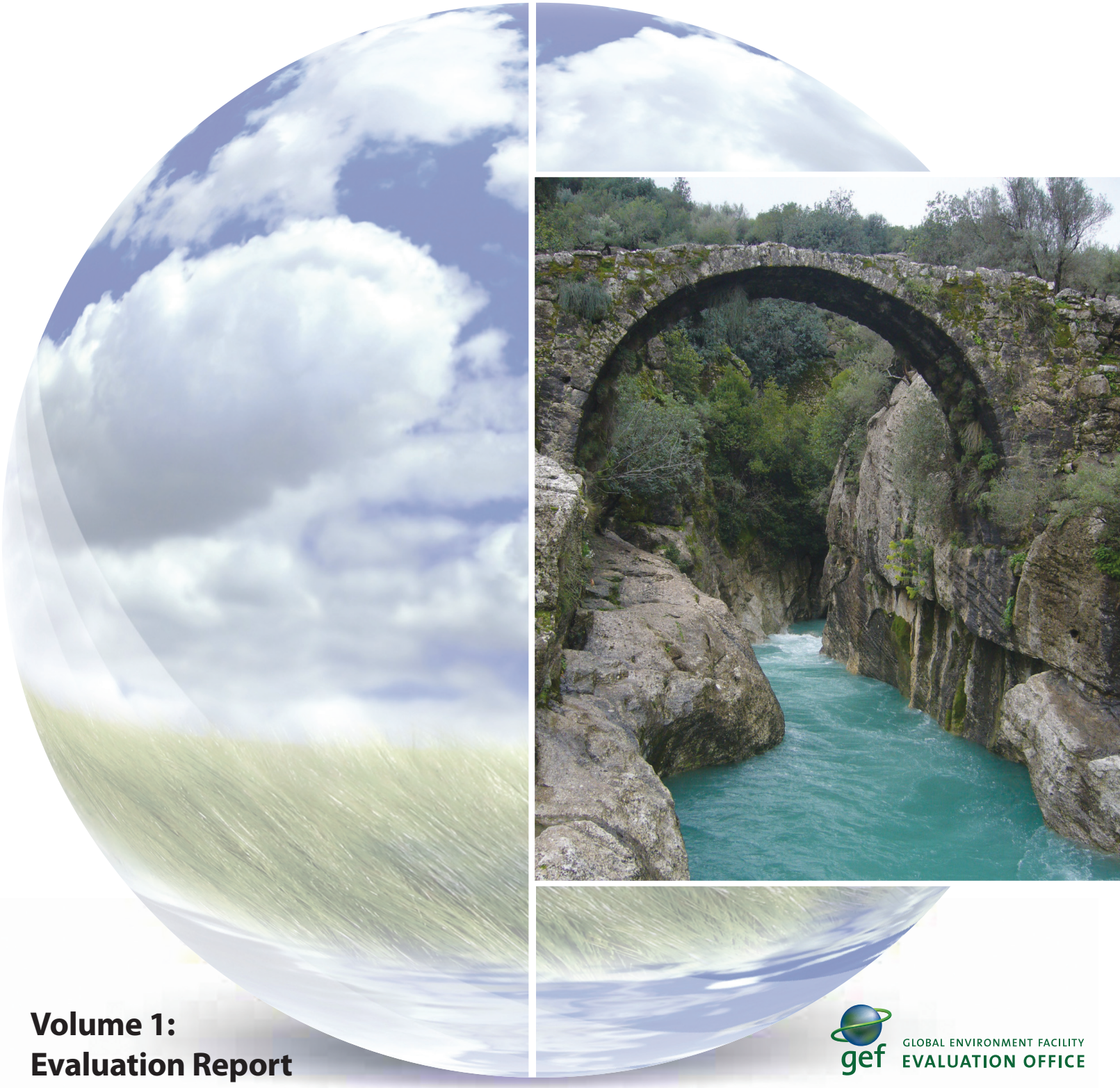
GEF Country Portfolio Evaluation: Turkey (1992–2009)

SEPTEMBER 2010



Volume 1:
Evaluation Report

GLOBAL ENVIRONMENT FACILITY
EVALUATION OFFICE

Global Environment Facility
Evaluation Office

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September 2010

(The main findings and recommendations of this evaluation were presented to the GEF Council in June 2010.)

Evaluation Report No. 60

Volume 1: Evaluation Report

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ISBN-10: 1-933992-32-8
ISBN-13: 978-1-933992-32-7

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Evaluation Report No. 60

A FREE PUBLICATION

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Foreword

This evaluation was one of two country portfolio evaluations conducted in 2010 examining Global Environment Facility (GEF) support in the Europe and Central Asia region. Turkey was selected on the basis of its historically large and diverse portfolio with a biodiversity and climate change emphasis and its uniqueness as a key partner in major GEF regional international waters projects. An interesting aspect of the evaluation concerned the relationship of the ongoing European Union accession process to the Turkish environment and sustainable development agenda. Furthermore, Turkey has participated in the GEF Small Grants Programme since 1992, making it one of the program's oldest partners.

The evaluation found that GEF support in Turkey has been relevant to the national sustainable development agenda and its environmental priorities, with the exception of the land degradation focal area. The evaluation also found that the GEF has paved the way for implementing environmental aspects of Turkey's accession process to the European Union. Turkish initiatives in this regard will now increase the sustainability of impacts started under the GEF. Regarding country ownership, GEF support in Turkey has neither been fully nationally owned nor fully country driven, but this has improved in recent years.

Analysis of the efficiency of GEF support indicates the relatively good performance of projects moving through the GEF activity cycle in comparison to other countries. The evaluation found little evidence that monitoring and evaluation (M&E) is contributing to increased project efficiency. Although GEF Agencies have worked in a complementary way, there are few synergies and little cross-Agency learning. GEF support achieved significant results in biodiversity, including raising awareness and building capacity of national stakeholders. GEF support of marine international waters projects has contributed to strengthening Turkey's commitments to global and regional cooperation to reduce the overexploitation of fish stocks and land- and sea-based pollution in the region. Results in other focal areas are limited, but in some cases, small amounts of funding have produced important catalytic effects. This was the case with climate change, biosafety, and persistent organic pollutants.

The GEF Evaluation Office and the GEF operational focal point invited a large number of stakeholders to discuss the findings of the evaluation on March 22, 2010, in Ankara. During the workshop, the context and methodology were presented as well as the preliminary findings and emerging recommendations. For the first time, the GEF Secretariat was represented at a final workshop of a country portfolio evaluation. It is hoped that this initiative, which was particularly appreciated by the national stakeholders, will become a standard

practice in future country portfolio evaluations. The feedback received was highly constructive and comments have been incorporated into this report as appropriate.

The Turkey evaluation was presented to the GEF Council in June 2010. The Council asked that (1) the GEF Agencies systematically involve operational focal points in M&E activities by sharing relevant information with them in a timely manner; (2) the GEF Secretariat consider provision of specific M&E training to the national focal point mechanism through the Country Support Programme; and (3) the Evaluation Office strengthen, in collaboration with the GEF Secretariat on monitoring issues, the role of operational focal points in M&E. The Council also encouraged the GEF Agencies to give stronger support to environmental issues outside their GEF-supported projects, and to promote up-scaling with partner governments.

The Turkish government responded to the evaluation as well; its response is included as annex G of this report.

The GEF Evaluation Office would like to thank all who collaborated with the evaluation. I would also like to thank all those involved for their support and useful criticism. Final responsibility for this report remains firmly with this Office.

Rob D. van den Berg
Director, GEF Evaluation Office

Acknowledgments

This report was prepared by a team led by Carlo Carugi, Senior Evaluation Officer of the Global Environment Facility (GEF) Evaluation Office, and consisting of five consultants from the national consulting firm ECORYS Turkey: Wietze Lise (lead consultant), Dennis Fenton, Asım Açıkel, Kerem Kaçar, and Aslı Cakın. Anna Viggh, Evaluation Officer, GEF Evaluation Office, participated in the scoping mission. Maria Soledad Mackinnon of the GEF Evaluation Office served as research assistant.

Members of the government of Turkey, particularly within the Ministry of Environment and Forestry—Prof. Dr. Hasan Z. Sarıkaya, Operational Focal Point and Undersecretary; Sedat Kadıoğlu, Deputy Undersecretary; Dr. Cengiz T. Baykara, Head of the International Relations and European Union Department; Salih Ayaz, Director of the Externally Financed Project Division; Nurşen Karadeniz, Industrial Engineer in the International Relations and European Union Department; and staff of the Externally Financed Project Division—provided full cooperation and actively participated in this evaluation.

An aide-mémoire containing key preliminary findings was presented in Ankara on March 22, 2010, to national stakeholders, including representatives of the national government, the GEF Agencies, nongovernmental organizations, the GEF Secretariat, and other civil society partners and academia. The feedback received was highly constructive, and the comments have been incorporated into this evaluation report.

Abbreviations

bcm	billion cubic meter
CBD	Convention on Biological Diversity
CEO	Chief Executive Officer
CO_2	carbon dioxide
CPE	country portfolio evaluation
DDT	dichlorodiphenyltrichloroethane
ESPD	Externally Supported Projects Division
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FSP	full-size project
GDP	gross domestic product
GEF	Global Environment Facility
GHG	greenhouse gas
GMZ	gene management zone
INC	Initial National Communication
KfW	Kreditanstalt für Wiederaufbau
M&E	monitoring and evaluation
MDG	Millennium Development Goal
MoEF	Ministry of Environment and Forestry
MSP	medium-size project
NBSAP	National Biodiversity Strategy and Action Plan
NCSA	National Capacity Self-Assessment
NEAP	National Environmental Action Plan
NGO	nongovernmental organization
NIP	National Implementation Plan
OECD	Organisation for Economic Co-operation and Development
PCB	polychlorinated biphenyls
PDF	project development facility
PIF	project identification form
PMIS	Project Management Information System
POP	persistent organic pollutant
PPG	project preparation grant
RAF	Resource Allocation Framework
ROtI	review of outcomes to impacts
SGP	Small Grants Programme
STAR	System for Transparent Allocation of Resources
UNDP	United Nations Development Program
UNEP	United Nations Environment Program
UNFCCC	United Nations Framework Convention on Climate Change
UNIDO	United Nations Industrial Development Organization
WWF	World Wide Fund for Nature

All dollar amounts are U.S. dollars unless otherwise indicated.

1. Main Conclusions and Recommendations

1.1. Background

At the request of the Global Environment Facility (GEF) Council, the GEF Evaluation Office conducts country portfolio evaluations (CPEs) every year. CPEs aim to provide the GEF Council and the relevant national governments with an assessment of the results and performance of GEF-supported activities at the country level, and of how these activities fit with national strategies and priorities as well as with the global environmental mandate of the GEF. In 2010, the countries selected for CPE assessment were Turkey and Moldova.

As detailed in the terms of reference (annex A), Turkey was selected for a CPE primarily because of its large portfolio with a biodiversity and climate change emphasis, and its participation in major GEF regional international waters projects. Also, the CPE let the Office see the influence of the ongoing European Union (EU) accession process on the national environment and sustainable development agenda.

Based on the overall purpose stated in the standard terms of reference for the GEF CPEs, the evaluation of GEF support to Turkey had the following specific objectives:

- Independently evaluate the relevance and efficiency of GEF support in the country from several points of view: national environmental frameworks and decision-making processes, the GEF mandate and achievement of global environmental benefits, and GEF policies and procedures.
- Assess the effectiveness and results of completed and ongoing projects in each relevant focal area.
- Provide feedback to and share knowledge with (1) the GEF Council in its decision-making process for allocating resources and developing policies and strategies, (2) the country on its participation in the GEF, and (3) the various agencies and organizations involved in the preparation and implementation of GEF support.

Turkey's participation with the GEF began during the GEF pilot phase in 1992 with the preparation of the World Bank–implemented In-Situ Conservation of Genetic Diversity project (GEF ID 71). Turkey has since been involved in an additional 10 national projects plus the national components of two global projects. The country's GEF portfolio totals $36.33 million, with $82.63 million of cofinancing. About 47 percent of GEF funding in Turkey has supported projects in biodiversity, 32 percent climate change, 19 percent international waters, and 1 percent each persistent organic pollutants (POPs) and multifocal area projects (table 1.1). The level of cofinancing has been the largest for international waters projects (46 percent), followed by climate change (42 percent); it has been substantially lower for

Table 1.1

GEF Support to National Projects in Turkey by Focal Area

Focal area	GEF grant (million $)	Total cofinancing (million $)	Percentage of total GEF support
Biodiversity	17.03	9.74	46.87
Climate change	11.64	34.72	32.02
International waters	7.00	38.11	19.27
POPs	0.47	0.00	1.29
Multifocal	0.20	0.06	0.55
Total	**36.33**	**82.63**	**100.00**

Note: Data include two national components of global projects.

biodiversity (12 percent). In addition, Turkey participates in 14 regional and 6 global GEF projects in the international waters (12 projects), biodiversity (3 projects), climate change (2 projects), and multifocal (3 projects) areas.

1.2 Objectives, Scope, and Methodology

The Turkey CPE was conducted between October 2009 and April 2010 by an evaluation team comprised of staff from the GEF Evaluation Office and consultants with extensive knowledge of Turkey's environmental sector. The methodology included a series of qualitative and quantitative data collection methods and standardized analytical tools. Several sources of information from different levels (project, government, civil society, GEF Agencies, among others) were the basis for the evaluation, which was conducted both in Ankara and regions where GEF projects operate. Triangulation—using three or more analytic inputs to validate an assessment—and quality control were exercised throughout. The quantitative analysis used indicators to assess the efficiency of GEF support using projects as the unit of analysis (for example, analyzing the time and cost of preparing and implementing projects). The evaluation team used standardized CPE analysis tools and project review protocols, adapting these to the Turkish context. Projects were selected for field visits based on their implementation status, project approach, accessibility, and time/resource constraints. A key—and innovative for CPEs—element in the methodology was an online survey, which was suggested during the evaluation's initial stakeholder consultation workshop. Finally, a field verification of a project terminal evaluation review and two review of outcomes to impact (ROtI) studies were undertaken for completed projects;[1] the ROtI studies also each included a stakeholder consultation workshop.

The main focus of the Turkey CPE is the 13 projects (11 national projects plus the national components of 2 global projects) implemented within the boundaries of Turkey. Eleven regional projects in the Black and Mediterranean Seas were also reviewed because of their significant in-country involvement; these fell primarily in the international waters focal area and were clustered under two regional programs. Turkey's Small Grants Programme (SGP) was also reviewed. Note that a full assessment of the regional projects' aggregate results, relevance, and efficiency was beyond

[1] The GEF Evaluation Office recently developed the ROtI methodology, which is an innovative approach to assessing a project's progress toward impact a few years after project completion. The Office has also developed guidelines for field verification of terminal evaluation review reports; these are used in its annual performance reports.

the scope of this CPE, given that only the Turkish components were assessed. National and regional project proposals under preparation were not part of the evaluation. The full GEF portfolio in Turkey is presented in annex F.

The following limitations were taken into account and addressed wherever possible while conducting the evaluation:

- As noted in the terms of reference, CPEs are challenging, as there is not yet a GEF country program that specifies expected achievement through programmatic objectives, indicators, and targets.
- The evaluation only assesses the contribution of GEF support to overall achievements and does not attempt to provide direct attribution.
- Many projects do not clearly or appropriately specify the expected impact, or sometimes even the outcomes, of projects. Results reported come from triangulation of various sources, including an online survey, a project field verification, two field ROtI studies, and a meta-evaluation analysis of other evaluation reports.

The evaluation team has established a clear and reliable set of data on projects and project documentation, despite inconsistencies, gaps, and discrepancies contained in the initially available data.

1.3 Conclusions

Relevance of GEF Support

Conclusion 1: GEF support has been relevant to Turkey's sustainable development agenda and its environmental priorities, with the exception of land degradation.

Beginning in the early 1990s, Turkey has developed a framework set of national environmental laws and policies. These aim at improving protection of its biodiversity, the condition of international waters, air quality, and energy efficiency. GEF projects have been fully relevant to these developments, in terms of supporting this framework and even helping to develop it, especially in the biodiversity sector. They have advanced policy and strategic development in biosafety and climate change, among others. Overall, they are responding to national needs and helping Turkey fulfill its obligations to international environmental conventions.

The GEF first successfully supported Turkey's efforts to conserve forest biodiversity in gene management zones (GMZs) through the in-situ conservation project. This is one of the oldest GEF projects, approved during the GEF pilot phase. The World Bank–implemented Biodiversity and Natural Resources Management Project (GEF ID 458, implemented during GEF-2 and consequently referred to as GEF II by national stakeholders) came next, and adopted a different approach. Synergies were built among local livelihood incentives, local-level development, and improved environmental management. This shift reflected both national priorities and the international emphasis on local-level development. The project initiated nature protection in four climatic regions in Turkey; these initiatives were replicated at nine other sites.

Climate change has been emphasized in Turkey in recent years with the development of the country's Initial National Communication (INC) to the United Nations Framework Convention on Climate Change (UNFCCC) and its recent signing of the Kyoto Protocol. This has spurred a national dialogue on climate change and given rise to three full-size project (FSP) proposals in energy efficiency.

The GEF has also provided substantial support to marine international waters. This support is in line both with the GEF mandate for global

environmental benefits and the Turkish environment and development agenda. The GEF supported Turkey through an enabling activity to develop a strategic and informed basis for analysis, prioritization, and action in dealing with POPs. Recently, Turkey recently signed the Stockholm Convention on Persistent Organic Pollutants.

There is one major shortcoming in GEF support of Turkish environmental priorities. Even though land degradation is one of the most pressing environmental problems in Turkey, this focal area has received almost no support from the GEF.

Turkey also has certain major sustainable development issues—notably poverty alleviation and perhaps gender—regarding which the GEF has not always been relevant. Because the GEF, by definition, focuses on global environmental benefits, it cannot always focus on these kinds of issues. The SGP has addressed these and other concerns to some extent, however.

Conclusion 2: The GEF paved the way for implementing environmental aspects of the EU accession process; Turkish initiatives in this regard will now increase the sustainability of impacts begun under the GEF.

The prospect of EU accession has been behind much of the recent and ongoing updating of Turkey's sustainable development and environmental agenda. In December 2009, Turkey's EU environmental chapter was opened.

GEF support was already in place before the start of Turkey's EU accession process. It has been most pronounced in the areas of biodiversity and international waters. GEF support has been particularly relevant for biodiversity with two successfully completed national FSPs as well as an overwhelming majority of SGP projects. The SGP and the in-situ conservation project contributed to Turkey's early ratification of the Convention on Biological Diversity (CBD) in December 1996 and entry into force of the convention on February 14, 1997. Moreover, the government staff members who worked on GEF projects have fostered an increased awareness of and capacity in environmental issues in the public sector. Their expertise will be available for compliance with EU accession requirements.

The GEF's substantial support to marine international waters has been in line with both its mandate for global environmental benefits and the Turkish environment and development agenda. The GEF has provided $66 million in support of 11 regional projects in the Mediterranean and Black Seas. Turkey's high level of involvement in these projects is borne out by the establishment of the Black Sea Commission and Secretariat in Istanbul. Also, a national demonstration project under the aegis of the World Bank–GEF Strategic Partnership for Nutrient Reduction in the Danube River and Black Sea, the Anatolia Watershed Rehabilitation Project (GEF ID 1074) has been ongoing since 2004 with GEF support of $7 million. All of these efforts contributed to Turkey's ratification of conventions on Black and Mediterranean Seas protection.

Thus, GEF support has helped ready Turkey, both in terms of institutional and capacity building, to engage in the EU accession process. The GEF has not, however, received applications from Turkey for support of transboundary river basins, which would have been in line with the regional environment as well as sustainable development priorities.-

The GEF, based in the United States and far from the EU, is perceived to have a neutral role as compared with the political process of the EU *Acquis Communautaire* in the region.

Conclusion 3: GEF support in Turkey has neither been fully nationally owned nor fully country driven, but this situation has improved in recent years.

The evaluation found evidence of slow appropriation of a project's objectives by Turkish stakeholders. The GEF comes up with an idea; it is not well understood at first, but over time, support and understanding grow. Eventually, national stakeholders (mostly from the government, but also from civil society) take on the project, adapt it to their needs and context, and own and drive it.

The GEF has contributed to the country's international engagements by speeding up treaty signatures and supporting the development of national environmental legislation. This conclusion is supported by consultations with key stakeholders. The EU accession process has certainly brought a renewed focus on global environmental benefits. Absent GEF support, there would not be a Turkish biosafety law, the size of the country's protected areas would be smaller, and climate change would not have been given the priority it currently has.

Since the 2004 appointment of the current GEF operational focal point in Turkey, the Externally Supported Projects Division (ESPD) of the International Relations and EU Department of the Ministry of Environment and Forestry (MoEF) has coordinated all GEF-related activities, including monitoring at the country portfolio level. GEF project ideas are discussed in a project evaluation committee consisting of 8 to 10 representatives from various departments of the MoEF. The ESPD is organizing a series of workshops in seven Turkish provinces with the broad participation of all stakeholders, including local government, civil society, and the private sector; this demonstrates more proactive ownership by Turkey. However, while the ESPD has a good grasp on national projects, it has not yet been able to gather information on and coordinate GEF regional projects. Moreover, despite having excellent and continuous working relationships with the GEF Agencies, it has not been able to promote increased sharing of project information among them.

Efficiency

Conclusion 4: Although the GEF Agencies have worked in a complementary way, there are few synergies among them and little cross-Agency learning. Recently, the situation has been improving.

By far, the most important GEF Agencies in Turkey have been the World Bank and the United Nations Development Programme (UNDP). Portfolio analysis shows that the World Bank facilitated the GEF's entry into Turkey. The Bank has implemented three full-size GEF projects, the last of which is still ongoing and all of which were funded in the first three GEF grant periods. UNDP has been active in Turkey since 1992, with the SGP and in the international waters focal area, through early regional projects related to the Black Sea. UNDP's involvement in national GEF projects evolved gradually, starting with an enabling activity in climate change in 2005. This was followed by a medium-size project (MSP) in the Küre Mountains in 2008, an FSP on Mediterranean marine protection in 2009, and three forthcoming projects on energy efficiency in 2010. Over time, the GEF national portfolio has shifted focus from biodiversity to climate change, and from the World Bank to UNDP.

As for the other GEF Agencies, three enabling activities in Turkey were implemented by the United Nations Environment Programme (UNEP), addressing the National Biodiversity Strategy and Action Plan (NBSAP), biosafety legal framework

development, and the National Capacity Self-Assessment (NCSA). The United Nations Industrial Development Organization (UNIDO) has implemented an enabling activity on POPs and is partnering with UNDP on a recently approved GEF energy efficiency in industry project.

GEF projects and GEF Agencies have often worked in Turkey in a manner that is complementary rather than competitive. The national portfolio has smoothly transitioned from dominance by the World Bank, which was the main GEF Agency from 1992 through GEF-3, to UNDP in GEF-4. However, many GEF projects operate in isolation, and there is little evidence of Agencies being corporately involved in their GEF activities. There is also limited evidence of GEF Agencies following the GEF-advocated catalytic approach, whereby foundational activities are followed by demonstration and, later, investment projects. For instance, in the biodiversity focal area, GEF support began with two FSPs in the early 1990s; enabling activities did not begin until 2005.

There is little evaluative evidence of either the World Bank or UNDP country programs giving strong support to GEF issues outside of their GEF-financed projects. More notably, until recently, UNDP was not involved in GEF projects implemented by the World Bank, and the World Bank was not involved in GEF projects implemented by UNDP. This inefficiency can be seen as a missed opportunity: these Agencies could have learned from each other regarding their experiences in GEF projects. GEF projects should occur in a catalytic way, and there could have been more coordination and information sharing among the projects. Agencies could also have helped fill gaps or build bridges across issues from one Agency to another.

The situation is gradually improving in the climate change and international waters focal areas. UNDP and the World Bank worked together in preparing Turkey's three forthcoming climate change FSPs. The two Agencies initiated regular consultations with a wide range of partners, including relevant line ministries, the State Planning Organization, and UN sister agencies. Furthermore, the Turkish government capitalized on the experiences of these GEF-supported climate change initiatives by developing a proposal to benefit from the World Bank's Clean Technology Fund, making it the first country to be awarded this loan agreement and allowing it to mobilize an additional $100 million to support projects in renewable energy development and energy efficiency. Several information-sharing meetings were held between UNDP and the World Bank during this process. GEF Agencies involved in regional GEF-funded projects in international waters followed the GEF catalytic approach by first implementing foundational activities, followed by demonstration and then investment activities. The final investment stage is now ongoing with the national Anatolia Watershed Rehabilitation Project implemented by the World Bank.

Conclusion 5: The traditional top-down approach to forest management in Turkey applied to nature protection and cases of insufficient coordination among government departments caused delays, which have decreased recently.

The first GEF biodiversity project, the in-situ conservation project, was formulated and implemented in such a way that the project could succeed largely without public participation, namely by selecting GMZs in protected forests and state farm lands. The second, the GEF II project, seriously took up the challenge of involving local people in nature conservation and incorporating their needs and resources in protected area management plans. This effort turned out to be particularly challenging in light of Turkey's lack of a tradition of participation. The project was severely delayed as a

consequence, and its objectives were down-scaled at the time of its midterm review in 2003 in order to make them achievable. Nevertheless, the experience resulted in local involvement in nature conservation, and today the situation is improving, as demonstrated by the recent Küre Mountains and marine and coastal protected area projects.

During the field visits, the evaluation found several cases of insufficient coordination among government departments. In some cases, institutional conflict and a lack of clarity regarding respective roles and responsibilities in protected areas and natural resource management was observed—for example, between the general directorates of forestry and nature conservation in the MoEF. Key government stakeholders noted that the GEF introduced a collaborative working style among the ministries and that this was new to Turkey.

Conclusion 6: The complexity of the GEF activity cycle has not been a barrier to project development in Turkey.

On the whole, and in comparison to other countries, Turkey has done remarkably well in getting projects through the GEF activity cycle. National FSPs took an average of 2.1 years to move from project entry to implementation—this is less than half the GEF global average of 5.5 years. Implementation phases have also been relatively quick: the in-situ conservation project took 5.5 years and had no delays; although the GEF II project took 8.2 years to implement, a delay of 1.8 years, this is in line with the GEF global average. Despite these encouraging data, some stakeholders in Turkey—mainly related to the three recent FSPs on climate change—expressed negative views of the GEF activity cycle with regard to previous projects. They cited long processing periods, leading to high transaction costs in terms of financial and human resource inputs, and a lack of clarity and information about the reasons for the delays.

The costs of project preparation are estimated at 3.3 percent of the total GEF contribution, which translates into an average of around $100,000 for FSPs. This figure corresponds to about one-third of the amount officially available under the previous activity cycle.

The relatively short project identification and design period keeps momentum high and maintains government commitment to and engagement with projects, which probably contributes to project success. As highlighted in previous evaluations conducted by the GEF Evaluation Office, including the recently completed Fourth Overall Performance Study of the GEF, delays occur before projects enter the pipeline due to a long prefiltering stage. In Turkey, as elsewhere, development of project ideas is a critical phase taking a long time, and the majority of national stakeholders consulted agree on that.

Conclusion 7: There is little evidence that monitoring and evaluation of GEF initiatives is contributing to their increased efficiency.

Monitoring and evaluation (M&E) of GEF support in Turkey mostly occurs at the project level and is mainly carried out by the GEF Agencies. Monitoring at the country portfolio level is performed by the ESPD and focuses on national projects, but the division has no information on the GEF regional and global projects in which Turkey participates. ESPD project monitoring only concerns basic data—such as project title, Agency, and focal area; financing; activity cycle dates (entry into pipeline, approval, and start-up); project objectives and outcomes; and implementation progress—some of which are aggregated by focal area and Agency. Other substantive data, including actual achievements at completion and lessons learned, are not maintained.

M&E information does not always flow from GEF Agencies to national partners and vice versa. This deficiency was clearly revealed in interviews with key Agency and partner stakeholders. Also, M&E information does not always circulate transversely among the various ministries involved in GEF activities, and sometimes not even among different departments and divisions of the same ministry. The ESPD is not explicitly mandated to perform M&E activities, nor does it have specific M&E capacity to perform satisfactorily at the portfolio level and/or supervise the execution of these tasks at the project level. In compliance with the GEF M&E Policy, and as confirmed by respondents to the online survey, M&E activities are performed by the GEF Agencies but the resulting information is not always shared across the GEF partnership at the national level.

The GEF II project managed to develop a good baseline and showed a satisfactory degree of adaptive management as a result of its midterm review. Also, the monitoring instrument introduced through this project—the protected area Management Effectiveness Tracking Tool—proved successful, and its use is being expanded nationwide to other Turkish protected areas. Elsewhere in the portfolio, however, there is little evidence that M&E contributed to coherent project management decisions.

M&E requirements and capabilities vary by modality. The SGP has limited staff resources and funding for M&E. FSPs and MSPs generally generate progress implementation reports, midterm reviews, and terminal evaluations. Enabling activities have no M&E information and no completion reports. It appears that M&E tasks in Turkey's GEF projects have been performed mostly to comply with reporting obligations. Perhaps an important opportunity to build national M&E capacity through involvement in GEF projects has been missed.

Effectiveness of Results and Sustainability

Conclusion 8: GEF support to biodiversity in Turkey has contributed to the achievement of significant results, including raising awareness and building capacity.

Overall, GEF support has contributed to achieving significant results in the biodiversity focal area, despite rather limited funding given the country's size. The proportion of land under some form of protection for nature conservation has increased from 4 percent to about 6 percent since 2000. Ten percent could be taken under protection over the long term if all projected conservation programs were to be implemented.

The in-situ conservation project made important contributions, with impacts still relevant 12 years after the project's close. The GEF II project had a more mixed record. On the one hand, it certainly broke new ground, introducing participatory approaches to protected area management in Turkey. On the other, it faced various challenges associated with public participation and with government inertia vis-à-vis its innovative approaches. The project also was affected by poverty at the local level, and threats to conservation from tourism, road construction, forest extraction, grazing, water resource use, and other economic activities. These myriad trials can be considered evidence that the GEF II project was in fact addressing the right issues—participatory approaches, livelihoods/biodiversity trade-offs, and vested economic interests. Nevertheless, these forces are much stronger than a project of its size and duration, and its attempts to address these challenges must be acknowledged as a positive result. Similarly, work on protected area management plans, and on developing participatory approaches to design and implement those plans, has planted important seeds in the national capacity, as the voluntary replication of the participatory

approach to wildlife area management plans by the Provincial Directorate of Environment and Forestry in Antalya shows. The large number of successful SGP grants in the biodiversity area has also certainly contributed to these positive results.

In 2005, the GEF II project provided support and expertise in the preparation of a comprehensive draft law on the protection of nature and biological diversity. The draft law, prepared with wide stakeholder consultation involving more than 2,500 people, was not approved by national authorities in its initial format and has been kept on standby since then. Through informal consultations, it has emerged that the law is again under consideration in the context of the recently signed EU environmental chapter.

In parallel to development of the draft law, an NBSAP was prepared through a GEF enabling activity; this was completed in early 2007. Even though the NBSAP has received official support from all relevant institutions and was formally approved by the minister of MoEF on June 30, 2008, it has not yet been implemented, possibly because funds are not readily available. Together, the law and the NBSAP would provide a legal basis and strategic and actionable plan for nationally owned approaches to biodiversity conservation and a strategic framework for subsequent GEF investment in biodiversity. The progress made in preparing these documents is countered by the challenge faced in getting the law approved and the NBSAP implemented—again indicating that the GEF projects were pushing in the right direction and were technically sound. The products, even though not yet completely carried out, are available for the country to use.

As noted above, the recent opening of the EU environmental chapter has brought these GEF-supported products back to the national policy agenda. The NBSAP has been added to the national program of EU harmonization efforts in Turkey, and the strong political will behind the EU accession process will certainly help in passing the biodiversity law. Its passage will be a further example of the positive reciprocal influence between the GEF and the EU, with the GEF paving the way, building capacity, and providing pertinent technical support, and the EU providing a strong incentive for the country to complete the process.

Turkey's biosafety enabling activity is a further example of effective GEF support with limited funding. The project's main output was a draft national biosafety law, prepared with the active involvement of more than 55 institutions, experts, and academicians. Even though project funds were exhausted in 2007, Turkey continued the process using its own funds, demonstrating its high interest in and active commitment to biosafety. The resulting law was approved by the Turkish National Assembly on March 18, 2010. This is a notable example of the GEF's making a difference, since without GEF support, there would likely not be a Turkish biosafety law today.

The GEF has made important contributions to capacity development—particularly in the biodiversity focal area—in terms of building capacity in the public sector, raising awareness in society, improving communication among agencies, and strengthening institutional and policy frameworks.

Conclusion 9: GEF support of marine international waters projects has contributed to strengthening Turkey's commitments to global and regional cooperation to reduce the overexploitation of fish stocks and land- and sea-based pollution in the region.

GEF support has largely contributed to Turkey's involvement in agreements for coordinated regional and international management of marine resources and has helped develop cooperative

networks for coherent regional response and action. The country's international waters projects have significantly improved the scientific basis for regional prioritization of cooperative interventions in managing marine resources and land-based activities affecting these resources.

With the support of the GEF international waters regional projects, Turkey has helped to shape and become a signatory of protection treaties covering both the Black and Mediterranean Seas. Over the past 15 years, the water quality of the Black Sea has improved considerably, mainly as a result of the collapse of the Soviet Republic and the subsequent closing down of livestock production units along the Danube River (Fox and Buijs 2008). However, it is safe to say that GEF support contributed to these positive changes. Under the coordination of the MoEF, Turkey prepared several studies related to the Protocol for the Control of Land Based Pollutants to protect the Black Sea (which is an annex to the Bucharest Convention). These studies and action plans, some prepared with GEF support, now need to be implemented. Turkey has also adopted the Land Based Pollutants Protocol to protect the Mediterranean Sea (under the Barcelona Convention) with GEF support. In both the Black Sea and Mediterranean cases, all signatory party countries are required to prepare a national action plan against land-based pollutants including the prevention measure packages, implementation, and timetables.

Conclusion 10: The SGP has been a major success in Turkey, providing many examples of how to meet global and local objectives concurrently.

Despite a variety of challenges, the GEF has helped develop the concept of, and capacity for, local-level natural resource management in Turkey. This accomplishment has been one of the main results of the SGP and the small grant components of other GEF projects. Developing participatory natural resource management takes time, but Turkey is committed to the effort, although much work remains to be done. The SGP's potential has been realized, particularly in exploring how best to build links between the environmental, social, and economic dimensions of sustainable development at the local level. The active and effective involvement of the SGP unit in the UNDP country office has played an important role in the successful implementation of the SGP in Turkey.

Additionally, the incorporation of small grant components in the GEF II project and the Black Sea regional projects has helped make these projects a success. These small grant components provide a mechanism for creating incentives at the local level when proposing environmental conservation activities, while simultaneously responding to a considerable demand for small grants at the local level in Turkey. These initiatives provide a good example of GEF projects learning lessons and adopting best practices from each other.

Conclusion 11: Results in focal areas other than biodiversity are limited, but in some cases, low levels of funding have had important catalytic effects.

Climate change. The ROtI study of Turkey's INC to the UNFCCC confirmed that, despite the small amount of funds delivered, the results achieved vary from good to quite impressive. This crucial GEF-supported enabling activity has been and is likely to be significant in shaping ongoing action, debate, and future climate change policy, strategy, and planning decisions. These results were accomplished by providing baseline data, including a greenhouse gas (GHG) inventory and vulnerability assessments, and an analysis of options for mitigation and adaptation. The project also influenced Turkey's National Climate Change Strategy (2009). These are relatively major achievements for a small project. No concrete results have been achieved to

date in the country with regard to increased energy efficiency, as none of the three GEF climate change mitigation projects are yet operational.

Multifocal areas. The ongoing NCSA should, when complete, provide a foundation for strategic decision making on capacity building, both across the GEF portfolio and more generally, as well as help in identifying the enabling conditions necessary to ensure the effectiveness and sustainability of results.

POPs. The GEF provided a small amount of funding to develop a strategic and informed basis for analysis, prioritization, and action in dealing with POPs. This catalytic support was provided through the preparation of the country's first draft National Implementation Plan (NIP). In January 2010, Turkey became a party to the Stockholm Convention; it now must finalize its NIP within the next two years. The NIP will include 9 new chemicals in addition to the 12 covered in the original draft.

Land degradation. Land affected by desertification is one of the biggest environmental problems in Turkey. A large majority of the country's soils are exposed to the risk of erosion at varying levels, according to the Areas at Risk of Desertification Map.[2] No national projects have addressed this issue other than seven small grants initiatives under the SGP. The issue of land degradation is of major importance for Turkey and would, if sufficient funding had been available, have deserved much more attention in GEF-4. Turkey's situation is much like that of other countries with similar problems that have recently undergone CPEs, such as Egypt and Syria.

Ozone. There are no results to report on in the ozone focal area, and Turkey is not eligible for GEF funding in this area.

[2] www.maps.com/map.aspx?pid=12874, accessed February 2010.

1.4 Recommendations

Recommendations to the GEF Council

Recommendation 1: Increase focal point involvement in M&E activities by sharing M&E information, supporting country portfolio–level M&E, and providing M&E training.

Improved country portfolio–level M&E, reporting, and basic recordkeeping for the country portfolio by the focal point mechanisms should be supported. Enabling activities should, on completion, be monitored and evaluated to provide an opportunity for comment and peer review by independent specialists based on the requirements and guidelines provided by the global conventions. The SGP M&E function should be strengthened. Agencies should be encouraged to systematically involve focal points in M&E activities and share M&E information with them in a timely manner in order to facilitate country portfolio M&E by focal points.

Some M&E information and support for focal points is already provided by the GEF Country Support Program through its website and subregional workshops; in these latter, GEF Evaluation Office representatives usually conduct sessions aimed at stimulating discussion on M&E issues. These activities should continue in GEF-5. In addition, provision of M&E training specifically to the GEF national focal points should be considered.

Recommendation 2: The GEF Agencies should be encouraged to provide stronger support to GEF issues outside the GEF-supported projects in which they are involved, and promote upscaling with partner governments.

The CPE found little evidence of the GEF Agencies being corporately involved in their GEF activities. GEF support should be seen as an opportunity for

promoting global environmental benefits with the partner government at a scale that can make a difference. There is little evidence of either World Bank or UNDP country programs giving strong support to GEF issues outside of their GEF-financed projects. As a result, many GEF projects operate in isolation, or, as in the case of the Anatolia watershed management project, GEF funds are just used for a specific project component.

Given the comparatively small role the GEF can play, it must be catalytic to ensure that any success will be replicated. The amount of GEF funding, when compared with the major global environmental benefits it has been mandated to achieve, is clearly limited. Opportunities for further promotion with partner governments' environmental issues that go beyond GEF-funded projects should be pursued whenever possible.

The recent positive developments in the climate change focal area in Turkey show that, when the GEF catalytic approach is properly pursued and implemented and when strategic information sharing among Agencies occurs, multiplier effects can be seen. An example of this impact is the Turkish government's capitalizing on the experiences of its GEF-supported climate change initiatives to develop a proposal to the World Bank's Clean Technology Fund. Similarly, UNDP is working toward a national action plan for climate change and making an inventory of Turkey's adaptation needs.

Recommendations to the Government of Turkey

Recommendation 3: The approval of national legal instruments should be completed, and the implementation of national strategies and participatory protected area management plans should begin.

With the opening of the environmental chapter of the EU *Acquis Communautaire*, the approval and implementation of legal instruments, strategies, and action plans—including the proposed law on the protection of the environment and biodiversity and the approved NBSAP—have reemerged in Turkey's policy agenda. National stakeholders should take advantage of this momentum to complete the process of establishing a modern national biodiversity conservation framework that has been initiated and brought forward with GEF support. This process should include the approval, funding, and implementation of participatory protected area management plans prepared with support from the GEF. The MoEF is encouraged to further replicate participatory natural resource planning and management to all protected areas nationwide. To do this, the MoEF could take advantage of its numerous committed and experienced technicians who have benefited from and participated in GEF-supported biodiversity activities over the years.

Since the draft law on the protection of nature and biological diversity is still under discussion, an opportunity exists to clarify any unresolved institutional issues and/or confusion of roles, attributions, and responsibilities over protected areas within and among MoEF departments. This clarification should include a better differentiation between forest management and nature conservation roles and responsibilities in Turkish protected areas.

Recommendation 4: Formulate multifocal area projects and programs reflecting the GEF-5 proposed ecosystem approach so as to better address land degradation issues.

Because it was originally designed as a financial mechanism of UN conventions, the GEF has historically operated from a strong focal area perspective. However, in the face of growing recognition that environmental problems are often interrelated and need to be approached in a more

holistic manner—and given the increased attention for synthetic issues in convention guidance—multifocal area projects proposed, approved, and implemented during GEF-4 were more in tune with a holistic approach to sustainable natural resource management. In GEF-5, a shift toward an ecosystem rather than a focal area approach is proposed. This new policy direction encourages the GEF partners to develop and implement projects and programs by adopting a holistic approach in which natural resources—land, water, forests, minerals, and biodiversity—are considered as interconnected in their contribution to generating global environmental benefits. Accordingly, projects, programs and implementation strategies should seek synergies and connections among the various GEF focal areas.

The inclusion of land degradation in the new System for Transparent Allocation of Resources (STAR), which in GEF-5 will replace the Resource Allocation Framework (RAF), will allow Turkey to attempt to address land degradation issues in its future portfolio. Even so, funds for land degradation will be small as compared to those for biodiversity and climate change. Turkey should thus consider, while undertaking the voluntary national portfolio formulation exercises that are proposed for GEF-5, designing and submitting multifocal area projects and programs that include land degradation components in synergy with climate change adaptation and biodiversity conservation.

An additional funding window for addressing land degradation is related to transformative programs combining climate change, biodiversity, and land degradation with the common goal of sustainable forest management. In GEF-5, these transformative programs would be funded in addition to individual country allocations under the new STAR.

Recommendation 5: Information sharing should be strengthened.

There is a need for better information sharing among various stakeholders in Turkey—including ministries and GEF Agencies, as well as nongovernmental organizations (NGOs) and the general public—through more inclusion and increased awareness raising. GEF funds consequently would be used more efficiently, and better results would be obtained with respect to global environmental benefits.

The GEF focal point should be in the driver's seat when it comes to promoting more formalized and institutionalized sharing of information among GEF stakeholders at all levels. This strengthened role should go beyond the positive initiatives of awareness raising and training on GEF procedures that are currently being undertaken in Turkey's provinces and with local stakeholders. At the national level, the GEF focal point should further facilitate and coordinate the sharing of information and project lessons learned among GEF Agencies.

2. Evaluation Framework

This chapter presents background information, objectives, and methodology related to and used in the GEF Turkey country portfolio evaluation.

2.1 Background

The GEF Council requested that the Evaluation Office conduct evaluations of the GEF portfolio at the country level—that is, GEF country portfolio evaluations. The overall purpose of CPEs is twofold:

- To evaluate how GEF-supported activities fit into national strategies and priorities, as well as within the global environmental mandate of the GEF
- To provide the Council with additional information on the results of GEF-supported activities and how these activities are implemented

Countries are selected for portfolio evaluation from among 160 GEF-eligible countries, based on a stratified randomized selection and a set of strategic criteria. Key factors in selecting Turkey were its large portfolio with significant emphasis on biodiversity and climate change, its uniqueness as a key partner country for major GEF regional projects in international waters, and the influence the EU accession process is having on its national environment and sustainable development agenda.

2.2 Objectives

Based on the overall purpose of GEF CPEs, the Turkey evaluation had the following specific objectives (see annex A for the complete terms of reference):

- Independently evaluate the **relevance and efficiency** of GEF support in the country from several points of view: national environmental frameworks and decision-making processes, the GEF mandate and achievement of global environmental benefits, and GEF policies and procedures.
- Assess the **effectiveness and results** of completed and ongoing projects in each relevant focal area.
- Provide **feedback and knowledge sharing** to (1) the GEF Council in its decision-making process to allocate resources and to develop policies and strategies, (2) the Turkish government on its participation in the GEF, and (3) the different agencies and organizations involved in the preparation and implementation of GEF support.

The Turkey CPE will also be used to provide information and evidence to other evaluations being conducted by the GEF Evaluation Office, including the impact study on international waters and the *Annual Performance Report 2010*.

The performance of the GEF portfolio in Turkey is assessed in terms of relevance, efficiency, and effectiveness, and the factors contributing to its performance. The Turkey CPE analyzes the performance of individual projects as part of the overall GEF portfolio, but without rating such projects. CPEs do not attempt to evaluate or rate the performance of the GEF Agencies, partners, or national governments.

2.3 Scope

The CPE focuses mainly on projects implemented within the boundaries of Turkey. Two enabling activities that are national components of global projects were included in the analysis because of their relevance to the national portfolio. The national components of the global Small Grants Programme—although consisting of a portfolio of projects—have been treated as a single project. Chapter 4 outlines the national portfolio and the projects considered in the report. Between 1993 and December 2009, the GEF has provided approximately $36.33 million for 11 national projects plus 2 national components of global projects and approximately $3.65 million to 177 SGP projects.

In addition, the evaluation reviewed 11 regional projects clustered in two regional programs—the Black Sea Partnership and the Mediterranean Sea Partnership—in which Turkey participates. These were considered because they are part of international waters programs,[1] and this focal area has one ongoing national project. All in all, Turkey has participated in 14 regional and 6 global projects (chapter 4 also outlines GEF support to the regional and global projects in which Turkey participates). A full assessment of their aggregate relevance, results, and efficiency was beyond the scope of this CPE.

Proposals under preparation are not explicitly part of the evaluation, although those that have received approval by the GEF Chief Executive Officer (CEO) and for which the GEF has made a financial commitment within the RAF are listed and discussed, as appropriate.

The GEF portfolio assessed in this evaluation is therefore the aggregate of the national projects, the SGP, and the two international waters regional programs. The cut-off date for analysis was December 31, 2009.

The evaluation is not intended to comprehensively cover the country's response to the different global conventions—that would go beyond GEF support, as countries usually have a wider set of responses to the conventions.

2.4 Methodology

Chapters 5, 6, and 7 address the three main areas of the evaluation—results, relevance, and efficiency, respectively, of GEF support. Each chapter begins by listing the key evaluation questions that guided the CPE. These questions are contained in the terms of reference (annex A) and the associated evaluation matrix (annex B). The matrix presents a tentative list of indicators or basic data, potential sources of information, and methodology components to be used to answer the key evaluation questions. The indicators used come from project documents and other GEF documentation, including the RAF, as well as any appropriate and available national sustainable development and environmental indicators.

The Turkish CPE was conducted between October 2009 and March 2010. The evaluation team

[1] Two of the four projects in the Mediterranean cluster take a multifocal area approach, which includes international waters.

consisted of staff from the GEF Evaluation Office and consultants based in Turkey. The team was headed by a task manager from the GEF Evaluation Office. It had technical expertise in national environmental and sustainable development strategies, evaluation methodologies, and the GEF. The methodology used a combination of qualitative and quantitative techniques and tools. The qualitative analysis used the following sources of information:

- **At the project level**, project documents, project implementation reports, terminal evaluations, terminal evaluation reviews, reports from monitoring visits, and technical documents produced by projects
- **At the country level**, national sustainable development agendas, environmental priorities and strategies; GEF-wide focal area strategies and action plans, and global and national environmental indicators
- **At the GEF Agency level**, country assistance strategies and frameworks and their evaluations and reviews
- Evaluative evidence **at the country level** from GEF Evaluation Office evaluations, such as the Program Study on International Waters, the Joint UNDP-GEF SGP Evaluation, the Joint Evaluation of the GEF Activity Cycle and Modalities, the overall performance studies, and/or other studies
- **Interviews with GEF stakeholders**, including the GEF focal point and all other relevant government departments, bilateral and multilateral donors including the European Commission, civil society organizations and academia (including both local and international NGOs with a presence in Turkey), GEF Agencies (the World Bank, UNDP, UNEP, UNIDO, and the Food and Agriculture Organization of the United Nations [FAO]), SGP and the national convention focal points (annex C lists the stakeholders interviewed)
- **Interviews with GEF beneficiaries** and supported institutions, municipal governments and associations, and local communities and authorities
- **Electronic survey** with GEF stakeholders in Turkey
- **Field visits** to selected project sites (annex D lists these field visits)
- Information from **national consultation workshops** (annex E lists all workshop participants)

The quantitative analysis used indicators to assess the relevance and efficiency of GEF support using projects as the unit of analysis (linkages with national priorities, time and cost of preparing and implementing projects, and so forth) and to measure GEF results (progress toward achieving global environmental impacts) and performance of projects (such as implementation and completion ratings). Available statistics and scientific sources, especially for national environmental indicators, are also used.

The evaluation team used standardized tools and protocols for the CPE and adapted these to the Turkish context. These tools included a project review protocol to conduct the desk and field reviews of GEF projects and interview guides to conduct interviews with different stakeholders.

Project sites to be visited were selected, including those to be the basis of the two ROtI field studies. The two projects to be analyzed with the ROtI methodology were chosen to represent two important focal areas for Turkey: biodiversity and climate change. The projects had to be completed sufficiently long ago in order to be able to analyze progress toward impact. The decision to choose

an enabling activity for one of the two ROtI analyses was taken in order to give information on the evolution over time of the GEF portfolio in the country from the point of view of progress toward impact. This innovative choice—so far, only full- and medium-size projects have been analyzed with the ROtI methodology in GEF Evaluation Office evaluations—proved to be very useful in that sense. The criteria for selecting the sites were finalized during the implementation of the evaluation, with emphasis placed on both ongoing and completed projects. The evaluation team decided on specific sites to visit based on the initial review of documentation and balancing needs of representation as well as cost-effectiveness in conducting the field visits.

The electronic survey was conducted following a suggestion from stakeholders participating at the first consultation workshop in October 2009. The survey was conducted both in English and Turkish to obtain the maximum achievable response rate and to cover organizations ranging from government, academia, NGOs, and international organizations, among others. While this survey does not aim to be statistically representative, it proved to be extremely helpful as a qualitative source of information for triangulation analysis. Stakeholders were contacted by email, and two reminders were sent. Of 475 questionnaires sent, 90 valid responses were received—a response rate of 19 percent. All the relevant responses to the open-ended question with an invitation to provide any additional comments on relevance, results, and efficiency, are presented in text boxes in this report. The questionnaire and results of the electronic survey are presented in volume 2 of this report in Technical Document E.

Finally, a triangulation analysis was undertaken by comparing the response to key evaluation questions on relevance, efficiency, and effectiveness of results with the various analytic tools used, namely a literature review, development of a country environmental legal framework, global environmental benefits assessment, project review protocols, aggregate portfolio analysis, key stakeholder individual and/or group interviews, review of outcomes to impact, electronic survey, and meta-evaluation.

2.5 Limitations of the Evaluation

The following limitations were taken into account and addressed wherever possible while conducting the evaluation:

- The GEF does not yet operate with an established country program that specifies expected achievement through programmatic objectives, indicators, and targets. This constraint was highlighted in the terms of reference and remained a challenge.
- Attribution is another area of complexity. Again, this was also foreseen in the terms of reference. The evaluation does not attempt to provide a direct attribution of development and even environmental results to the GEF, but assesses the contribution of GEF support to overall achievements.
- Evaluating the impacts of GEF-funded initiatives is not straightforward. Many projects do not clearly or appropriately specify the expected impact nor, sometimes, the outcomes of projects. Information on achievements and progress is not always kept in a comprehensive, coherent, or accessible form. This evaluation sought to overcome this difficulty by undertaking the e-survey (which proved to be an excellent source of qualitative information for triangulation purposes), a field verification of a project terminal evaluation review, and two field ROtIs. Results reported come from

triangulation of various sources. Some have been established through meta-evaluation analysis of other evaluations; others are drawn from internal project reports; still others are from original evaluative research conducted through interviews, the e-survey, the terminal evaluation review field verification, and the field ROtIs.

- The evaluation team established a clear and reliable set of data on projects and project documentation, despite inconsistencies, gaps, and discrepancies in the initially available data.

3. Context of the Evaluation

This chapter briefly summarizes the context for the evaluation in terms of both the environmental framework in Turkey and the mandate and operations of the GEF.[1]

3.1 General Description

Turkey is a country characterized by diversity, being at the intersection of Asia, Europe, and Africa. It spans a territory of 783,562 square kilometers and has 74 million inhabitants (World Bank 2009a).

A large middle-income country, Turkey had a per capita gross domestic product (GDP) of $10,745 in 2008 (World Bank 2009a). Despite highly volatile economic development in the past, Turkey's economy grew at an average annual rate of 6.8 percent during 2002–07; this was one of the highest growth rates in the world and almost twice as fast as in the preceding decade. Turkey could be characterized as a boom-bust economy, with periods of high growth being followed by recessions in combination with high inflation rates of close to 100 percent; inflation has recently been brought down to a single-digit figure. The global financial crisis that began in 2008 has left the country with a projected negative growth of –6 percent for 2009.

There are major regional disparities within the country. Turkey's Northwest region accounts for about one-third of total GDP. The capital, Ankara, and the West and South regions are also significant centers of economic activity, and lead the country in tourism and agricultural activities. However, the Eastern and Southeastern regions are much poorer and have sharply lower human development indicators than the Western areas (UNDP 2004). This has been a long-standing economic and social issue in the country. The government has paid close attention to the issue, notably within the framework of EU pre-accession discussions (SPO 2007).

Turkey's "lagging" regions (Eastern Anatolia, Southeastern Anatolia, and the Black Sea area) account for 40 percent of the country's land area and 30 percent of its population, but less than 20 percent of the economy. Per capita GDP here is only 60 percent of the national average (World Bank 2008c). The Southeast has attracted special attention, as its population is decreasing due to out-migration. Development has also been undermined by insufficient investment and distance from major markets.

Turkey has significant geological resources, with large reserves of coal (mostly lignite), iron ore, metals and salts. Boron metals are also significant

[1] A more detailed account of the country context, the global environmental benefits, and the environmental legal framework is included in Technical Documents A and B in volume 2 of this report.

for international trade. Because it has only limited reserves of oil and natural gas, it relies heavily on fuel imports. Hydroelectric power is an important source of energy in the country. Just over half of Turkey's electricity is produced by the private sector, but the dominant producer is state-owned. The state also continues to dominate the trading, transmission, and distribution of electricity; the government manages the transmission grid. Privatization will be completed for distribution companies, and commence for state generation assets, in 2010.

Turkey also has significant natural resources. Its fertile plains, rivers, and seas create high potential for agriculture and the raising of livestock. Approximately 30 percent of Turkey is arable land; while 3 percent is dedicated to orchards, olive groves, and vineyards; and 26 percent is classified as forest. Water resources are less plentiful than in Western Europe, but much less scarce than in most of the Middle East. Turkey's long coastline of more than 8,000 kilometers offers opportunities for shipping, fishing, and tourism. Finally, much of Turkey is vulnerable to earthquakes, especially northern Turkey, along an arc from the Sea of Marmara to Lake Van.

Starting in the 1990s, the government began to focus seriously on environmental protection, and the Ministry of Environment was established in 1991. EU membership has been a major driver in Turkey's recent development. The chapter on environment opened in late 2009, and this has been an incentive for Turkey to focus its attention on environmental issues and to implement new environmental legislation.

3.2 Environmental Resources in Key GEF Focal Areas

Biodiversity

In Turkey, forest, mountain, steppe, wetland, coastal, and marine ecosystems can be found in different forms and combinations. The country lies within three biogeographical regions—the Euro-Siberian, the Mediterranean, and the Irano-Turanian—and covers their transition zones. Lying at the bridge between two continents, it has diverse and rapidly changing climatic, geographic, and topographic features. All these factors combine to ensure a vast ecosystem and extensive species and genetic diversity.

Turkey's biodiversity, however, is under threat and degrading. Many endemic plants face serious threats. According to the IUCN 2001 Red List Categories and Criteria, about 600 of Turkey's endemic species are considered critically endangered, and about 700 are considered endangered (ROT 2008a) (table 3.1).

Turkish stakeholders, notably governmental ones, have been taking steps to reverse biodiversity loss via improved in-situ conservation, with more involvement of local communities, sometimes catalyzed by NGOs. In-situ conservation areas can be classified as national parks, nature conservation areas, nature parks, wildlife development areas, special environmental protection zones, natural sites, natural assets, and gene preservation and management areas. The proportion of land under some form of protection for nature conservation has increased from 4 percent to about 6 percent since 2000. According to Kaya and Raynal (2001), in the long term, 10 percent of Turkey's total land area would be placed under protection if all projected conservation programs were implemented. The approach to in-situ conservation has also been modified. In addition, steps have been taken for ex-situ conservation (conservation of biodiversity outside its natural habitat).

Climate Change

A number of important developments have taken place with respect to climate change in Turkey. The United Nations Framework Convention on

Table 3.1

Overview of Flora and Fauna Biodiversity Species in Turkey

Group	Type of species			
	Defined	Endemic	Rare/ endangered[a]	Extinct
Plants				
Algae	2,150	0	U	U
Lichen	1,000	0	U	U
Moss	910	2	2	U
Pteridophytes ferns	101	3	1	U
Gymnospermae	35	5	1	U
Monocotyledonous	1,765	420	180	0
Dicotyledonous	9,100	3,500	1,100	11
Animals				
Vertebrates				
Reptiles/amphibians	141	16	10	0
Birds	460	0	17	0
Mammals	161	37	23	7
Freshwater fish	236	70	0	4
Marine fish	480	0	0	0
Invertebrates				
Mollusk	522	203	U	U
Butterflies	4,500	89	89	U
Locusts	600	270	0	0
Dragonflies/ damselflies	114	0	0	0
Beetles	~10,000	~3,000	0	0
Half-winged	~1,400	~200	0	0
Aphids	~1,500	~200	0	0

Source: ROT 2008a.

Note: U = unknown.

a. The sum of critically endangered and endangered, according to IUCN 2001.

Climate Change came into force in Turkey on May 24, 2004. In January 2007, Turkey submitted its INC to the UNFCCC (ROT 2007b) with support from a GEF enabling activity. The latest National Inventory Report was submitted to the UNFCCC in July 2009. The latter is based on the national greenhouse gas inventory for the energy, industrial processes, agriculture, land use change and forestry, and waste sectors. On August 26, 2009 Turkey became a signatory to the Kyoto Protocol.

Figure 3.1 illustrates the evolution in GHG emissions by sector over the period 1990–2007. GHG emissions (including those related to land use change and forestry) increased considerably over the period, rising from 125 to 296 million metric tons of carbon dioxide (CO_2) equivalent. Clearly, the energy sector is by far the largest source of emissions, with agriculture, waste, and industrial processes all emitting similar quantities. Land use change and forestry has been a major, and growing, sink. According to the International Energy Agency (IEA 2009), oil accounted for the majority of Turkish energy consumption in 2006 at 35 percent, followed by natural gas (29 percent), coal (25 percent), and hydroelectric and renewable energy (11 percent).

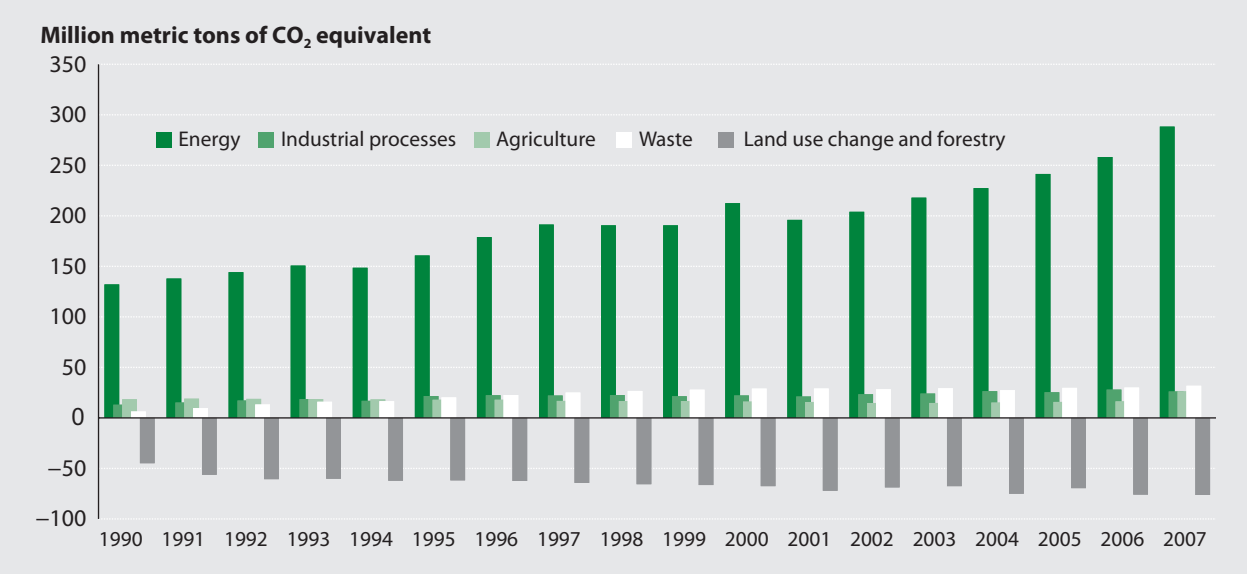
Table 3.2 provides additional information on the gases emitted per sector in 2007. The main gases emitted are CO_2 (77 percent), methane (18 percent), and nitrous oxide (3 percent). CO_2 emissions from the energy and land use change and forestry (as sink) sectors account for the majority of emissions.

Turkey continues to seek ways to reduce emissions by increasing energy efficiency and increasing the role of renewable energies. Energy efficiency is on the policy agenda, and legislation on the topic has recently been formulated and implemented. The next step in the process is to encourage investments in energy efficiency using market mechanisms. Three forthcoming GEF full-size projects focus on energy efficiency. Finally, ongoing and upcoming financing facilities of the World Bank, Kreditanstalt für Wiederaufbau (KfW), the European Investment Bank, and the European Bank for Reconstruction and Development are preparing to work in collaboration with local banks on energy efficiency and renewable energy.

In an ongoing UNDP project on adaptation to climate change, Turkey has made a start toward

Figure 3.1

Trends in Greenhouse Gas Emissions by Sector in Turkey



Source: ROT 2007b.

Table 3.2

Main Sources of Greenhouse Gas Emissions in Turkey, 2007

Source	CO_2	Methane	Nitrous oxide	Hydrofluoro-carbons	Sulfur hexafluoride	Total	% of total
	Million metric tons of CO_2 equivalent gases emitted						
Energy	282.5	4.3	1.6	0.0	0.0	**288.3**	78
Industrial processes	22.0	0.1	0.0	3.2	1.0	**25.2**	7
Agriculture	0.0	18.2	8.1	0.0	0.0	**26.3**	7
Land use change and forestry	–76.3	0.0	0.0	0.0	0.0	**–76.3**	–21
Waste	0.0	31.8	0.0	0.0	0.0	**31.8**	9
Total	**228.2**	**54.4**	**9.7**	**3.2**	**1.0**	**295.4**	**79**
Percent	77	18	3	1	0	**100**	

Source: UNFCCC 2009a.

developing the targeted adaptation measures that are needed to deal with the effects of climate change. These measures will address Turkey's vulnerability to the effects of climate change and put forward a strategy to adapt to climate change. Much work remains in this regard, particularly where costs of these adaptation measures need to be assessed. The main impacts and vulnerabilities for Turkey are as follows (UNDP 2009b):

- Increased risk of drought, with Turkey one of the world's most vulnerable countries in this regard
- Decreased per capita water availability (concurrent with increased demand for water)
- Increased frequency and intensity of floods associated with extreme rainfall events
- Increased risk of desertification, particularly in Southeast Turkey and the continental interior

- Loss of biodiversity in several ecosystems

International Waters

Turkey has extensive coverage of international waters. The Black Sea on the North, the Aegean Sea in the West, the Mediterranean Sea in the South, and the Marmara Sea in the Northwest surround it. Exploitable portions of surface run-off, including inflow from bordering countries, are 98 billion cubic meters (bcm)/year, and available groundwater resources are 14 bcm/year. Thus, the total of economically exploitable water resources is estimated at 112 bcm/year (table 3.3). This groups Turkey among those countries with a low amount of freshwater resources—yearly per capita availability of fresh water of about 1,500 cubic meters per capita per year, compared with about 10,000 cubic meters for Europe and North America and about 2,100 cubic meters for Iraq.

Turkey can be divided into 25 large river basins, five of which are transboundary: the Euphrates/Tigris (which are considered a single transboundary river basin in Turkey), the Coruh, the Kura-Araks, the Maritsa-Ergene, and the Orontes. The total catchment area of these international basins is over 250,000 square kilometers, and they represent over one-third of Turkey's renewable water resources.

The Black Sea is connected to the oceans via the Mediterranean Sea through the Bosporus, the Dardanelles, and the Marmara Sea. Approximately 300 bcm of salty seawater flows through the bottom layers of these channels to the Black Sea from the Mediterranean every year, and about 465 bcm of mixed seawater-freshwater returns to the Mediterranean in the upper layer. The Black Sea is more than 2,200 meters deep, and its catchment area is about six times larger than its surface. Turkey has the second longest Black Sea coastline with 1,400 kilometers. About 340 bcm of river water enters the Black Sea from land in more than 20 countries every year, with the Danube, Europe's second largest river, being the main tributary.

The Mediterranean Sea covers approximately 2.5 million square kilometers and is more than 1,500 meters deep. It is bordered by three continents and 22 countries with a coastline of 46,000 kilometers. Table 3.4 summarizes the importance of the two large international seas surrounding Turkey.

Land Degradation

About 2 percent of all the erosion in the world occurs in Turkey, and desertification is one of

Table 3.3

Water Potential Generated in Turkey's Transboundary River Basins

Transboundary river basin	Turkey's position	Catchment area in Turkey (km^2)	Mean annual flow generated in Turkey (bcm)	% share of total usable potential
Euphrates and Tigris (Fırat and Dicle)	Upstream	184,918	52.94	28.5
Çoruh	Upstream	19,872	6.30	3.4
Kura-Araks	Upstream	27,548	4.63	2.5
Maritsa-Ergene	Downstream	14,560	1.33	0.7
Orontes	Downstream	7,796	1.17	0.6
Total usable water			112	
Surface water			98	
Groundwater			14	

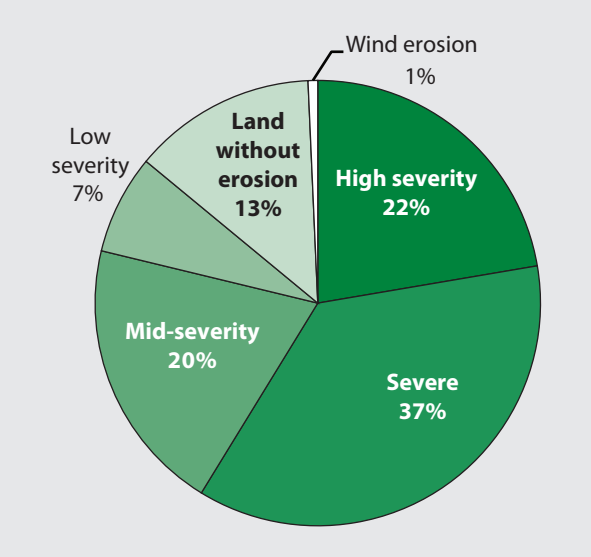
Source: General Directorate of State Hydraulic Works 2009.

Turkey's biggest challenges. The majority of the country's soils (81 percent) are exposed to varying levels of erosion risk due to its diverse topography, deforestation, and dominant steep slopes: 46 percent of the land has a more than 40 percent slope, and 62.5 percent has more than a 15 percent slope. In addition, 72 percent of Turkey's soils are affected by water and wind erosion (figure 3.2). The Areas at Risk of Desertification Map shows that the Central Anatolian region is highly sensitive,[2] and that approximately 500 million tons of soil is transported to the seas and lakes every year. The concentration of transported soil is greater than the amount in the United States (7 times), Europe (17 times), or Africa (22 times).[3]

The Turkish National Action Program to Combat Desertification was completed in 2003. It aims to identify factors leading to desertification and the necessary measures to be taken to prevent and/or reduce the negative impacts of desertification and drought. The Reforestation and Erosion Control Mobilization Action Plan 2008–2012 was established in 2007; its objective is to achieve reforestation, forest rehabilitation, erosion control, and rangeland rehabilitation on 2.3 million hectares of land within five years. In fact, a total of 463,592 hectares of land was covered, exceeding the planned target by 10 percent.

Figure 3.2

Erosion in Turkey



Source: MoEF AGM 2009.

POPs

POPs are one of the major problems threatening human health. Twelve specific POPs have been identified as being most harmful to humans and the ecosystem. These can be placed in three categories: pesticides, industrial chemicals, and industrial by-products. It has been widely accepted that their elimination should be a high priority for Turkey.

Turkey signed the Stockholm Convention on POPs in 2001 with the objective of protecting human health and the environment, and focusing

[2] www.maps.com/map.aspx?pid=12874, accessed February 2010.

[3] Turkish Foundation for Combating Soil Erosion, for Reforestation and the Protection of Natural Habitats, www.tema.org.tr; accessed February 2010.

Table 3.4

International Seas and Their Inflows

Sea	Total coastline (km)	Turkish coastline (km)	% of coast in Turkey	Total inflow (bcm)	Inflow from Turkey (bcm)	% inflow from Turkey
Black Sea	4,340	1,400	32	341	36	11
Mediterranean Sea	46,000	1,600	3	255	10	4

Sources: Struglia, Mariotti, and Filograsso 2004; inflow from Turkey into the Mediterranean Sea is based on an estimate.

on eliminating or reducing the release of POPs. In 2005, Turkey's NIP was developed; the country ratified the Stockholm Convention in October 2009. In terms of obsolete stocks, in Turkey there are 10,930 kilograms of DDT and 6,500 kilograms of PCBs. Approximately 77 tons of PCBs are being used by the Turkish Electricity Generation and Transmission Corporation.

The issue of POPs was brought to the attention of the Turkish public more markedly in 2004 with the initiation of the International POPs Elimination Project. In 2005, Turkey, together with 17 other countries, participated in a global campaign of the International POPs Elimination Network, "Keep the Promise—Eliminate POPs." The campaign was based on a chemical analysis and comparison of chicken eggs for POP contents. Six projects have thus far been implemented under the International POPs Elimination Project in order to attract active and effective civil society participation in preparatory activities for implementation of the Stockholm Convention.

3.3 Environmental Legal Framework

The need for a Turkish National Environment Policy was first stated in the country's third Five Year Development Plan covering 1973–77. Until 1983, there was no comprehensive environmental legislation in Turkey, with the exception of a few directives and regulations on environmental protection. A first Environment Law (No. 2872) was issued in 1983; it addresses for the first time the major threats to the environment and natural resources in Turkey. The first priority of environmental legislation, as stated in the Turkish Constitution, is to respect international environmental conventions and treaties.

The actual national laws are not very advanced with respect to biodiversity. Turkey has made only limited progress in decentralizing and engaging in sustainable management of its rich natural resources. Turkey is not yet a party to the Aarhus Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters.

The principal relevant instrument of environmental policy administered by the MoEF is therefore the 1983 Environmental Law and the legislation based on it. The law has been developed as a framework statute within which other key laws are promulgated. It is intended to improve environmental management while facilitating sustainable development and to improve the coordination and governance of environmental issues. All organs of the Turkish state are obliged to apply the national environmental management principles contained in the law when taking any action that may significantly affect the environment. The law's principles serve as the general framework within which environmental management and implementation plans must be formulated, guiding the interpretation, administration, and implementation of the act and all other laws concerned with the protection or management of the environment.

Turkey has also ratified the Cartagena Protocol on Biosafety (June 2003). This process was supported by a UNEP-GEF project on the development of a National Biosafety Framework. This project, which was also supported by the State Planning Organization, showed that the existing law was not sufficient for implementation of the protocol, underscoring the need for a new biosafety law. A commission was established to prepare a draft law. On March 18, 2010, the Biosafety Law was approved by the Turkish National Assembly.

Energy efficiency policies have been implemented in the industrial, residential, and service sectors. In 2004, an Energy Efficiency Strategy was adopted to support, in a more comprehensive way, energy

efficiency in the final energy consumption sectors and to more actively engage ministries and stakeholders in applying energy efficiency measures. In 2007, to facilitate implementation of the strategy, the Energy Efficiency Law was adopted. Its main provisions include increasing energy efficiency awareness, training for energy managers and staff of future energy service companies, and improving administrative structures for energy efficiency services.

Table 3.5 lists the laws and regulations on the environment in Turkey.

EU Accession Process

In opening the negotiations on the environment chapter of the EU *Acquis Communautaire*, Turkey presented a negotiation position paper, proposing a timetable for implementation and enactment of related EU laws and regulations, and thereby committing to enact and implement the necessary laws and regulations within the proposed time frame.

To date, Turkey has signed 12 of the 35 chapters for EU integration, including the environmental chapter in December 2009. Thanks to Turkey's National Program for the Adoption of EU *Acquis Communautaire* published in 2001, 2003, and 2008 (ROT 2008e), and the opening of membership negotiations with the EU starting in 2005, environment-related policies and priorities were accelerated and strengthened through technical and financial assistance. The EU *Environmental Acquis* is one of the most comprehensive parts of the EU *Acquis Communautaire*.

3.4 Environmental Policy Framework

International Conventions and Treaties Ratified by Turkey

The 1992 United Nations Conference on Environment and Development in Rio made it urgent for Turkey to establish an action plan at the national level because the Rio Declaration referred to international conventions to which Turkey is a signatory party. The Rio Conference also initiated the process of a comprehensive global action plan, Agenda 21, which is to be a local government–led, communitywide, and participatory effort to establish a comprehensive strategy for action on environmental protection, economic prosperity, and community well-being at the local level. An action plan to pave the way for sustainable development is being implemented by the Turkish government with UNDP support. Finally, the formal need for a detailed and comprehensive plan embracing, in a concrete manner, both environmental issues and development priorities emerged from the government's 9th Development Plan.

Within an international legal context and the 7th National Development Plan, the Ministry of Environment of Turkey published in 1999 the National Environmental Action Plan (NEAP). Its preparation was financed by the World Bank and coordinated by the State Planning Organization; its development involved the government, municipalities, the private sector, and the NGO community. The NEAP covers a 20-year implementation period and is an important initiative in combining overall development targets with environmental objectives.

Table 3.6 lists the key international conventions and treaties to which Turkey is a party. Figure 3.3 illustrates the connections between the timing of national laws and regulations, the ratification of international environmental treaties and conventions, and the implementation of GEF projects. The timeline shows the timing of GEF projects vis-à-vis the ratification and development of treaties, national laws, and policies. When GEF projects precede the latter, they are likely to have contributed to Turkey's development

Table 3.5

Selected National Laws and Regulations on the Environment

Law/regulation	No.	Date of enactment/ amendment
Law on Sea Ports	618	1925
Law on Geothermal and Natural Mineral Waters	5686	1926/2007
Forest Law, making the state the sole owner of the forest	4785	1945
Law on the Organization and Responsibilities of the State Hydraulic Works	6200	1953
Last Forest Law	6831	1956/1986
Law on Underground Waters	167	1960
Law on the Procedure of Administrative Justice	2577	1982
Law on National Parks	2873	1983
Law on Environment	2872	1983/2006
Law on Mining	3213	1985/2004
Regulation on Protection of Air Quality	19269	1986
Regulation on Solid Waste Control	20814	1991/2005
Law on the Organization and Responsibilities of the Ministry of Environment and Forestry	4856	1991/2003
Regulation on Dangerous Chemicals	21634	1993/2001
Regulation on Environmental Impact Assessment	25318	1993/2004
Law on Reforestation and Soil Erosion Control	4122	1995
Law on Fisheries	1830	1995/2006
Regulation on Soil Pollution Control	24609	2001/2005
Regulation on Environmental Inspection	24631	2002
Regulation on the Conservation of Wetlands	25818	2002
Regulation on Informing Consumers on Fuel Economy and CO_2 Emissions of New Passenger Cars	25530	2003
Regulation on the Basis and Procedures of the Implementation of the Law on the Right Access to Information	18132	2004/2005
Law of Organic Agriculture	5262	2004
Law on Municipalities	5393	2004
Regulation on Packaging and Packaging Waste Control	25538	2004/2007
Law on the Use of Renewable Energy Resources for Electricity Production Purposes	5346	2005
Regulation on the Control of Air Pollution from Heating	25699	2005
Regulation on Hazardous Waste Control	25755	2005
Regulation on Medical Waste	25883	2005
Regulation on Environmental Noise and Management	25862	2005/2008
Regulation on Control of Air Pollution of Industrial Plants	26236	2006
Law on Nuclear Energy	5710	2007
Law on Energy Efficiency	5627	2007
Biosafety Law	5977	2010

Table 3.6

International Environmental Conventions and Agreements Ratified by Turkey

Convention/agreement	Year of ratification
Convention for the Protection of Birds (Paris Agreement)	1950
International Maritime Organization Agreement (IMO)	1956
Treaty Banning Nuclear Weapon Tests in the Atmosphere, in Outer Space and Under Water (Moscow Agreement)	1965
Convention on Load Lines	1968
Convention on Tonnage Measurement of Ships	1979
Convention on the Conservation of European Wildlife and Natural Habitats (Bern Convention)	1979
Convention for the Life Safety At Sea (SOLAS)	1980
International Convention on Limitation of Liability for Maritime Claims (LLMC)	1980
Agreement on an International Energy Program	1981
Convention on Long-range Transboundary Air Pollution	1983
Convention on the International Regulations for Preventing Collisions at Sea (COLREG)	1984
Convention of Maritime Search and Rescue	1986
Convention for the Protection of the Ozone Layer	1988
International Convention for the Prevention of Pollution from Ships (MARPOL)	1990
International Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation	1990
Protocol on Substances That Deplete the Ozone Layer (MONTREAL)	1990
United Nations Convention to Combat Desertification (UNCCD)	1992
Convention on Wetlands of International Importance (RAMSAR)	1994
Convention on the Transboundary Movement of Hazardous Wastes and Their Disposal	1994
International Convention on Protection of the Black Sea Against Pollution and additional protocols	1994
Convention on International Trade in Endangered Species of Wild Fauna and Flora	1996
United Nations Convention on Biological Diversity	1997
European Convention for the Protection Vertebrate Animals Use for Experimental and Other Scientific Purposes	1998
Convention of the International Mobile Satellite Organization (INMARSAT)	1999
International Civil Liability Convention on the Oil Pollution Damage (CLC)	2001
International Convention on the Establishment of an International Fund for Compensation for Oil Pollution Damage	2001
European Landscape Convention	2001
Barcelona Convention and its additional protocols	2002
International Convention on Oil Pollution Preparedness, Response and Co-operation (OPRC)	2003
Additional Bio-safety Protocol to the Convention on Biological Diversity (Cartagena)	2003
European Convention for the Protection of Pet Animals	2003
Protocol on the Prevention of the Pollution in the Mediterranean Caused by the Transboundary Movement of Hazardous Wastes and Their Disposal	2003
United Nations Framework Convention on Climate Change	2004
Kyoto Protocol	2009
Stockholm Convention	2009

of environmental laws. The recent incentives derived from the EU accession process have accelerated this. The timeline suggests that the GEF contribution to the development of legal and policy frameworks on the environment in Turkey has been positive. Further substantiation of this finding, along with other results, can be found in chapter 7.

Biodiversity

The Convention on Biological Diversity was signed after the 1992 Rio Conference and ratified through Law 4177 of August 29, 1996. The CBD went into effect in Turkey on May 14, 1997.

Currently, the Turkish authorities are becoming increasingly aware of both the importance of biodiversity and the significant threats to its sustainable management; these latter include a variety of unsustainable land and natural resource practices that are increasingly affecting Turkish ecosystems. The challenge has also been taken up in the NEAP. Additionally, Turkey, in line with of its international obligations stemming from the CBD, prepared its NBSAP in 2001. This was revised and updated in 2007 with the support of a GEF enabling activity and formally approved by the MoEF minister on June 30, 2008. Currently, implementation of the NBSAP is on hold, officially due to budgetary and human resource issues. Other factors might also play a part, such as the vested economic interests of actors who want to benefit from forest resources, the pressure to build transportation infrastructure, tourism, and grazing pressures from local populations.

Climate Change and Energy Policy

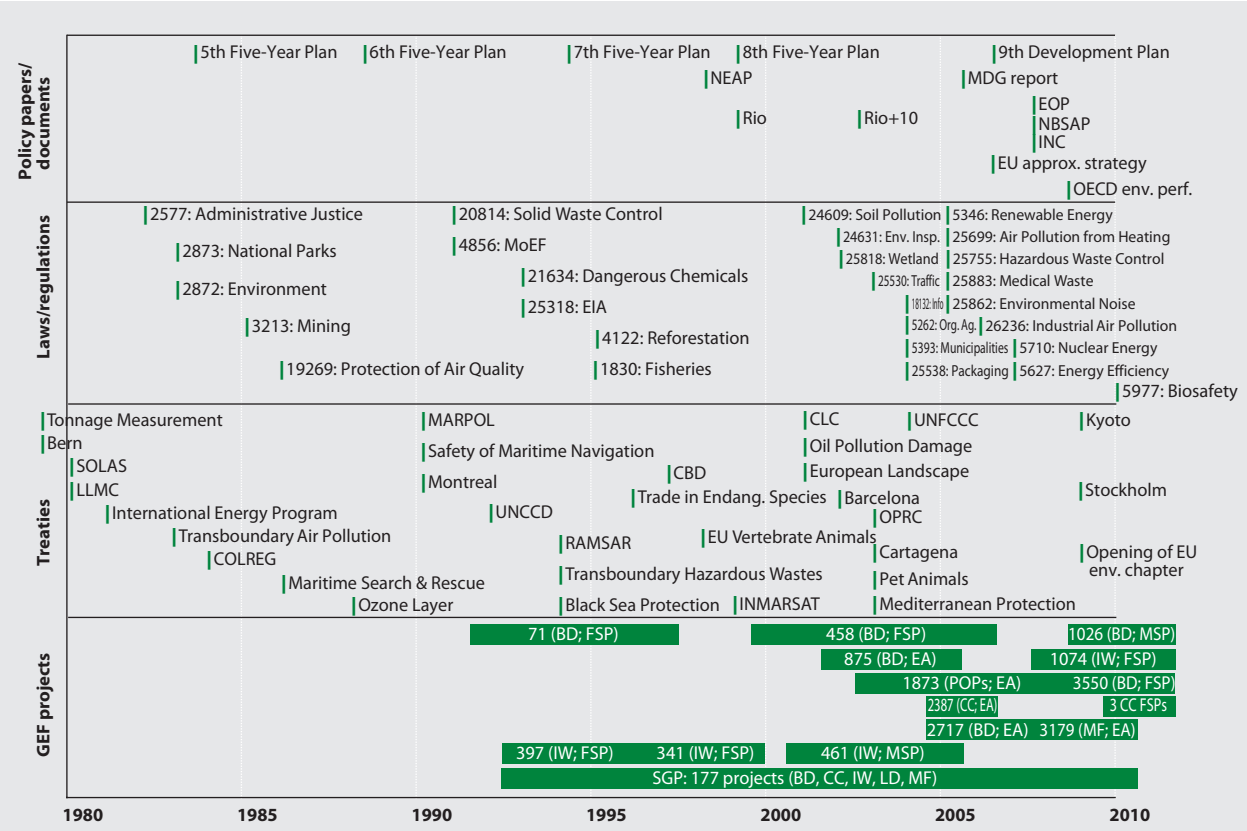
Turkey became party to the UNFCCC on May 24, 2004. As an Organisation for Economic Co-operation and Development (OECD) country, Turkey has a sui generis status within Annex I parties, implying that it is not obliged to set GHG emissions limits. Turkey's 2004 CO_2 emissions per capita are 3.1, which is much lower than the OECD average CO_2 emissions per capita of 12.1. To determine the policies to be followed, the measures to be taken, and the activities to be conducted by Turkey in the field of climate change, the Coordination Board on Climate Change was established, pursuant to the Prime Ministry Circular No. 2004/13, under MoEF chairmanship. The Bill on the Endorsement of Turkey's Ratification of the Kyoto Protocol to the UNFCCC was adopted in the General Assembly of the Turkish Grand National Assembly on February 5, 2009. In accordance with Article 25 of the Kyoto Protocol, Turkey officially became a party to the Protocol on August 26, 2009.

Also in 2009, Turkey developed its National Climate Change Strategy, with the help of a government-funded UNDP project, which was a follow-on to the INC GEF-funded enabling activity. Technical Document A, "Country Environmental Legal Framework," in volume 2 of this report provides a more detailed outline of the provisions and implications of these policies and an analysis of options and requirements. It also outlines current initiatives taken by the government relevant to climate change and the operational framework and institutions involved.

Within the framework of the National Climate Change Strategy, Turkey is aiming to use clean and highly efficient resources in all new facilities, including buildings and industrial plants. GEF support to Turkey in terms of climate change is in line with the country's specific development plans and policies. The GEF Council has approved important projects in energy efficiency, including the introduction of climate change–oriented policies for application in the Turkish market.

Figure 3.3

Years of Entry into Force of Policy Documents, Regulation, Treaties, and GEF Projects



Note: BD = biodiversity; CC = climate change; IW = international waters; LD = land degradation; MF = multifocal. EA = enabling activity. For full names of laws and regulations, see table 3.5; for full names of treaties, see table 3.6. GEF projects are referenced here by their ID numbers.

International Waters

The recently completed twinning project Capacity Building Support to the Water Sector in Turkey has created a roadmap for Turkey for managing water quality in its 25 river basins.[4] The Buyuk Menderes river basin (discharging into the Aegean Sea) has been studied in detail as a pilot project. The main conclusion of this project is that water quality in Turkey is comparable to that of EU member states and that Turkey is already taking a number of measures to manage water quality—even though these are not yet sufficient to meet the requirements of the three concerned EU directives:

- Water Framework Directive
- Dangerous Substances Directive
- Urban Wastewater Treatment Directive

Turkey has adopted the Land Based Pollutants Protocol to protect the Mediterranean Sea (under the Barcelona Convention). All country parties are required to prepare a National Action Plan against Land Based Pollutants including the prevention measures packages, implementation, and

[4] "Twinning" is an initiative of the European Commission designed to assist candidate countries in acquiring the independent capacity to adopt, implement, and enforce the full EU *Acquis Communautaire* before accession to the EU (www.twinning-project.org/, accessed February 2010).

timetables. With regard to the Black Sea, under MoEF coordination, Turkey has undertaken several studies related to the Protocol for the Control of Land Based Pollutants to protect the Black Sea (an annex to the Bucharest Convention). Within this framework, a national action plan with respect to land-based pollutants covering both the Mediterranean Sea and the Black Sea has been developed, but is not yet under implementation.

Land Degradation

Turkey is one of 191 parties to the United Nations Convention to Combat Desertification. The convention was signed by the minister of environment on behalf of the Turkish Government in 1994; it was approved and ratified by the Turkish Parliament in 1996 and 1998, respectively, with Law No. 4340. The MoEF is responsible for coordinating implementation of the convention at the national level. A National Coordinating Body was established for evaluating and reviewing achievements and difficulties faced in implementation. Serving on this body are technical and administrative staff members of those institutions that are the key partners involved in combating drought and desertification.

The Turkish National Action Program for Combating Desertification—a prerequisite responsibility of the country party signatories to the convention—was finalized in mid-2004 as a result of several meetings and consultations during a three-year period. It was published in March 2005.

POPs

Turkey signed the Stockholm Convention on Persistent Organic Pollutants in 2001 and ratified it in 2009. In response to the requirements of the convention, Turkey was obliged to develop and implement a NIP according to the rules and procedures of the convention. The NIP provides a basic and essential level of information to enable policy and strategic decisions to be made and to identify priority activities that Turkey should undertake in order to meet the requirements of the Stockholm Convention.

3.5 General Description of the GEF

The GEF provides funding to achieve global environmental benefits in biodiversity, climate change, international waters, depletion of the ozone layer, POPs, and land degradation, according to their respective international agreements.

GEF activities are carried out through the its Agencies: the World Bank, UNDP, UNEP, the regional development banks, FAO, the International Fund for Agricultural Development, and UNIDO. GEF Agencies have direct access to GEF funding through a memorandum of understanding with the GEF.

GEF support modalities include the following:

- **Full-size projects**, which have funding of more than $1 million
- **Medium-size projects**, which have funding of $1 million or less
- **Enabling activities**, which are intended to help countries meet their obligations under the various conventions for which the GEF serves as a financial mechanism; these provide support for developing environment policies, strategies and action plans and the formulation of NCSAs
- **Project preparation grants** (PPGs), formerly known as project development facility (PDF) grants, which provide funding for the preparation and development of projects
- **Small grants**, which have funding of less than $50,000 and are directed at NGOs and local organizations; small GEF grants are structured into the SGP which is administered by UNDP

The GEF officially began with a two-year pilot phase from 1992 to 1994. This was followed by four regular four-year replenishment periods: GEF-1 (1995–98), GEF-2 (1999–2002), and GEF-3 (2003–06). GEF-4 was initiated in July 2006 and continues through 2010. Until and including GEF-3, there were no country allocations and eligible GEF member countries submitted their requests to the various windows through the different GEF Agencies on a demand basis. As of this writing, negotiations are under way for the GEF-5 replenishment.

4. The GEF Portfolio in Turkey

This chapter presents an overview of GEF support to Turkey in terms of financial resources and number of projects, by project modality, GEF focal area, GEF Agency and/or national executing agency, and GEF phase.

4.1 Defining the GEF Portfolio

In previous CPEs, definition of the portfolio has proved to be a difficult exercise for a number of reasons, including inconsistencies in the information available in the GEF's Project Management Information System (PMIS). In the case of Turkey, the information gathered from the PMIS, complemented by that from the GEF Agencies, largely coincided with the information available from the GEF national coordination unit in the MoEF. Other difficulties remained, however, as several types of project grants changed over time. The easiest projects to review were the national projects. GEF funding for these projects included PDF grants (now called PPGs), grants for project implementation, and fees provided to the GEF Agencies to cover supervision costs. Since 2000 this fee has changed from 11 to 10 percent of the approved GEF grant. Determining the allocation to individual participating countries for regional and global projects is often difficult, as GEF grants are allocated for the entire project and not necessarily by country. Since GEF-4, grants for regional and global projects under the RAF were built with specific country contributions. National allocations in the case of the SGP are well defined, although such allocations are phased differently from the GEF phases and, globally, do not strictly follow GEF focal areas. Allocations for biodiversity and climate change projects became clearer with the introduction of the RAF, even in regional and global projects.

Despite these caveats, the evaluation estimates that, as of the end of December 2009, Turkey had received about $36.33 million for national projects (including for two completed national components of global projects) and about $3.64 million for the national component of the SGP. GEF Agency fees are not included in these figures.

4.2 Projects in the GEF Portfolio

Presenting information on the portfolio according to number of projects is sometimes confusing because projects vary from small investments for enabling activities to large full-size projects. GEF financial support to national projects in Turkey is shown in table 4.1.

Turkey received considerable allocations under the RAF for biodiversity and climate change. Table 4.2 presents such RAF allocations, the total amount of the allocation that has been used, and the project identification forms (PIFs) that have been cleared but not yet approved. As of this writing,

Table 4.1

GEF-Supported National Projects in Turkey

GEF ID	Project title	Focal area	Modality	GEF Agency	GEF grant (million $)	Cofinancing (million $)
Completed						
71	In-Situ Conservation of Genetic Diversity	BD	FSP	WB	5.10	0.60
458	Biodiversity and Natural Resources Management Project (GEF II)	BD	FSP	WB	8.19	3.35
1873	Enabling activities to facilitate early action on the implementation of the Stockholm Convention on Persistent Organic Pollutants (POPs) in the Republic of Turkey	POP	EA	UNIDO	0.47	0.00
2717	Consultation for National Reporting, Participation in the National Clearing House Mechanism and Further Development of the National Biodiversity Strategy and Action Plan	BD	EA	UNEP	0.37	0.10
Under implementation						
1026	Enhancing Coverage and Management Effectiveness of the Subsystem of Forest Protected Areas in Turkey's National System of Protected Areas (Küre Mountains)	BD	MSP	UNDP	0.97	1.43
1074	Anatolia Watershed Rehabilitation Project—under World Bank–GEF Strategic Partnership for Nutrient Reduction in the Danube River and Black Sea	IW	FSP	World Bank	7.00	38.11
3179	National Capacity Self-Assessment for Global Environmental Management	MF	EA	UNEP	0.20	0.06
3550	Strengthening Protected Area Network of Turkey—Catalyzing Sustainability of Marine and Coastal Protected Areas	BD	FSP	UNDP	2.20	4.02
Council approved						
2942	Promote Energy Efficiency in Buildings	CC	FSP	UNDP	2.62	18.68
3565	Market Transformation of Energy Efficient Appliances in Turkey	CC	FSP	UNDP	2.71	2.30
3747	Improving Energy Efficiency in Industry	CC	FSP	UNDP	5.90	12.90
				Total	**35.73**	**81.54**
Completed national components of global projects						
875	Development of National Biosafety Framework	BD	EA	UNEP	0.20	0.24
2387	Preparation of Turkey's 1st national communication on Climate Change to be submitted to UNFCCC	CC	EA	UNDP	0.41	0.84
				Total	**0.61**	**1.09**

Note: BD = biodiversity; CC = climate change; EA = enabling activity; IW = international waters; LD = land degradation; MF = multifocal. Details may not sum to totals because of rounding.

five projects have been approved in GEF-4. Three of them, which are not yet under implementation, are in the climate change focal area: Promote Energy Efficiency in Buildings (GEF ID 2942), for $2.62 million; Market Transformation of Energy Efficient Appliances in Turkey (GEF ID 3565), for $2.71 million; and Improving Energy Efficiency in Industry (GEF ID 3747), for $5.90 million. Two

Table 4.2

RAF Allocation and Use as of March 3, 2010

Million $

Allocation/use	BD	CC
GEF-4 indicative allocation	**6.55**	**19.40**
Allocation used		
Grants	3.94	12.03
Agency fee	0.36	1.17
PIF cleared by CEO awaiting approval		
Proposed grant	2.05	0.50
Proposed Agency fee	0.20	0.05
Allocations remaining to be programmed	0.00	5.65

Source: GEF website (www.thegef.org).

Note: BD = biodiversity; CC = climate change.

projects are in the biodiversity focal area: the Küre Mountains initiative, Enhancing Coverage and Management Effectiveness of the Subsystem of Forest Protected Areas in Turkey's National System of Protected Areas (GEF ID 1026), for $0.97 million; and Strengthening Protected Area Network of Turkey—Catalyzing Sustainability of Marine and Coastal Protected Areas (GEF ID 3550), for $2.20 million.

The SGP has received two contributions for biodiversity and climate change projects, totaling $577,342. Five PPGs have been approved for a total of $0.41 million. Three other projects, which are national components of global projects, are awaiting approval. These include one project under climate change, enabling activities for the preparation of Turkey's second communication to the UNFCCC ($0.50 million), and two under biodiversity—Mainstreaming Biodiversity Conservation and Sustainable Use for Improved Human Nutrition and Well-Being (GEF ID 3808) ($1.50 million) and Support for the Implementation of the National Biosafety Framework ($0.54 million). No projects in focal areas outside the RAF are documented as approved in GEF-4. Climate change funds were applied for rather late in the RAF and, as a result, some of these remained unallocated and can no longer be claimed by Turkey.

Only about 40 percent of the funding allocated to Turkey from 1992 to date for national projects has been allocated to projects that are now completed. Most of the rest of the funding is for projects that are either ongoing or about to start. The majority of the completed projects are in the biodiversity focal area, while the larger proportion of climate change projects has not begun implementation.

4.3 Evolution of GEF Support by Focal Area

Table 4.3 presents the amount of GEF funding by project status and focal area. Biodiversity and climate change are the largest focal areas in terms of both funding and number of projects. The biodiversity focal area accounts for 47 percent of the total national portfolio funding. Climate change accounts for 32 percent, followed by international waters, which comprises 19 percent of total portfolio funding. POPs and multifocal projects include mostly enabling activities.

Figure 4.1 provides an overview of the financial support given by focal area during the different GEF phases, including projects in the pipeline.

Table 4.3

GEF Support to National Projects by Status and Focal Area

Focal area	Completed	Ongoing	Pipeline	Total	Share (%)
	Million $				
BD	13.86	3.17	0.00	17.03	47
CC	0.41	0.00	11.23	11.64	32
IW	0.00	7.00	0.00	7.00	19
POPs	0.47	0.00	0.00	0.47	1
MF	0.00	0.20	0.00	0.20	1
Total	**14.73**	**10.37**	**11.23**	**36.33**	

Note: BD = biodiversity; CC = climate change; IW = international waters; MF = multifocal.

These figures do not include funding for the SGP. Climate change entered the portfolio in GEF-3 and has the largest claim on GEF funding in GEF-4. Biodiversity has been present in all GEF periods, even though the level of funding was lower in GEF-3 when Turkey claimed most of the GEF funding for an FSP in the international waters focal area.

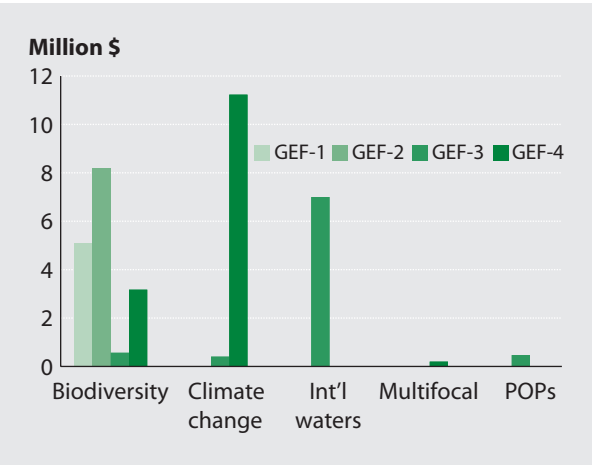
Turkey's first GEF project, In-Situ Conservation of Genetic Diversity, was approved in March 1993 with GEF funding of more than $5 million. This project, accounting for 14 percent of total GEF funding, led to a new project in the GEF-2 phase, the Biodiversity and Natural Resources Management Project. This initiative was approved in June 2000 with GEF funding of more than $8 million, or more than 22 percent of total GEF funding.

More variety in terms of modality and focal area emerged in GEF-3, with a number of enabling activities on POPs, biodiversity, biosafety, and initial reporting to the UNFCCC. These latter two are national components of global projects. GEF-3 also saw the launch of a large FSP on the Anatolia watershed; this demonstration project was approved in June 2004 with a GEF contribution of $7 million, or 19 percent of total GEF funding. This project is still ongoing as of this writing. In the case of the Anatolia project, GEF funding contributed mainly (90 percent) to rehabilitation of degraded natural resources (World Bank 2000a); the remainder of the GEF funds supported capacity building, awareness raising, and project management. The GEF explicitly does not contribute to income-generating activities, which is outside the GEF mandate. The project entails watershed management and is thus more akin to a rural development project than a typical GEF project.

Six new projects emerged under GEF-4. Three of them are FSPs in the climate change focal area, and are not yet operational; three others are ongoing. Of these latter, one is a multifocal enabling activity (NCSA development), and the other two are biodiversity projects, one an MSP in the Küre Mountains and one an FSP on the coastal protected areas in Southern Turkey. In the GEF-4 period, one project was dropped—the Sustainable Mobility in Istanbul project, which had a tentative budget of $8 million. The reason for its cancellation, according to the GEF Secretariat PIF review form, involves UNEP's ineligibility for a single-country project, given discussions ongoing at that time between the GEF Secretariat and the GEF Agencies regarding the latter's' comparative advantages.

Figure 4.1

Distribution of GEF Funding to GEF Focal Areas across GEF Phases



4.4 Evolution of GEF Support by Agency

Table 4.4 presents GEF support to national projects by focal area and Agency. As shown, UNDP and the World Bank have been and remain the main GEF Agencies in Turkey. Together, they manage most of the GEF funding: 56 percent for the World Bank, and 25 percent for UNDP (another 16 percent is managed by UNDP-UNIDO). UNEP

Table 4.4

GEF Support to National Projects by Focal Area and Implementing Agency

Million $

Focal area	WB	UNDP	UNEP	UNIDO	UNDP-UNIDO	SGP
BD	13.29	3.17	0.56	0.00	0.00	2.21
CC	0.00	5.74	0.00	0.00	5.90	0.75
IW	7.00	0.00	0.00	0.00	0.00	0.11
LD	0.00	0.00	0.00	0.00	0.00	0.18
POPs	0.00	0.00	0.00	0.47	0.00	0.00
MF	0.00	0.00	0.20	0.00	0.00	0.39
Total	**20.29**	**8.91**	**0.76**	**0.47**	**5.90**	**3.64**

Note: BD = biodiversity; CC = climate change; IW = international waters; LD = land degradation; MF = multifocal; WB = World Bank.

has been primarily involved in enabling activities in biodiversity and the multifocal area. The World Bank has been significantly involved in both the biodiversity and international waters focal areas, whereas UNDP has been largely involved with climate change and biodiversity projects. In addition to the POPs enabling activity, UNIDO is partnering with UNDP on one of the three climate change FSPs that are about to be launched.

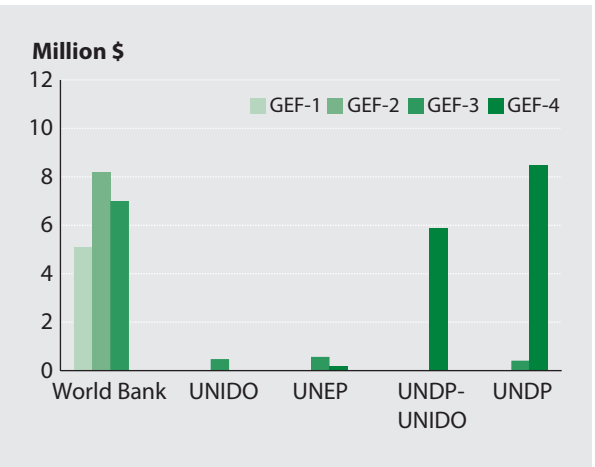
The World Bank facilitated the GEF's entry into Turkey, implementing three FSPs, the last of which is still under implementation in Anatolia. These projects were implemented in the first three GEF grant periods. UNDP has been active in Turkey since 1992 with the SGP and early regional international waters projects related to the Black Sea. UNDP's involvement in national GEF projects evolved gradually, beginning with an enabling activity on climate change in 2005, followed by the Küre Mountains MSP in 2008, and an FSP on Mediterranean marine protection in 2009; it will implement three projects on energy efficiency beginning in 2010.

Over time, the GEF national portfolio has shifted focus from biodiversity to climate change as well as from the World Bank to UNDP. Although with much smaller budgets, enabling activities have been implemented by three organizations beginning in 2005. Three enabling activities were implemented by UNEP: the NBSAP, support for the development of a biosafety legal framework, and the ongoing NCSA. UNIDO has implemented one enabling activity on POPs and is partnering with UNDP on an approved GEF project on energy efficiency in industry. Finally, UNDP has implemented the INC to the UNFCCC.

Figure 4.2 shows the distribution of GEF funding by Agency across GEF phases. Again, the World Bank emerges as the dominant Agency during the pilot, GEF-2, and GEF-3 phases. UNDP, in collaboration with UNIDO, has become dominant in the GEF-4 phase. From GEF-3 onward, UNIDO (alone) and UNEP have played only a marginal role. The figure shows that the balance has shifted over time, with the World Bank dominant in the GEF until GEF-3 and UNDP emerging as the majority player in GEF-4.

Figure 4.2

Distribution of GEF Funding to GEF Agencies across GEF Phases



4.5 The Small Grants Programme

Table 4.5 shows SGP allocations by SGP phase as of December 2009. The SGP was launched globally in 1992 to complement the GEF's other grants by supporting activities of NGOs and local-level organizations in developing countries. SGP activities should be aligned with the global conventions in each of the GEF focal areas, while generating sustainable livelihoods. Funded by the GEF as a corporate program, the SGP is implemented by UNDP on behalf of the GEF partnership and is executed by the United Nations Office for Project Services. The maximum SGP grant amount per project is $50,000, which is channeled directly to the recipient organizations.

In Turkey, the SGP was initiated in 1992 and began to operate in 1993. An overwhelming majority of projects have been allocated to the biodiversity focal area (123), followed by climate change (27), multifocal (14), land degradation (7), and international waters (6). The number of projects and amount of funding were somewhat lower in the first phase of the SGP in Turkey as compared to the later phases. About half of Turkey's SGP projects were implemented in the program's second phase (1998–004), which also covers the longest period. From 2000 on, SGP funding in Turkey has remained fairly constant, with an average outlay of about $300,000 per year.

4.6 Regional and Global Projects

Turkey has an extensive involvement in GEF-supported regional and global projects. Since 1992, it has participated in 14 regional and 6 global projects (see table 4.6 for an overview and annex F for details).[1] Of these 20 projects, 7 regional projects were not considered because of Turkey's limited involvement in them; these projects are briefly described by focal area below but are not further detailed in this report.

- **Climate change.** The Geothermal Energy Development Program, GeoFund (GEF ID 1615) is being implemented by the International Finance Corporation and has a total budget of $23.5 million. Turkey's share of the project will be $10 million. This national component is not yet operational, but preparations are under way.
- **Biodiversity.** One regional project—Enhancing Conservation of the Critical Network of Sites of Wetlands Required by Migratory Water-birds on the African/Eurasian Flyways (GEF ID 1258)—is under implementation. A global project—Mainstreaming Biodiversity Conservation and Sustainable Use for

[1] Two of these global projects have been discussed earlier in this chapter as they were analyzed as part of the national portfolio (the biosafety and INC enabling activities).

Table 4.5

SGP Allocations by Phase as of December 2009

SGP phase	Total allocation ($)	Number of projects					
		Total	Biodiversity	Climate change	International waters	Land degradation	Multifocal
Phase 1 (1993–97)	400,000	20	13	0	2	0	5
Phase 2 (1998–2004)	1,807,261	95	76	6	2	2	9
Phase 3 (2005–07)	683,895	31	17	7	2	5	0
Phase 4 (2008–09)	757,645	31	17	14	0	0	0
Total	**3,648,801**	**177**	**123**	**27**	**6**	**7**	**14**

Source: SGP Turkey Office; cross-checked against the SGP global website.

Table 4.6

Number of Regional and Global Projects in which Turkey Participates, by Focal Area

Focal area	Regional	Global
Biodiversity	1	2
Climate change	1	1
International waters	10	2
Multifocal	2	1
Total	**14**	**6**

Improved Human Nutrition and Well-being (GEF ID 3808)—is in the pipeline. Both projects are being implemented by UNEP, but FAO will play a role in the global project. The total GEF budget for both projects is $11.5 million.

- **International waters.** One regional project is under implementation, and two global projects are in the pipeline. UNDP is implementing the regional project, Promoting Replication of Good Practices for Nutrient Reduction and Joint Collaboration in Central and Eastern Europe Project (GEF ID 2746). One global projects will be implemented by UNDP: Building Partnerships to Assist Developing Countries to Reduce the Transfer of Harmful Aquatic Organisms in Ships' Ballast Water Project (GEF ID 2261). The World Bank will implement the MED Sustainable MED Governance and Knowledge Generation Project (GEF ID 4001). The total GEF contribution for these three initiatives is $9.7 million.

- **Multifocal.** One global multifocal project is in the pipeline, UNDP's 4th Operational Phase of the GEF Small Grants Programme (GEF ID 3871). The GEF contribution to this next phase of the SGP is $42.7 million.

Eleven regional projects were considered in this evaluation (table 4.7). Three have been completed, three are currently under implementation, and five are in the pipeline. These projects together account for $65.65 million in GEF funding. These projects fall into two clusters, one involving the Black Sea and the second involving the Mediterranean Sea.

Black Sea Partnership

The 17 countries of the Danube, Dnipro, Dniester, and Don Basins draining the Black Sea have historically faced a variety of shared environmental problems that are transboundary in nature. Through two GEF-assisted projects implemented since the GEF pilot phase—Black Sea Environmental Management (GEF ID 397) and Developing the Implementation of the Black Sea Strategic Action Program (GEF ID 341)—these countries have identified excessive release of nutrient pollution from agriculture, municipal, and industrial sources as the top priority transboundary water problem and the release of toxic substances from hotspots as an additional priority. Since 1992, the Danube Basin countries have worked together, as have the six countries surrounding the Black Sea, with European Union and GEF assistance. A series of two pilot phase projects and two small follow-on projects have resulted in the countries learning to work together, setting priorities related to the most serious transboundary problems, and jointly agreeing on what interventions are needed to address the top priorities through their programs or plans of action (known as "strategic action programs" in the relevant GEF operational strategy).

Elements of the proposed Strategic Partnership on the Black Sea were developed by the GEF Agencies in consultation with the countries and the GEF Secretariat. Draft approach papers were discussed with representatives of all 17 countries in a stock-taking meeting held in Istanbul in June 2000, organized by the International Commission for the Protection of the Danube River and the Black Sea Commission. The main three GEF Implementing Agencies (the World Bank, UNDP, and UNEP), together with the GEF Secretariat, participated in

Table 4.7

GEF-Supported Regional Full-Size Projects included in the Evaluation

GEF ID	Project title	Focal area	GEF Agency	GEF grant (million $)	Cofinancing (million $)
Completed					
341	Developing the Implementation of the Black Sea Strategic Action Plan	IW	UNDP	1.79	6.96
397	Black Sea Environmental Management	IW	UNDP	9.30	23.30
461	Determination of Priority Actions for the Further Elaboration and Implementation of the Strategic Action Programme for the Mediterranean Sea	IW	UNEP	5.95	4.19
Under implementation					
1580	Control of Eutrophication, Hazardous Substances and Related Measures for Rehabilitating the Black Sea Ecosystem: Phase 1	IW	UNDP	4.00	3.95
2263	Control of Eutrophication, Hazardous Substances and Related Measures for Rehabilitating the Black Sea Ecosystem: Tranche 2	IW	UNDP	6.00	5.33
2600	Strategic Partnership for the Mediterranean Large Marine Ecosystem—Regional Component: Implementation of Agreed Actions for the Protection of the Environmental Resources of the Mediterranean Sea and Its Coastal Areas	MF	UNEP-UNIDO	12.89	29.61
In pipeline					
1014	Danube/Black Sea Basin Strategic Partnership on Nutrient Reduction, Tranche I	IW	World Bank	0.00	29.56
1661	Danube/Black Sea Strategic Partnership—Nutrient Reduction Investment Fund: Tranche 2	IW	World Bank	1.75	74.80
2044	Strategic Partnership for Nutrient Reduction in the Danube River and Black Sea—World Bank–GEF Nutrient Reduction Investment Fund: Tranche 3	IW	World Bank	2.92	222.18
2601	World Bank–GEF Investment Fund for the Mediterranean Sea Large Marine Ecosystem Partnership, Tranche 1, 1st Allocation	MF	World Bank	6.06	90.00
3229	World Bank–GEF Investment Fund for the Mediterranean Sea Large Marine Ecosystem Partnership, Tranche 1, 2nd Installment	IW	World Bank	15.00	45.00

Notes: IW = international waters; MF = multifocal area.

the dialogue for accelerating implementation of the Danube and Black Sea action programs. Following incorporation of recipient country comments, the elements of the Strategic Partnership were discussed at subsequent Danube Commission and Black Sea Commission meetings. Adjustments were adopted in 2001 by the two groups in a phased approach to the partnership in response to funding shortages and to better match actual demand to the available resources.

In 2001, the GEF Council cited the Danube/Black Sea Basin Strategic Partnership on Nutrient Reduction, Phase I, as an excellent example of country ownership. Over $3.5 billion in baseline capital investments in water quality improvement are expected for implementation of the Danube Strategic Action Program. Complementary GEF assistance will support recipient countries in meeting their management commitments under the two relevant regional conventions.

Mediterranean Sea Partnership

The Strategic Partnership for the Mediterranean Large Marine Ecosystem—Regional Component (GEF ID 2600) is a financially independent multifocal regional project drawing on resources from both the international waters and POP focal areas. The umbrella program consists of this regional component project and two World Bank–implemented installments of the Investment Fund for the Mediterranean Sea Large Marine Ecosystem (GEF IDs 2601 and 3229).

The countries of the Mediterranean Sea Basin face a variety of shared environmental problems that are transboundary in nature. In 1997, the UNEP Mediterranean Action Plan, with financial support from the GEF, initiated a comprehensive regional effort aimed at identifying and accelerating the key reforms and investments needed to reverse negative trends threatening the Mediterranean Sea ecosystem and moving it toward sustainability.[2] In a little over six years, a full transboundary diagnostic analysis for the Mediterranean Sea was prepared and agreed upon by the parties to the Barcelona Convention. This was followed up by the adoption of two strategic action programs to address the main transboundary concerns: land-based pollution (SAP MED), and loss of biodiversity (SAP BIO). The Mediterranean countries subsequently, in 2004, agreed on a collective effort for the protection of the Mediterranean's environmental resources. This in turn resulted in the Strategic Partnership for the Mediterranean Sea Large Marine Ecosystem, led by UNEP and the World Bank; cofunded by the GEF; and involving other relevant agencies, international financial institutions, and bilateral and multilateral donors. The partnership was to serve as a catalyst in leveraging policy, legal, and institutional reforms as well as additional investments for reversing degradation of the Mediterranean Sea Basin with its coastal habitats and marine living resources. Following the model of the GEF Black Sea Basin Strategic Partnership for Nutrient Reduction, this partnership consists of two complementary components, which are the GEF projects cited above (GEF IDs 2600, 2601, and 3229):

- A regional component led by UNEP aimed at implementing agreed actions for the protection of the environmental resources of the Mediterranean Sea and its coastal areas
- An investment fund implemented by the World Bank, which was approved by the GEF Council in August 2006

The partnership will stimulate and further enhance implementation at the Mediterranean level of global conventions and initiatives such as the CBD and the Stockholm Convention, regional conventions and instruments such as the Barcelona Convention and the Mediterranean Action Plan, as well as strategic and national action plans and NIPs in individual countries.

[2] See **www.unepmap.org**; accessed February 2010.

5. Results of GEF Support to Turkey

This chapter examines the following questions on the results of GEF support to Turkey:

- Is GEF support effective in producing results at the project level?
- Is GEF support effective in producing results at the aggregate level (portfolio and program) by focal area?
- Is GEF support effective in producing results at the country level?
- Is there enough good-quality capacity development and awareness raising about environmental issues because of the GEF?
- Has there been an effective dissemination of lessons learned in GEF projects and by GEF partners?
- Were GEF projects able to promote effective local-level natural resource management in Turkey's protected areas and national parks?
- Is GEF support effective in producing results that are sustained over time and continue after project completion?

Evidence on progress toward impact of GEF support comes from the two ROtI studies conducted on the in-situ conservation project (box 5.1) and on the enabling activity on preparation of the INC to the UNFCCC (box 5.2). Results at the outcome level were assessed on the recently completed GEF II project through a field verification of its terminal evaluation review. Information on results achieved on other completed enabling activities comes from triangulation of data from various sources, including desk reviews, interviews, and field visits. These assessments were completed where possible by meta-evaluation analysis of existing evaluative evidence and reports.

For ongoing activities such as the Anatolia Watershed Rehabilitation Project, the evaluation assessed the likelihood for achievement of results based on project document review as well as on informed comments offered by key stakeholders regarding ongoing processes and activities.

The analysis does not attempt to directly attribute results to GEF activities. Rather, it assesses the contribution of GEF projects, along with other factors, to the achievement of expected results.

5.1 Global Environmental Benefits

In Turkey, the most important contributions of GEF support to global environmental benefits have occurred in biodiversity and, to a lesser extent, in international waters. Since 1992, most national GEF activities have focused on biodiversity, which has attracted the highest share of GEF funding during the period under consideration. Most grants from the SGP were in biodiversity. Regional projects in international waters

Box 5.1

ROtI on In-Situ Conservation Project: Overall Rating of Progress toward Impact

The project's implementation completion report rated its results as highly satisfactory (World Bank 1999), but raised a concern about the sustainability of the project beyond the frame of completion.

The qualitative rating given by this ROtI assessment is "partially achieved" for all strategies and for the project as a whole. This rating is justified by the fact that substantial progress toward impact is still observable today, largely because GMZs in national parks and protected forests inherently imply effective in-situ conservation. However, no active system was put in place after project termination to continue efforts at the same level as was done during the project, especially for data management and scientific publications. Nonetheless, the project is still on its way to deliver impact and achieve the stated global environmental benefit: *Conserving existing and potentially developing new productive strains of economically and ecologically important crops and trees*. If achieving this impact for agricultural crops would take approximately another 10 years, it could take another 40–50 years for tree crops.

Strategy/project	Rating
Strategy 1: Gene management zones	2
Strategy 2: Data management	2
Strategy 3: Capacity building	2
Overall project	**2**

Ratings: 0 = not achieved; 1 = poorly achieved; 2 = partially achieved; 3 = well achieved.

Rating description: A number of mechanisms were set in motion to achieve the theory of change after the GEF funding ended; these have provided a basis for, in particular, national institutions to take responsibility for following up on project achievements.

Box 5.2

ROtI on INC Project: Overall Rating of Progress toward Impact

The project can be considered successful in delivering on its purpose. As a learning and innovation project, it has increased the capacity of Turkey in reporting to the UNFCCC and has set in motion the development of a climate change action plan by Turkey.

Progress for Strategies #1 and #3 was the most effectively implemented component of the project. This has been a good learning experience; however Turkey still needs GEF support to provide the latest national communication to the UNFCCC. The second strategy was the weakest component of the project, where two scenarios—both only for the energy sector—were created consisting of a baseline and a reduction mainly based on demand-side management. Development of an adaptation strategy for Turkey will also require much more work. Most likely, the second strategy will develop much more slowly than the other two, which will also delay achieving the stated global environmental benefit: *Cost-effective greenhouse gas mitigation measures implemented in Turkey*.

Strategy/project	Rating
Strategy 1: Data and reporting	2
Strategy 2: Mitigation and adaptation	1
Strategy 3: Agenda setting	3
Overall project	**2**

Ratings: 0 = not achieved; 1 = poorly achieved; 2 = partially achieved; 3 = well achieved.

Rating description: A number of mechanisms were set in motion to achieve the theory of change after the GEF funding ended; these have provided a basis for, in particular, national institutions to take responsibility for following up on project achievements.

having strong implications for Turkey also began early. As several projects have been completed in these two focal areas, it is here where results are most likely to be seen. Preliminary results of more recent GEF activities in climate change are also observable and show promise from the point of view of laying a foundation for future global environmental impacts. The field ROtI on the INC project (box 5.2) showed that impact drivers and assumptions are in place for progress toward impact in climate change.

GEF support to biodiversity conservation in Turkey has resulted in significant global benefits by contributing to the formal protection of globally significant biodiversity species and strengthening

protected area management systems. This success was mostly built on existing national capacity, which has a long tradition especially in the forest sector. The expertise and support provided through the GEF Agencies—particularly those that have been most closely involved in these projects—has also positively contributed to these results.

GEF biodiversity projects have contributed to the expansion of the areas under conservation and sustainable use, despite their rather limited funding when compared to the needs of a country the size of Turkey. The proportion of land under some form of protection for nature conservation has increased from 4 percent to about 6 percent since 2000. In addition to more land under conservation, the quality of conservation has improved as well. Twenty-two GMZs were designated by the in-situ conservation project, providing a rich source of much-needed genetic variety. The ROtI study confirms these positive effects, which are still felt today. New gene conservation forests are created each year, which is a positive development even though these new areas are not subjected to the same rigorous analysis of those established with the support of the in-situ conservation project.

Over the past 15 years, the water quality of the Black Sea has improved considerably, mainly as a result of the collapse of the former Soviet Union and the subsequent closing down of livestock production units along the Danube River (Fox and Buijs 2008). It is safe to say that the GEF support provided through funding and implementation of a considerable number of regional projects contributed to these positive changes.

Small Grants Programme

Despite challenges, the GEF has helped develop the concept of, and capacity for, local-level natural resource management in Turkey. This has been one of the main results of the SGP and the small grants components of other GEF projects (see box 5.3 for more on the SGP and its results). This is the GEF modality of support that best reconciles the need to contribute to global environmental benefits while acting at the local level. As in most GEF member countries benefiting from the SGP, results in Turkey are positive.

Developing participatory natural resource management takes time, but Turkey is now firmly on the right path, although much work remains to be done. The potential of the SGP has been fully realized, specifically in exploring how best to build links between the environmental, social, and economic dimensions of sustainable development at the local level.[1] The active and effective involvement from the SGP unit in the UNDP country office has played an important, positive role in successful implementation of the SGP.

The incorporation of separate small grants components in the GEF II and Black Sea regional projects has helped make these projects a success. This inclusion of these components helps provide incentives at the local level when proposing environmental conservation activities, while responding to a considerable demand for small grants at the local level in Turkey. Moreover, it is a good example of GEF projects learning lessons and adopting best practices from each other.

[1] The MoEF considers projects executed by the SGP to have a minor contribution to the realization of national priorities on conservation of biological diversity and sustainable use of biological resources in line with the NBSAP. However, the mandate of the SGP and other similar small grant initiatives under FSPs is to provide examples of reconciling global and local concerns. Moreover, the SGP cannot be expected to generate effects at a large scale, especially in a country of Turkey's size.

Box 5.3

Results of the SGP in Turkey

- Almost all Turkey SGP projects reflect global environmental objectives from the local point of view. Grant approvals are partially based on their consistency with GEF priorities. Participation, democracy, flexibility, and transparency are cornerstones of the SGP approach. The program encourages and supports the participation of communities, local people, NGOs, local-level organizations, and other stakeholders in all aspects of planning, design and implementation. This is particularly important for Turkey.
- Sustainability of results and the likelihood of impacts in Turkey would be highest if the following conditions are met:
  1. Early involvement of other partners (local government, NGOs, universities, other projects) in implementation and coordination activities
  2. Research and surveys that document baseline conditions, validate results, and justify the need for further support
  3. Proactive dissemination and public relations activities that attract government/donor interest for project replication and up-scaling
  4. Capacity building for local-level organizations and other stakeholders that increases local ownership and improves conditions for the transfer of knowledge

Source: Extracted from Navajas, Jyotsna, and Tektaş 2007.

However, these projects chose not to use existing SGP procedures and operational mechanisms, but instead constructed independent administrative and management mechanisms and procedures. As a result, the GEF was at one point supporting three parallel grant management and administration structures in Turkey with similar objectives—a situation unlikely to be the most efficient, given the notably high overhead and transaction costs of small grant programs.

5.2 Catalytic and Replication Effects

The in-situ conservation project experience paved the way for Turkey to explore other GEF funding opportunities. This project was also the first of its kind in combining in-situ with ex-situ biodiversity conservation activities. The International Symposium on In-Situ Conservation of Genetic Diversity held in 1996 played a significant role in promoting the country's experience to other countries in the region. The ROtI study confirmed that the system of in-situ conservation introduced by the project is still in place today in Turkey in the 22 GMZs, securing Turkish access to resources of genetic importance. Moreover, instead of the separate national fund proposed by the project, about 90–95 percent of national funding is allocated by the State Planning Organization to these activities (70 projects have a broader focus but also include genetic diversity; these are part of three large programs in, respectively, genetic resources, protection of biodiversity, and in-situ conservation of threatened species). Other external funding was provided for these efforts; for example, an EU initiative, the LIFE-EU project, completed in 2002 provided funding to the Ministry of Agriculture and Rural Affairs, MoEF, and NGOs.

The GEF II project had mixed results from the point of view of catalytic and replication effects. This project was to be implemented in four pilot sites. Based on experience gained in establishment of participatory protected area management plans, similar activities would then be extended in nine further sites. Fieldwork revealed that only a few of these management plans have been approved. In two cases, rather than adopting the approach proposed by the GEF II project, the old top-down forest development management plans were updated. Rapid socioeconomic studies and

geographic information system assessments supported by the GEF II project contributed to this updating effort.[2] In other sites, approval of the management plans is still on hold for a variety of reasons, including an unclear legal framework;[3] conflicting socioeconomic interests from various involved parties; and confusion about roles and responsibilities among different MoEF general directorates, notably those for forestry and nature conservation. Nevertheless, the evaluation found cases of voluntary replication of participatory protected area management plans (see, for example, box 5.4).

The INC climate change enabling activity played a crucial catalytic role for Turkey not only in adhering to its UNFCCC obligations, but also in laying the foundation for a national climate change policy. This project helped resolve a stalemated situation and led to a clear and uniform strategy addressing climate change. This is confirmed by the analysis conducted in the ROtI study, which rated the project's strategy on agenda setting as well achieved (box 5.2).

Many different stakeholders are likely to be affected in various ways by the climate change

[2] This was found at the replication sites in Kovada and Sakarya while performing field terminal evaluation review verification for the *GEF Annual Performance Report 2010*.

[3] As emerged during the terminal evaluation review field verification, there is presently no mechanism for approval of management plans for protected areas that are not national parks, as in the case for two pilot sites in the GEF II project.

Box 5.4

Sample Experience of Voluntary Replication: Antalya

"A project team was created for this national park in 2000. Members of the team came from different regions in Turkey. At the end of 2003, the project was evaluated as unsuccessful by a World Bank team and our site risked being closed. As a result of this review, the project team was changed and some new staff was involved in the period 2004–08.

"Two months before project closure in 2008, we prepared and sent a technical report to the General Directorate of Nature Conservation and National Parks about the preparation of management plans for other protected areas in Turkey. The report explained the methodology for preparing a management plan for a protected area—this including the number of staff needed, the duration, practical ways of gaining knowledge from socioeconomic and environmental aspects, and so on. The ministry and its general directorate welcomed our report and proposed that we set up a team for carrying out the proposed activities. We began to prepare a management plan for a new wildlife protected area in another district of our province. This management and development plan was approved by the minister. It was the first management plan for a wildlife protected area in Turkey (there are 79 similar sites in the country). Our experience became an example for all following management plans, planners, and researchers. Subsequently, we completed three additional management plans of wildlife protected areas, which are about to be finalized, and we are working in two other sites up to now.

"There are many protected areas in Turkey and one team is not enough. We had to find new ways. One of these is a rapid ecological and social assessment, which can help in accelerating the planning process. So far, this has been done in nine sites under our control in different provinces in Turkey. Their plans will be prepared in 2010 by new local teams and we will assist them. Recently, we organized in our province a training course on how to prepare a management plan for the benefit of 45 participants.

"We gain a lot from our participation in the GEF II project, both for our job and life. We learned how to make a management plan. This puts us one step ahead of others. Without the learning opportunities provided through the GEF II project, this would not have been possible."

Source: Osman Yöntem, Head of Protected Areas Planning Team, Provincial Directorate of Environment and Forestry, Antalya.

policy, and much persuasion and lobbying was needed to get the cooperation of all parties. Persistence on the part of the MoEF undersecretary helped gain consensus. Further catalytic effects of the INC project are illustrated by two ongoing follow-up UNDP-financed projects—the Climate Change Action Plan and Enhancing the Capacity of Turkey to Adapt to Climate Change 2008–2010. During the INC process, in which approximately 7,000 people were contacted or consulted with, a carbon platform was created whereby voluntary emissions reduction carbon credits can be traded in Turkey. A number of private Turkish wind energy investors are applying for these tradeable credits and showing interest in this new market.

Another significant catalytic effect of the INC is the inclusion of the National Climate Change Action Plan in the government's Ninth Development Plan (SPO 2006). In addition to the three GEF energy efficiency projects that are about to start, financing is emerging from the World Bank, the European Investment Bank, the European Bank for Reconstruction and Development, and KfW to speed investments into renewable energy and energy efficiency for Turkey. Part of these funds, estimated at around $100 million, will come from the World Bank's Clean Technology Fund.

In the Küre Mountains, the implementation of five SGP grants played a catalytic role in the development and implementation of the MSP Enhancing Coverage and Management Effectiveness of the Subsystem of Forest Protected Areas in Turkey's National System of Protected Areas in the Kastamonu Province. These SGP projects allowed some components of the MSP to begin before the project was approved and funded, facilitating increased investment. One of the important characteristics of the approach being carried out at the Küre Mountains is the introduction, with the participation of NGOs, of a series of innovative methodological approaches in forest and protected area management. These include buffer zone management, rapid assessment and prioritization of protected area management,[4] the abovementioned Management Effectiveness Tracking Tool, the World Bank–WWF Tracking Tool for Reporting Progress at Protected Area Sites, the High Conservation Value Forests, the Forest Landscape Restoration, and the Pan Parks Initiative of the WWF to protect nature through sustainable tourism development, among others. The value of these methodologies will only be fully realized if their use becomes widespread within the Turkish protected area management context.

Through the GEF-supported enabling activity on POPs, institutional capacity has been created to monitor the status of POPs in Turkey. A National Coordinating Committee has been formed comprising representatives of ministries, universities, and NGOs, thus bringing together all the stakeholders involved with POPs in Turkey. Today, direct industrial POP emissions are banned in Turkey, and industrial facilities have become aware that they have to reduce their direct POP emissions. An EU-funded project is forthcoming to continue the work on POPs, so that Turkey can fully satisfy not only the requirements of the Stockholm Convention, but also those of the environmental chapter for the EU *Acquis Communautaire*, where nine additional POPs have been added to the list to be monitored in Turkey.

[4] A rapid assessment and prioritization of protected area management approach was first used by the GEF II project in 2005. As the result, threats and pressures, and the strategies to resolve them, have been identified in Turkish national parks. The Rapid Assessment and Prioritization of Protected Area Management Result Book was prepared by the GEF project, and a workshop on Enhancing Coverage and Management Effectiveness of the Subsystem of Forest Protected Areas in Turkey's National System of Protected Areas–Küre Mountains was organized.

The GEF enabling activity on POPs has thus been catalytic for Turkish action on POPs. The opening of the EU environmental chapter and the forthcoming EU project are positive developments projected to better control POPs in Turkey.

5.3 Institutional Sustainability and Capacity Building

With the in-situ conservation project, institutional capacity in Turkey was developed for preparing and implementing a national strategy for in-situ conservation of genetic resources. The technical assistance, training, and preparation of a national plan enabled the Ministry of Agriculture—together with the then-separate Ministries of Forestry and Environment—to understand the importance of existing genetic diversity and in-situ conservation. This project helped

- prepare a strategic plan that would ensure the protection of wild crop relatives and forest genetic resources in their native habitat beyond the project,
- conduct survey/inventory work for in-situ purposes,
- conduct genetic analyses to assess the amount and distribution of genetic diversity, and
- manage data through a range of geographic information system and remote sensing applications.

The in-situ conservation project established a coordination mechanism that enabled line agencies to work together. This cooperation continues to the present day. The ROtI study identified capacity building as one of the strategies the project was supposed to follow, in the context of creating institutional capacity to manage genetic resources. The ROtI analysis shows that more than 20 new varieties of wheat have been created. These new high-yielding, drought- and disease-resistant varieties are preserved ex-situ as well, bringing the project one step closer to its intended impact. Progress to impact in this strategy was rated as partially achieved (box 5.1).

The GEF II project made uneven progress in changing the way relevant MoEF institutions work at the national and local levels and in strengthening long-term capacity to ensure sustainable management of Turkey's protected areas and biodiversity resources (World Bank 2009b). Provincial directorates and local authorities at two sites (Sultan Sazlığı and Köprülü Canyon) stressed their commitment to support implementation of the management plans elaborated with GEF II support. In İğneada, the project did not manage to make a difference. A number of contingent and context-specific factors came into play, including the local project management team having difficulty in building trust and communicating effectively with the local community and the recent official designation of the area as a national park.

At the national level, the GEF II project succeeded in incorporating biodiversity conservation considerations into MoEF planning and management processes for forest reserves, leading to a revised forest planning regulation. However, it did not fully institutionalize these considerations into MoEF planning and management processes for protected areas. To date, only one management plan has been approved, in Sultan Sazlığı. The legal status of Sultan Sazlığı changed from the totally restrictive "natural protected area" status to "national park" status, under which some activities are allowed for local communities. This paved the way for approval of this management plan.

Key government stakeholders indicated that the NCSA enabling activity supported national partners by bringing together people from various ministries. This was a new approach in Turkey.

A wide range of stakeholders was invited to the final NCSA workshop in March 2010. The NCSA has brought together three focal points, which otherwise operated more or less independently. This new work style has contributed to supporting Turkey's overall capacity to report to the UN conventions.

One of the core elements of GEF projects is capacity building of the government staff members involved in the projects. Through their involvement in GEF projects, the staff gained unique experience, which can be used to fulfill their other duties and responsibilities. Most GEF projects had significant results on both capacity building and awareness raising. This type of GEF contribution was particularly important in biodiversity, both in terms of building capacity in the public sector and in raising awareness of environmental issues in Turkish society. Communication among government institutions and agencies improved, as confirmed by key government stakeholders interviewed during the evaluation. This improved communication in turn contributed to the development of the national institutional and policy frameworks in the environmental sector. Both in parallel with and after the completion of GEF projects, a number of international treaties have been adhered to and a number of national policies and laws have been introduced in Turkey. These include the RAMSAR Agreement in 1994, the CBD in 1997, and the Wetland Conservation Regulation in 2002, among many others.

GEF projects have also been a useful precursor to the EU accession process, as the timeline in figure 3.3 shows (examples of stakeholder opinions can be found in box 5.5). Government staff members who have worked on GEF projects are key assets to Turkey; their increased expertise will be useful when it comes time to comply with EU requirements on the various environmental topics that will be under discussion, including those related to climate change.

Box 5.5

Stakeholder Opinions on Results of GEF Projects

- The projects that have been implemented in Turkey are very important with regard to solving international problems. However, it will take time for the public authorities and the citizens to give up their old habits and accept new regulations, as we are only in the beginning stage. After the completion of the project, I do not think that it can continue with its own internal dynamics until it is truly accepted and transferred. Without any doubt, the GEF is implementing important projects on protection of the environment and preventing pollution all over the world. But it would be only a dream to see the effects of the projects take place immediately.
- There are inequalities in NGO support. As a way of awareness raising, an atmosphere of fear and panic is created among the public, and this atmosphere creates more damage than climate change, desertification, and biological destruction. For me, GEF projects are the way of transferring know-how and technology (for me most of them are useless) of the developed countries to the underdeveloped and developing countries. However, those resources should directly aim at the solution of the problem (such as floods and droughts). A large amount of resources are spent on conferences and hotels. Bureaucracy should be reduced.

Source: Responses from the e-survey.

5.4 Results by GEF Focal Area

Biodiversity

The results delivered through the national biodiversity project portfolio over the past 17 years are best viewed in the time sequence of the different projects implemented. There is no doubt that the portfolio has evolved over time based on learning and adjusting to Turkey's changing context. Of the six national biodiversity projects, four have been

completed, including two enabling activities. The other two projects are ongoing, one of which is an MSP. The analysis of results of the GEF national biodiversity portfolio includes the biosafety enabling activity, a national component of a global project, as its relevance and expected results are of a national nature.

The in-situ conservation project made important contributions, with impacts still relevant well after the project's close. The ROtI study shows progress toward impact in all the three project strategies, namely the establishment of GMZs, data management, and capacity building (box 5.1). The GEF II project had a more mixed record. On the one hand, the project certainly broke new ground, introducing new participatory approaches to protected area management in Turkey. On the other hand, it faced challenges associated with public participation; government inertia vis-à-vis innovative approaches; problems of poverty at the local level; and threats to conservation from tourism, road construction, forest extraction, grazing activities, water resource use, and other economic activities. The fact that these problems were encountered can be considered as evidence that the GEF II project was addressing the right issues—participatory approaches, livelihood/biodiversity tradeoffs, and vested economic interests. Nevertheless, these forces are much larger than a project the size and duration of GEF II can tackle, and its efforts in attempting to address these challenges must be acknowledged as a positive result in and of itself. Similarly, work on protected area management plans, and on developing participatory approaches to design and implement those plans, has planted important seeds for national capacity development, as demonstrated by the voluntary replication of the participatory approach to wildlife area management plans (box 5.4). The high number of successful SGP grants in biodiversity has also certainly contributed to these positive results.

In 2005, the GEF II project provided support and expertise to prepare a comprehensive draft law on the protection of nature and biological diversity. This essential project output must be considered an important contribution to biodiversity protection in Turkey. The draft law, prepared with wide stakeholder consultation involving more than 2,500 people, was not approved in its initial format, and has been on hold since. From informal consultations, it emerged that the law is again under consideration by the public institutions in the context of the recently signed EU environmental chapter.

In parallel to the draft law on the protection of nature and biological diversity, an NBSAP has been prepared with support from a GEF enabling activity; this was completed in early 2007. The NBSAP includes goals and actions that will affect all sectors that play a role in the conservation, management, and utilization of biological diversity. Even though the NBSAP has received official support from all relevant institutions and was formally approved by the minister of MoEF in June 2008, it is not being implemented, possibly because the funds to do so are not readily available. Together, the biodiversity law and the NBSAP would provide a legal basis, and a strategic and actionable plan, for nationally owned approaches to biodiversity conservation. They would also provide a strategic basis for the subsequent national and external investments in biodiversity, including from the GEF during GEF-5. Progress made in preparing these documents is countered by the challenges faced so far in getting them approved and implemented. Again, this indicates that these GEF projects were pushing in the right direction and were technically sound. Despite the fact that their products have not yet been utilized to their full potential, they are available to the country.

As previously highlighted, the recent opening of the EU environmental chapter in Turkey has brought these GEF-supported products back to the national policy agenda. The NBSAP has been added to the national program within the EU harmonization efforts in Turkey. It may be that the strong political will behind the EU accession process helps get the law approved and the NBSAP implemented. That would be a further example of the positive reciprocal influence between the GEF and the EU—with the GEF paving the way, building the capacity, and providing pertinent technical support, and the EU providing a strong incentive and further funding to the country for completing the process.

The biosafety enabling activity is another example of good GEF support with small funding. The main output of this crucial enabling activity was a draft national Biosafety Law, prepared with the active involvement of more than 55 institutions, experts, and academicians. Despite the fact that project funds were exhausted in 2007, Turkey continued the process using its own funds, demonstrating the country's high interest in and active commitment to biosafety. This is a noticeable example of the GEF making a difference: without GEF support there would most probably not be a Biosafety Law today in Turkey.

International Waters

The support provided by the GEF through its regional projects has substantially contributed to Turkey's involvement in agreements for coordinated regional and international management of marine resources, helping to develop cooperative networks for coherent regional response and action. The international waters projects have also significantly improved the scientific basis for regional prioritization of cooperative interventions in managing marine resources and land-based activities affecting these resources.

In Turkey, the national strategic action plan for the Black Sea was prepared by a group of national consultants under the leadership of a national environmental consulting group. The group met with representatives of the agencies involved in environmental management, gathered data, and reviewed environmental and seashore reports and management plans. The draft plan produced was submitted to the government, coastal municipalities, and major national NGOs. After national-level discussion, the Black Sea strategic action plan was revised, approved, and disseminated for implementation.

Support in international waters is also provided through the Anatolia Watershed Rehabilitation Project, which is the Turkish component of the Black Sea Partnership program. The Anatolia project operates in four provinces of the Anatolia Plateau with the aim of reducing the discharge of agricultural nutrients into surface and ground water in watersheds draining into the Black Sea. The principal value added of the GEF contribution to this project comes from providing additional funds to help reduce barriers to farmers' adoption of more environmentally friendly agricultural practices. GEF funding is intended to support the government in accelerating its program of demonstrating environmentally friendly agricultural practices on a wider range of farms and to engage in a much-needed public awareness program on agricultural pollution.

Through direct field observation, interviews with key stakeholders, and desk review of project documents, the evaluation found that the Anatolia project is performing well in delivering expected outputs. To date, 327 on-farm manure management units and 8 central storage facilities have been completed. A water quality monitoring program has been launched, and baselines for a large number of sampling sites have been

established. Publications on agricultural pollution management and proper fertilizer use have been prepared. Nitrogen, which is being sequestered in pilot water micro-catchment activities, is being calculated to determine the impact of individual investments (World Bank 2008d). Despite the promising progress to date, it is still too early to formulate an evaluative judgment on the likelihood of achievement of the project's expected outcomes.

With the support of GEF international waters regional projects, Turkey both helped shape and became a signatory to protection treaties covering the Black and Mediterranean Seas. Supported by the GEF, under the coordination of the MoEF, Turkey prepared several studies related to the Protocol for the Control of Land Based Pollutants to protect the Black Sea, which is an annex to the Bucharest Convention. In parallel, the Marmara Research Centre at the Institute for Chemistry and Environment undertook the Development of the National Action Plan for the Land Based Pollutants project. These studies and action plans, some of which were prepared with GEF support, now need to be implemented. With regard to the Mediterranean Sea, Turkey has adopted the Land Based Pollutants Protocol to protect the Mediterranean Sea (under the Barcelona Convention), stimulated by GEF regional projects. For both the Black Sea and the Mediterranean Sea, all signatory party countries are required to prepare a national action plan against land-based pollutants including prevention measure packages, implementation, and timetables.

Climate Change

The ROtI study of the GEF-supported enabling activity for the preparation of the INC to the UNFCCC confirmed that, despite the small funds delivered, the results achieved have varied from good to quite impressive (box 5.2). This crucial GEF support has been and is likely to be significant in shaping ongoing action, debate, and future climate change policy, strategy, and planning decisions. This was accomplished by providing baseline data, including a GHG inventory and vulnerability assessments, and an analysis of options for mitigation and adaptation. The project also influenced the country's 2009 National Climate Change Strategy. These are relatively major achievements for such a small project.

Climate change is probably one of the most complex and difficult issues in the Turkish context. The country's existing climate change strategy has not yet originated concrete prioritized plans for response that could guide project selection. Completion of a concrete action plan is scheduled before the end of 2010, but this may well take longer. Even though no mitigation and adaptation measures have yet been undertaken, thanks to the essential contribution provided by the INC enabling activity, the road has been paved for a meaningful climate change policy in Turkey.

As none of the three GEF climate change mitigation projects has become operational to date, no concrete results are recorded in increased energy efficiency.

Other Focal Areas

Ozone-Depleting Substances. There are no results in the ozone focal area, and Turkey is not eligible for GEF funding in this area.

Land Degradation. Land affected by desertification is one of the biggest problems in Turkey. A large majority of the country's soils are exposed to the risk of erosion to varying levels according to the World Desertification Risk Map. No national projects have addressed this issue aside from seven small grants awarded under the SGP. In May 2008, a project initiation document requesting a PDF-A grant was submitted to the GEF Secretariat, but

could not be pursued further because of limited funding in GEF-4 for the land degradation focal area.[5] The seven implemented SGP grants have produced important but limited results when compared to the full dimensions of the problem. The issue of land degradation is of major importance to Turkey and would have deserved much more attention during GEF-4, if sufficient funding had been available. In this regard, Turkey is in the same position as other countries with similar problems, such as Egypt and Syria.

[5] The GEF Secretariat informed Turkey that all resources allocated to land degradation were already allocated or earmarked for priority projects and therefore the submitted project idea could not be considered in GEF-4.

Persistent Organic Pollutants. The GEF provided a small amount of funds to develop a strategic and informed basis for analysis, prioritization, and action in dealing with POPs in Turkey. This enabling activity supported the preparation of the first draft NIP. In January 2010, Turkey became a party to the Stockholm Convention; it must now finalize its NIP within the next two years. The NIP should include 9 new chemicals in addition to the original 12 covered in the first draft.

Multifocal. The ongoing NCSA, when complete, should provide a foundation for strategic decision making on capacity building, both across the GEF portfolio and more generally, as well as identifying the enabling conditions necessary to ensure the effectiveness and sustainability of results.

6. Relevance of GEF Support to Turkey

This chapter addresses the following key evaluation questions on relevance:

- Is GEF support relevant to Turkey's sustainable development agenda and environmental priorities that are currently being developed?
- How is the Turkish EU accession program influencing the relevance of GEF support to Turkey?
- Is GEF support relevant to Turkey's development needs and challenges?
- Is GEF support relevant to Turkey's GEF focal area action plans?
- Is GEF support relevant to global environmental benefits (biodiversity, GHG, international waters, POPs, land degradation, and so on)?
- Is GEF support relevant to the GEF mandate and the GEF focal area programs and strategies?

Several factors make it challenging to assess GEF relevance to Turkey in terms of the questions above. The portfolio spans more than 17 years and four GEF phases, during which time the Turkish policy and legislative context has changed fundamentally, as has the GEF framework of focal areas covered, strategies, objectives, indicators, and requirements.

Every effort has been made to signal significant changes over time without expanding upon the issue unnecessarily. Almost all relevant national policies and strategies were developed after Turkey's initial partnership with the GEF in 1992. But the country's policies and strategies came about in the context of a number of national and international drivers, among which GEF support was only one factor. The purpose of this chapter is to analyze the extent to which the GEF portfolio has been relevant to shaping the national policies and strategies with respect to the environment in Turkey, while maintaining relevance to the GEF global environmental mandate.

The specific frameworks applied and the issues related to alignment over time in Turkey, the GEF, and GEF Agency contexts have been clearly identified in the text where relevant. In addition to Technical Document A, "Country Environmental Legal Framework," and interviews with key government representatives, findings on relevance are supported by the results of the electronic survey, which consisted of a random poll of major stakeholders in Turkey. In this survey, an overwhelming majority of respondents agreed or strongly agreed that GEF support to Turkey was relevant. Interestingly, stakeholders from the central government agreed to at a significantly higher extent than did other stakeholders that GEF projects supported innovation by providing know-how and piloting/demonstrating new technologies in relevant fields.

6.1 Relevance of GEF Support to the Country's Sustainable Development Agenda and Environmental Priorities

GEF support has been relevant to Turkey's sustainable development agenda and environmental priorities. In the 1990s, drawing inspiration from the 1993 United Nations Conference on Environment and Development in Rio, Turkey embarked on an expansion of its forestry and environmental laws. To do so, it built on its 1991 Law on Organization and Responsibilities of the Ministry of Environment and Forestry; this law established a top-down approach to forestry management and commercial timber extraction, while addressing biodiversity conservation. In 1997, Turkey became a party to the CBD and developed other environmental policies, including a National Environmental Action Plan (SPO 1999). The first GEF biodiversity projects were developed in this evolving context, and were relevant to the national environmental policy framework.

Technical Document A, "Country Environmental Legal Framework," documents Turkey's development, over time, of national environmental laws and policies to improve protection of its biodiversity, the condition of international waters, air quality, and energy efficiency. GEF projects have been fully relevant to these developments, supporting and even contributing to the national environmental policy framework, especially in the biodiversity sector. The projects have advanced policy and strategic development in areas such as biosafety and climate change, responding to national needs overall as well as helping Turkey fulfill its obligations to international environmental conventions.

The GEF first successfully supported Turkey's efforts to conserve forest **biodiversity** in GMZs through the in-situ conservation project. Although this project was mainly implemented in line with the top-down approach in effect at that time, it included elements of local community consultation and awareness raising.[1] This is one of the oldest GEF projects, approved during the pilot phase and implemented during GEF-1. GEF II, also implemented by the World Bank, adopted a different approach, building synergies among local livelihood incentives, local-level development, and improved environmental management. This positive shift reflected both national priorities and the international emphasis on local-level development. The GEF II project initiated nature protection in four different climatic regions in Turkey, with later replication to nine other sites.

Climate change started gaining importance in recent years with a GEF-supported enabling activity, Preparation of the Initial National Communication to UNFCCC (GEF ID 2387), which spurred a national dialogue on climate change in Turkey. Three FSPs in energy efficiency stemmed from this enabling activity; as of this writing, these have all been approved by the GEF Council. Additionally, the SGP has implemented 27 grants in climate change with a total budget of $749,250. These efforts were mainly demonstration projects in the field of renewable energy covering solar,

[1] In determining the GMZs and formulating management plans, assessments were undertaken of the local socioeconomic situation with local community members consulted. This was not a full-scale participatory approach, as the GMZs were largely chosen in already protected areas, making the need for local participation and day-to-day management minimal. The ROtI study conducted on this project (reported on in Technical Document C of volume 2 of this report) confirmed that it engaged mainly in awareness raising in the GMZ selection phase (Outcome 6) rather than comanagement of forest resources with local participation.

biogas, waste, and wind technologies at the local level. While a few SGP climate change grants were implemented in 1998–99 and in 2004–06, more than half of the SGP budget in climate change was allocated from 2008 onwards, illustrating the increased recent attention to this topic.

The GEF has provided substantial support to marine **international waters**. This is in line both with the GEF mandate for global environmental benefits and with the Turkish environment/development agenda in the regional context of the Black Sea and the Mediterranean Sea.

There is one major shortcoming with regard to GEF support, and that is in the **land degradation** focal area. Even though land degradation is one of the most pressing environmental problems in Turkey (UNCCD 2006; ROT 2008g, 2009a), it has received almost no support from the GEF. The only support provided was through the SGP, which awarded seven grants in this focal area totaling $184,290 during 2003–06. Such grants had to stop after the introduction of the RAF in GEF-4, when the SGP had to comply with RAF guidelines and only make grants in biodiversity and climate change in Turkey.

There are some major sustainable development issues in Turkey to which the GEF has not always been relevant, notably with regard to poverty alleviation and perhaps gender. Since by definition, the GEF focuses on global environmental benefits, it cannot always focus on these issues. However, there are exceptions even to this, notably under the SGP.

Two important recent developments with respect to the global environmental agreements are Turkey's signing of the Kyoto Protocol and the Stockholm Convention in late 2009. This activity shows that climate change is emerging strongly in the Turkish national environmental policy agenda. A process to reach consensus of the strongly differing opinions among involved national stakeholders—including public institutions, civil society, and the private sector—has been completed.

GEF support in the **POPs** focal area has helped Turkey to prepare a POPs inventory, but this is not sufficient to comply with the requirements of the EU *Acquis Communautaire* in this matter. Additional funding will be needed to comply with the requirements of the Stockholm Convention.

6.2 Relevance of GEF Support to the Country's Development Needs and Challenges

Development Needs

By mandate, the GEF does not focus on social and development issues. There is thus a weak link between the GEF and its focus on global environmental benefits and Turkey's socioeconomic development needs. The evaluation found mixed evidence regarding the GEF's relevance to Turkey's development needs. On the one hand, the electronic survey responses showed much support for the GEF's contribution to Turkish sustainable development needs and challenges, including gender development. On the other hand, most GEF project documents do not consider the interconnections between environmental conservation and **social development and gender** in sufficient detail. The only notable exception is the SGP, in which these links are addressed in most of its grants.

Many stakeholders consulted during interviews and during the field ROtI studies indicated that GEF projects lack a focus on **income-generating activities**, undermining the willingness of local inhabitants to contribute to the GEF mandate of protecting the global environment.

Most of the GEF projects and enabling activities in the Turkish national portfolio have a **capacity development** component. In general, capacity building is relevant in meeting both the objectives of support and the needs of the country; it was found to be an important component of both projects analyzed with the ROtI methodology. Before the in-situ conservation project, few in the country knew about genetic resources. At that time, only 10 people had worked on these issues in two locations. Today, over 80 people, employed in 23 locations nationwide, are dealing with conservation of genetic resources. In addition, much wider cooperation now occurs among NGOs, farmers, academicians, and the government.

The INC enabling activity involved about 7,000 people in various meetings and workshops held on climate change throughout Turkey. This was the first time an externally funded initiative had stimulated so many stakeholders, including media, NGOs, academia, and international organizations, to work together in the country.

In the GEF II project, capacity-building efforts created a cadre of committed and dedicated government staff members, some of whom replicated autonomously the implementation of participatory protected area management plans in other sites. A strengthened partnership has been fostered thanks to the GEF II project between civil society and the government. This project supported a broad consultation involving about 2500 people on the draft protected area and biodiversity legislation.

Capacity building and awareness raising were also a component of the cluster of projects in the Black Sea Partnership designed to build stakeholder support from countries in the region for improved coastal and marine resource management (Fox and Buijs 2008).

Modalities of Support

Most of the GEF support modalities have been used in Turkey, although not always according to the catalytic approach advocated by the GEF Instrument, by which foundational activities should be followed by demonstration and then investment activities. It seems that the various support modalities were chosen at different points in time in a way to best fit Turkey's needs at the moment in the environment field. If, on the one hand, this might not be very relevant to the GEF mandate and its advocated catalytic approach to addressing environmental challenges, it did, on the other hand, provide strong relevance to national priorities in the environmental sector over time.

The quality of projects has improved over the GEF phases. The newer projects were formulated with more focused objectives and realistic results than the earlier ones. These projects are more embedded in national development plans, thus enhancing the relevance of GEF support. Although most GEF projects have been formulated through PDF funding blocks (A or B) with the aid of national consultants, consultancy trust funds have also been used to bring in international expertise where needed. This has helped in harmonizing the formulated GEF projects with the Turkish national environmental agenda and improving their relevance.

6.3 Relevance of GEF Support to National Action Plans within GEF Focal Areas

The timeline in chapter 3 shows that most GEF projects have been launched prior to or in parallel with Turkey's development of some of its most important environmental laws and policies in the GEF focal areas. This leads to the inference that GEF support contributed positively to

these developments or at least helped to speed up the process. The draft biodiversity law developed in 2005 with support from the GEF II project is an example. Since then, the Environment Operational Programme (ROT 2007a) and the NBSAP (ROT 2008d) have been issued, and today—due to the opening of the EU environmental chapter for Turkey in December 2009—the country's draft biodiversity law is returning to the national agenda.

As a result of the GEF-supported enabling activity for INC preparation, many policy and action plans in **climate change** are being developed; it can be assumed that these have been positively influenced by the enabling activity. In the ROtI study of the INC, many of the stakeholders consulted cited the fact that climate change is rapidly becoming part of the national planning and policy agenda as evidence of progress toward impact. It is true that the recent driver of EU accession has accelerated these processes by increasing national focus on global environmental issues. However, it is probable that, without GEF support, there would not be a Turkish Biosafety Law today, the size of protected areas would be smaller, and climate change would not have received the priority it now has.

In addition to the regional projects on international waters, early national projects and SGP grants were almost exclusively in the **biodiversity** focal area. The success of these initiatives was due more to the enthusiasm and commitment of individuals than to coherent integration and institutionalization within national strategies and plans. Initially, the government did not regard these projects as priorities, nor were they embedded in national strategies and budgets. This is why GEF support in biodiversity has been so crucial. Despite projects being operated as isolated islands, in time they positively influenced the development of strategies and action plans, attracted significant cofinancing from the government, and initiated far-reaching policy debate—securing global environmental benefits a place in the policy agenda.

Stakeholders from the central government consulted in the electronic survey agreed to a significantly lower extent than others that GEF support in Turkey is relevant in addressing all GEF focal areas of importance to Turkey. The reason for this may be the lack of attention GEF support has given to the issue of land degradation. This issue also came up several times during interviews with government officials, who see a problem in the lack of automatic alignment between global environmental values and national priorities. Again, this points to the limited allocation in the GEF portfolio for land degradation. The GEF received its mandate for land degradation in 2002; in all other GEF focal areas, it has developed frameworks to ensure relevance even when no specific guidance existed. For example, the CBD did not provide guidance to the GEF on protected areas until the seventh Conference of the Parties in 2002, but the GEF had been supporting protected area initiatives in Turkey from its start in 1993.

Country Ownership

The concept of country ownership means different things to different people (box 6.1 presents some of these ideas) and needs clearer definition. One view of country ownership, outlined in many of the interviews held and documents reviewed, is the development or at least the promotion of project ideas by Turkish stakeholders, rather than by GEF Agencies. Interviews and project documents suggest that, although enthusiastic GEF Agency staff members have conceived of some project ideas to the benefit of national stakeholders, Turkey has conceptualized the vast majority of them. From this perspective, Turkey is considered to have high country ownership of GEF activities.

Box 6.1

Mixed Views on Ownership of GEF Support

- Except in the Ankara province, participation at the provincial level is relatively low and most of the projects are mainly desk work.
- The small-size project support is not well known in Turkey. In order to get more benefit for NGOs from these grants, these GEF activities have to be better promoted. [This comment likely refers to small grants support in general, including both from the SGP and small grants components of FSPs.]
- The GEF is important in terms of its purpose. Insufficient importance is given to the GEF projects by our ministry. The implementers in provinces have difficulties in raising public awareness and in implementing the projects. The personnel of the ministries changed the study visits (trainings) into journeys for themselves.
- The GEF is one of the most important tools in order to raise awareness on environmental protection and climate change in Turkey.
- Unfortunately, GEF projects are not really "owned" by the country. They are rather only owned by the specific department of the specific ministry it is being carried out under. This creates real problems during implementation and prevents sustained conservation results. A very clear example of that is the construction of hydropower dams in Camili, and diversion of water from Igneada to Istanbul, both nationally selected sites where the GEF II project took place.

Source: Responses from the e-survey.

However, this concept of country ownership does not take into account the likelihood of subsequent project effectiveness and sustainability; thus, other ownership factors should be considered as well.

A wider view of country ownership described in most project documents assesses the capacity of the national executing agency. Here, the concern is to ensure that a competent agency can manage the project. An even broader view is taken by those who argue that country ownership is only established when: (1) the national entity with the public mandate and capacity to sustain the project is central to its design, implementation, monitoring, and evaluation; (2) the project is nested within an existing funded program; (3) the grant is embedded within the national medium-term budget; and (4) the project embodies a commitment to establish the capacity necessary to sustain it. Very few GEF projects in any country—including in Turkey—would have met these ownership criteria at formulation, although the situation has improved over time. Initially, no framework existed at all, and a small group of people inside and outside the government were the main factor behind the success of the early projects. Hence, these early projects were owned by a few "champions," and other ownership factors did not come into play.

The evaluation found frequent evidence of slow appropriation of project objectives by Turkish stakeholders. For example, the GEF II project start-up was delayed by nearly two years, and its objectives had to be down-scaled in order to make them achievable. Other recent national projects are showing similar trends. The general impression is that, initially, the GEF comes along with an idea and it is not well understood, but that over time support and understanding grow. Eventually, national stakeholders (mostly within the government) take on the project, adapt it to their needs and context, and own and drive it.

If the evidence on ownership of GEF support has been mixed in the past, it can be said today that things are gradually improving. Since the 2004 appointment of the current GEF operational focal point in Turkey, the ESPD of the MoEF has begun coordinating all GEF-related activities and providing support to the focal point. The vast majority of stakeholders consulted through the electronic survey quite strongly support maintain

country ownership of GEF projects—even though agreement is higher among government officials as compared to others. However, interviews held during some field visits revealed a lack of knowledge about GEF projects. As is the case in most GEF member countries, local communities in Turkey are more familiar with UNDP through the SGP than they are with the GEF.

Cofinancing

Cofinancing in GEF terms is funding that is additional to the GEF grant and is needed to implement project activities and achieve project objectives. Although the GEF sets no specific requirements, cofinancing is expected to be part of any GEF-supported project. Countries with more developed economies like Turkey are usually expected to provide higher levels of cofinancing than less developed countries.

The GEF-supported portfolio in Turkey has a limited level of cofinancing. For the $36.33 million of GEF support for national projects (excluding the SGP), cofinancing amounts to $82.63 million. This is a ratio of slightly more than $2 for every $1 from the GEF—a rather low ratio. Turkey's low levels of cofinancing, particularly from national institutions, could be an indicator of a low level of government commitment to GEF objectives.

A closer look at the cofinancing figures indicates that the ongoing Anatolia Watershed Rehabilitation Project accounts for almost half of the cofinancing of the whole national portfolio: about $38 million, or more than five times the amount of GEF funding for this project. Removing this project from the calculation results in a decrease in overall GEF ratio to $1.50 in cofinancing for every GEF dollar. The approved energy efficiency in buildings project has the second largest cofinancing amount—almost $19 million, which translates into a ratio of over $7 in cofinancing for every GEF dollar. For about half of all national projects in Turkey, cofinancing is greater than GEF support.

From a historical perspective, cofinancing ratios were relatively low for GEF-1 and GEF-2. In GEF-3, the average ratio of cofinancing to GEF support increased to almost $5 for every $1; it declined to less than $3 for every $1 in GEF-4. As expected, FSPs have a larger cofinancing ratio than MSPs or enabling activities (2.4, 1.5, and 0.8, respectively). International waters projects have the largest cofinancing ratio, followed by climate change projects (figure 6.1). The only project that received no cofinancing at all was the enabling activity on POPs.

The biosafety enabling activity had a GEF contribution of about $200,000 and cofinancing from the government of about $800,000; this latter allowed the project to carry out activities toward developing a national Biosafety Law once GEF funding was exhausted. This high level of cofinancing indicates interest and commitment from the government side. The preparation of the Biosafety Law has been very relevant and timely for Turkey. It involved more than 55 institutions and many experts and academicians. The law was completed in 2007, and was approved by the Turkish National Assembly on March 18, 2010.

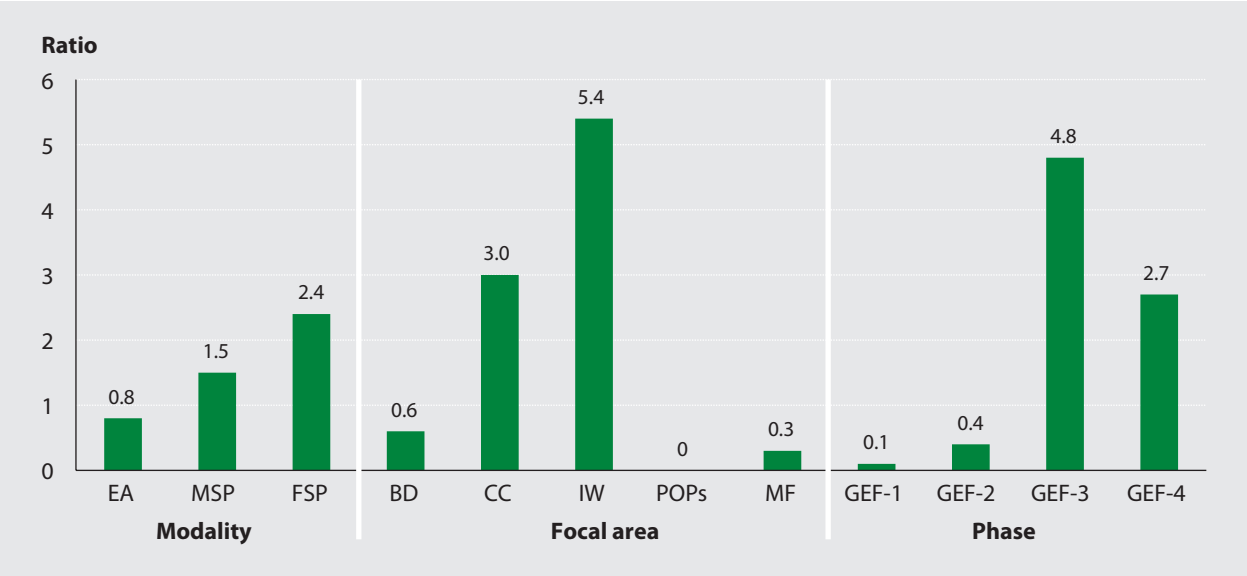
6.4 Relevance of GEF Support to the Achievement of Global Environmental Benefits

A review of all national and sampled regional GEF-funded projects showed that they were designed and approved on the basis of their relevance to international and/or regional environmental treaties.

In terms of relevance to the GEF mandate and operational principles, all projects were fully congruent, with a focus on global environmental

Figure 6.1

Cofinancing Ratios by Modality, Focal Area, and GEF Replenishment Period



issues. The large majority of respondents to the electronic survey agreed or strongly agreed that the GEF in Turkey is relevant to global environmental conventions and that it can achieve global environmental benefits in biodiversity, climate change, international waters, land degradation, and POPs.

In the biodiversity focal area, the first two completed FSPs (in-situ conservation and GEF II) tried to achieve a balance between centralized management systems (protected areas, law enforcement, and so on) on the one hand and locally managed nature parks on the other. The move toward local-level involvement gained momentum only in the GEF II project. Such involvement is needed to achieve global environmental benefits at the local level; the GEF II project was substantially relevant in that respect.

Table 6.1 compares the national projects, the clusters of regional projects, and the SGP reviewed in this evaluation against a selection of relevant international treaties and agreements signed by Turkey (a full listing of these treaties and agreements is shown in table 3.6.

The in-situ conservation project did not deal with wildlife; as such, it is relevant to fewer treaties than some of the other projects. However, the next five biodiversity projects undertaken by the GEF are relevant to the animal diversity treaties as well. The climate change projects are relevant to the emissions treaties, and the international waters projects are relevant to the international seas treaties. The biosafety and POPs projects have a somewhat narrower focus.

GEF funding has contributed to increased public awareness about environmental concerns in biodiversity, climate change, international waters, land degradation, and POPs. It has helped address environmental issues at various levels from the central government to local communities through national institutional and capacity-building support. For example, the GEF II project contained a component for raising public awareness at the local level, which included workshops, structured

Table 6.1

Relevance of GEF-Supported Projects to International Environmental Conventions and Treaties, by Focal Area

Convention/treaty	GEF project															
	Biodiversity						Climate change				Int'l waters					
	In-Situ Conservation	GEF II	Küre Mountains	NBSAP	Marine Ecosystems	Biosafety	Energy Efficiency in Buildings	Market Transformation	Energy Efficiency in Industry	UNFCCC	Anatolia Watershed Mgmt	Black Sea Partnership	Mediterranean Sea Partnership	POPs	NCSA	SGP
Bern Convention		■	■	■	■										■	■
Life Safety at Sea—SOLAS											■	■	■		■	■
International Energy Program							■	■	■	■					■	■
Transboundary Air Pollution							■	■	■	■					■	■
Protection Ozone Layer															■	■
Montreal Protocol							■	■	■	■					■	■
Combat Desertification	■	■	■	■	■										■	■
RAMSAR	■	■	■	■	■										■	■
Transboundary Hazardous Wastes															■	■
Black Sea Protection											■	■			■	■
Trade in Endangered Species		■	■	■	■	■									■	■
Biological Diversity	■	■	■	■	■										■	■
EU Vertebrate Animals		■	■	■	■										■	■
The Barcelona Convention													■		■	■
Cartagena (Biosafety)						■									■	■
Mediterranean Protection					■								■		■	■
UNFCCC							■	■	■	■					■	■
Kyoto Protocol							■	■	■	■					■	■
Stockholm Convention														■	■	■

Note: ■ = project is linked to relevant action plan or strategy; ■ = project is delivering impacts to action plan or strategy.

consultations, and regular interactions with villagers. Most project sites developed outreach programs with local schools, and facilitated field visits for children and villagers to other nature sites in Turkey. This initiative was in fact one of the project's unheralded successes. Project staff also found opportunities to leverage support for nature conservation activities by working with local institutions. The Black Sea Partnership cluster of regional projects similarly contributed to raising public awareness, including through its small grants component. The INC enabling activity contained public awareness raising as a specific project component. Evidence from the ROtI study of the INC enabling activity indicates that climate change lessons are conducted for one week each

year in schools, zero-carbon events are taking place in Turkey, and commercials are broadcast regularly to raise public awareness through the national media.

The SGP contributed to enhanced stakeholder involvement in GEF global environmental issues by directly targeting Turkish local communities and national environmental civil society organizations to address biodiversity conservation and sustainable land management. Other GEF-funded projects enabled the development of comprehensive frameworks (policies and legislation) and strategic actions, including the Environment Operational Programme (ROT 2007a), the NEAP (SPO 1999), and national reports to the global conventions. Although these efforts supported Turkey's compliance and response to the international conventions providing the foundation for the country's contribution to global environmental benefits, implementation and sustainability challenges remain.

As highlighted, very limited GEF support in Turkey has focused on the global environmental problem of land degradation. A 22-page project idea requesting a PDF-A was proposed in May 2008, but could not be considered, because GEF-4 land degradation funds were already allocated or earmarked. Interviewed stakeholders indicated an urgent need for support in updating the national soil erosion map and in identifying the country land use potential.

6.5 Relevance of the GEF Portfolio to the EU Accession Program

The prospect of EU accession has been and still is a key incentive of Turkey's sustainable development and environmental agenda, particularly after the recent opening of the EU environmental chapter in December 2009. Turkey has signed 12 out of the 35 chapters, including that on the environment. EU policies and accession requirements in the environment often refer to the same global environmental principles served by the GEF and sanctioned by the UN conventions.

GEF support was already in place before Turkey's EU accession process began, especially in the areas of biodiversity and international waters. GEF support has been the most relevant in biodiversity, as the focus of two successfully completed national FSPs and an overwhelming majority of the SGP grants. The early start of the SGP and of the in-situ conservation project positively contributed to Turkey's becoming a signatory to the CBD in the late 1990s. Government staff members who worked on GEF projects benefited at various levels, both technically and motivationally from their involvement in those projects. Their increased expertise will be useful for compliance with EU accession requirements in the environmental sector. As seen, the INC enabling activity has strongly contributed to putting climate change on the environmental agenda in Turkey and to the compilation of the first GHG inventory, including building national capacity for subsequent GHG monitoring. This is especially useful to the EU accession process, as Turkey's monitoring of its GHG emissions will facilitate the country's becoming part of the EU emissions trading scheme in the future.

The GEF has provided substantial support to marine international waters; again, this is in line with both the GEF mandate for global environmental benefits and the Turkish environment/development agenda. Within this framework, a national action plan with respect to land-based pollutants and covering both the Mediterranean and Black Seas has been developed, although it is not yet under implementation. The GEF has three completed regional projects (GEF regional contribution of $17 million), three regional

projects under implementation (GEF regional contribution of $22.9 million), and five regional projects in the pipeline (GEF regional contribution $25.7 million) on the Mediterranean and Black Seas. Turkey's high level of involvement in the Black Sea Partnership initiative is demonstrated by the fact that the Black Sea Commission and Secretariat have been established in Istanbul. The Turkish national component of the Black Sea Partnership is the Anatolia Watershed Rehabilitation Project (GEF funding of $7.3 million and cofinancing of almost $38 million from the International Bank for Reconstruction and Development, the government, and local communities), which has been ongoing since 2004. Additionally, six SGP projects with a combined budget of $109,950 have been completed in the international waters focal area. All these efforts have influenced Turkey's becoming a signatory to conventions on both Black and Mediterranean Sea protection, as figure 3.3 suggests.

On a final note regarding international waters, the GEF has not received applications for support to transboundary river basins, which would have been in line with the regional environment as well as sustainable development priorities. A missed opportunity for GEF participation in transboundary river basin initiatives is the large World Bank–funded Eastern Anatolia rehabilitation project on the Euphrates and Tigris river basin.

Based in the United States, the GEF is generally perceived as a neutral party with regard to the political process of the EU *Acquis Communautaire*. According to some key stakeholders interviewed, many Turkish stakeholders would be more comfortable accepting advice and support from the GEF than from the EU on international issues, such as those related to international waters.

Overall, the GEF has helped Turkey become ready to engage in the EU accession process and to exploit associated opportunities for addressing global environmental benefits. The accession process can continue supporting Turkey in meeting its global environmental commitments, and thus in turn sustain GEF support.

7. Efficiency of GEF-Supported Activities in Turkey

This chapter addresses the following key evaluation questions:

- How much time, money, and effort does it take to develop and implement a project by type of GEF support modality?
- What role does M&E play in increasing project efficiency?
- What are the roles, engagement, and coordination among various stakeholders in project implementation?
- Was the efficiency of the project ever measured or value for money approach used in project design and implementation?
- How are synergy and leverage with other projects in the region sought?
- Are there synergies among GEF Agencies in GEF programming and implementation?
- Are there synergies among national institutions for GEF support in programming and implementation?
- Are there synergies between GEF support and other donors' support?

7.1 Time, Effort, and Financial Resources for Project Processing

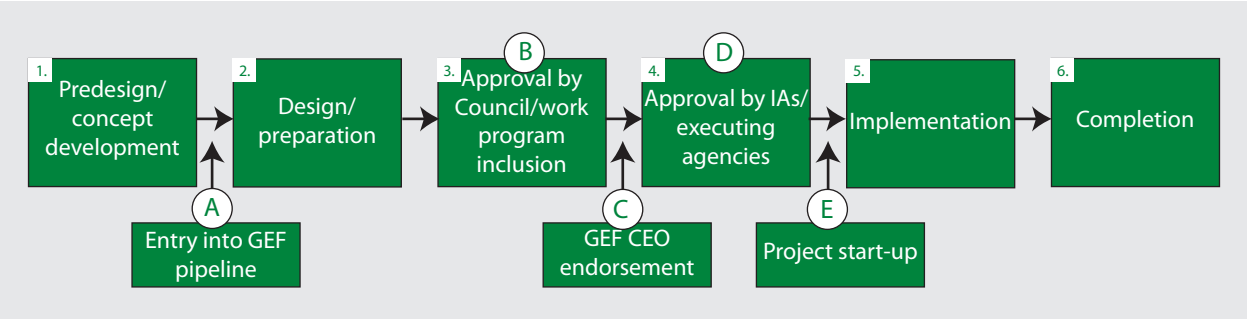
This section reviews the efficiency of GEF-supported activities in Turkey, as measured by the time and money it takes to process a project through the GEF activity cycle. The analysis refers in particular to the project preparation and implementation stages in the new activity cycle approved by the GEF Council in June 2007.

Historically, the GEF activity cycle has been renowned for being particularly long and cumbersome. The evaluation of the GEF activity cycle and several CPEs originated reforms moving toward simplification and streamlining of the activity cycle, which was renewed in 2007. This CPE refers to this new GEF activity cycle and assigns dates of previous projects, enabling activities, MSPs, and FSPs to the five major stages (A–E) in the cycle so as to allow for comparisons over time. Figure 7.1 describes the various stages in the cycle.

Estimating these figures raises several problems, mostly related to the lack of full and reliable information, which resides in different places (the GEF Secretariat, the GEF Agencies, the GEF focal point mechanisms). In a few cases, the PMIS provided inconsistent information, which had to be cross-checked with information collected from the GEF Agencies and the national executing agencies. However, in general, information up to the approval and disbursement of GEF funds to GEF Agencies is accurate. Information on the full costs supported by project components or implementers in the formulation stage, particularly government and civil society organizations, is not always

Figure 7.1

GEF Activity Cycle



available. In some cases, information on dates is incomplete or unreliable.

Preparation Costs

The cost of preparing a GEF project is mainly derived from PMIS data. In most cases for which a PDF (or PPG for projects after 2007) has been approved, the maximum cost ceiling has been utilized in the analysis. Table 7.1 lists the projects that have used PDFs/PPGs for project preparation, expressed as a percentage of the GEF grant. Often, PPGs are accompanied by cofinancing, the effective use of which is difficult to verify.

The costs of project formulation for FSPs are estimated at 1.5 percent of the total project cost, translating to an average of $97,000 out of the total GEF contribution. This is about one-third of the amount officially available under the previous activity cycle (GEF EO 2007). On average the PDFs have been less than 4 percent of the total GEF grants for FSPs. If this is the only project

Table 7.1

Project Preparation Costs as a Percentage of the GEF Grant

Project title	Project status	Project type	GEF Agency	Funding (million $)				Preparation cost as % of total
				GEF grant	Cofinanc-ing	PDF/ PPG	PDF/PPG cofinancing	
Biodiversity and Natural Resources Man-agement Project	C	FSP	World Bank	8.19	3.35	0.35	0.10	3.8
Enhancing Coverage and Management Effectiveness of the Subsystem of Forest Protected Areas in Turkey's National System of Protected Areas	O	MSP	UNDP	0.97	1.43	0.02	0.01	1.4
Anatolia Watershed Rehabilitation Proj-ect—under World Bank–GEF Strategic Partnership for Nutrient Reduction in the Danube River and Black Sea	O	FSP	World Bank	7.00	38.11	0.30	0.06	0.8
Promote Energy Efficiency in Buildings	A	FSP	UNDP	2.62	18.68	0.10	0.15	1.2
Strengthening Protected Area Network of Turkey—Catalyzing Sustainability of Marine and Coastal Protected Areas	O	FSP	UNDP	2.20	4.02	0.10	0.10	3.1
Improving Energy Efficiency in Industry	O	FSP	UNDP-UNIDO	5.90	12.90	0.12	0.15	1.4
Total				**26.88**	**78.49**	**0.99**	**0.57**	**1.5**

Note: A = approved by Council; C = completed; O = ongoing.

formulation cost, it does not seem high, because an investment of $100,000 in preparation could generate a grant of up to $2.5 million. The highest preparation costs were found for the GEF II project; this is mainly due to the relatively low amount of project cofinancing. The lowest preparation costs were for the Improving Energy Efficiency in Industry project, probably due to the relatively high amount of GEF funds requested and the only average cofinancing share.

Average Time Taken to Achieve Each Milestone in Activity Cycle

The GEF activity cycle presented in figure 7.1 has six main steps: (1) concept development, (2) preparation, (3) approval by the GEF Council and work program inclusion, (4) approval by the Implementing Agencies, (5) implementation, and (6) completion. The various steps in the cycle differ slightly depending on the modality used (FSP, MSP, enabling activity). The analysis considers durations between (A) entry into the GEF pipeline, (B) Council approval, (C) CEO endorsement, (D) Agency approval and (E) project start-up. A number of projects were formulated after the reform of the GEF activity cycle in 2007, constituting a considerable amount of GEF funding in the Turkey national portfolio.

Tables 7.2 and 7.3 show that the length of time a project takes to move from one stage to another varies considerably, even when FSPs and MSPs are analyzed separately (missing information in this area may affect the analysis). Although regional and global projects go through the same steps in the GEF activity cycle, they are not included in this discussion as, due to their nature, project formulation is more complex and presumably longer, being subject to extensive international consultations. Also, the cycle differs for global and regional projects as opposed to national projects, as the detailed design at the country level is undertaken after appraisal and therefore requires an additional planning process after approval. GEF Agencies have their own project cycles, which overlap and sometimes conflict with that used by the GEF.

On average, it took FSPs 0.6 years or 7 months from stage A, pipeline entry, to stage C, CEO approval. The total time from A to E, project start-up, took an average of 2.1 years (778 days). This is shorter than the durations found in South Africa, Costa Rica, and the Philippines, for which the average for FSPs from stage A to E was, respectively, 3.7 years (1,344 days), 2.9 years (1,056 days) and 2.8 years (992 days).

As expected, the only MSP in Turkey took a shorter time than the FSPs: 1.6 years (588 days), from pipeline entry to project start-up. In contrast, the full process (A–E) for MSPs in the Philippines could take up to three years.

Table 7.4 shows that enabling activities in Turkey took an even shorter time to go through the activity cycle. For these, the total time from pipeline entry to project start-up was an average of 1.3 years (463 days).

On the whole, and in comparison to other countries, Turkey has done remarkably well in getting projects through the GEF activity cycle. The average of 2.1 years from project entry to implementation start-up found for national FSPs is about half the GEF global average of 5.5 years (GEF EO 2007). Implementation stages have also been relatively adequate; the in-situ conservation project took 5.5 years to implement and had no delays. On the other hand, the GEF II project took 8.2 years to implement, a delay of 1.8 years, which is in line with the GEF global average.

Despite its comparing relatively well to other countries, many stakeholders in Turkey—mainly those involved in the three recently approved

Table 7.2

Duration of the Activity Cycle for GEF-Supported FSPs in Turkey

Project title	Duration between stages (days)						
	A→B	B→C	C→D	D→E	A→D	B→E	A→E
In-Situ Conservation of Genetic Diversity	—	—	—	14	344	—	358
Biodiversity and Natural Resources Management Project	0	779	27	29	806	835	835
Anatolia Watershed Rehabilitation Project—under World Bank–GEF Strategic Partnership for Nutrient Reduction in the Danube River and Black Sea[a]	n.a.	n.a.	28	203	1,147	949	1350
Promote Energy Efficiency in Buildings	554	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
Strengthening Protected Area Network of Turkey—Catalyzing Sustainability of Marine and Coastal Protected Areas	105	420	44	3	525	465	570
Market Transformation of Energy Efficient Appliances in Turkey	23	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
Improving Energy Efficiency in Industry	152	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
Average (days)	**167**	**600**	**33**	**62**	**706**	**750**	**778**
Average (years)	**0.5**	**1.6**	**0.1**	**0.2**	**1.9**	**2.1**	**2.1**

Note: — = unavailable or unreliable data; n.a. = not applicable. See figure 7.1 for stages of the GEF activity cycle (A–E).
a. There is no stage B for this project; it took 1,119 days from A to C.

Table 7.3

Duration of the Activity Cycle for GEF-Supported MSPs in Turkey

Project title	Duration between stages (days)					
	A→B	B→C	C→D	D→E	B→E	A→E
Enhancing Coverage and Management Effectiveness of the Subsystem of Forest Protected Areas in Turkey's National System of Protected Areas	357	147	84	0	231	588
Years	**1.0**	**0.4**	**0.2**	**0.0**	**0.6**	**1.6**

Note: — = unavailable or unreliable data; n.a. = not applicable. See figure 7.1 for stages of the GEF activity cycle (A–E).

Table 7.4

Duration of the Activity Cycle for GEF-Supported Enabling Activities in Turkey

Project title	Duration between stages (days)				
	A→B	B→D	D→E	B→E	A→E
Enabling activities to facilitate early action on the implementation of the Stockholm Convention on Persistent Organic Pollutants (POPs) in the Republic of Turkey	48	64	—	—	—
Consultation for National Reporting, Participation in the National Clearing House Mechanism and Further Development of the National Biodiversity Strategy and Action Plan	76	172	0	172	248
National Capacity Self Assessment for Global Environmental Management	665	—	—	368	1,033
Development of National Biosafety Framework[a]	—	—	—	—	—
Preparation of Turkey's 1st national communication on Climate Change to be submitted to UNFCCC[a]	46	20	41	61	107
Average (days)	**209**	**85**	**21**	**200**	**463**
Average (years)	**0.6**	**0.2**	**0.1**	**0.5**	**1.3**

Note: — = unavailable or unreliable data. There is no stage C for enabling activities. See figure 7.1 for stages of the GEF activity cycle (A–E).
a. These are the national components of global projects.

FSPs on climate change—expressed negative views of the GEF activity cycle. Their concerns included long processing periods, associated high transaction costs in terms of financial and human resource inputs, and a lack of clarity and information relating to delays. The Energy Efficiency in Industry Project—involving UNDP and UNIDO as GEF Agencies and, on the national side, the General Directorate of Electrical Power Resources Survey and Development Administration, the Ministry of Industry and Trade, the Small and Medium Enterprise Development Administration of Turkey, the Turkish Standards Institution, and the Technology Development Foundation of Turkey—was subjected to a number of back-and-forth iterations between Turkey and the GEF Secretariat. The project's scope has been expanded to cover small and medium-size enterprises as well as large industries, and the project activities and expected outputs have been reviewed and updated. This project suffered from a series of misunderstandings among the different actors involved. Most of the outstanding issues have now been sorted out, and the project is about to begin implementation.

The relatively short identification and design period has kept momentum high and maintained government commitment and engagement to projects; it also has likely contributed to project successes. However, in Turkey, long delays are noted *before* projects enter the pipeline; these are due to a long prefiltering stage. The perception of a long activity cycle being linked to the prepipeline stage also emerged in the Fourth Overall Performance Study (GEF EO 2010). This perception is linked, on the one hand, to the time required for, and the difficulties entailed in, developing project ideas by national stakeholders and GEF Agencies; and on the other, to the back and forth of PIFs between agencies to the GEF Secretariat. Thus, in Turkey prepipeline delays occur, and the development of project concepts is one of the critical stages contributing to these. The majority of consulted national stakeholders agree on that.

7.2 Coordination

Roles and responsibilities, including the participation of local communities, were not always designed in a way to ease implementation. The first GEF activity, the in-situ conservation project, was formulated and implemented so that the project could succeed largely without people's participation, by selecting GMZs in protected forests and state farm lands. In contrast, the second initiative, the GEF II project, diligently aimed at involving local communities in nature conservation so as to include their needs and resources in the protected area management plans. This effort turned out to be particularly challenging because Turkey lacks a tradition of participation, especially in forest management (see box 7.1 for survey comments on this topic). The project was severely delayed in consequence, and its objectives were down-scaled in the wake of its 2003 midterm review in order to make them achievable (World Bank 2003b). Nevertheless, the country thereby gained valuable experience on local involvement in nature conservation, and today the situation is improving.

During field visits, the evaluation often found cases of insufficient coordination among the various government departments involved. This even included, at times, institutional conflicts and a lack of clarity regarding respective roles and responsibilities for protected areas and natural resource management. A case in point is the unresolved tensions existing between the general directorates of forestry and nature conservation within the MoEF.

Interviewed key government stakeholders stated that the GEF introduced a collaborative working

Box 7.1

Views on Participation in GEF Projects

- In determining national priorities for Turkey, the GEF has to take information from provincial public institutions as well. NGOs especially have to take part in this process. The sites of implementation are always the same and only the fields that are in good condition have been visited; the other unsuccessful fields have not been visited.
- Relatively poor and low-income groups have not been represented. However this group is the most sensitive stakeholder group which is affected the most by policies and strategies.
- GEF support could be more widespread, more objective, more informative, more participative, fairer, and more transparent.
- There is a need for technical support and information sharing among all parties who gained experience from the GEF (public, NGO, private sector). It is necessary to have a more effective and ongoing system of M&E in order to share the project experiences and project results in the long run.
- Our general directorate will start three new GEF projects. It can be said that the project preparation stage is too long and too bureaucratic.

Source: Responses from the e-survey.

style to the various involved government ministries, and that this was new to Turkey. The electronic survey confirmed this positive finding; a majority of government official respondents were of the opinion that "effective communication and technical support and information sharing exists between GEF partners in Turkey, including agencies, government, and civil society, and local communities." However, these improvements in working style within government departments are not sufficient to completely address the issue, and in the case of the MoEF, a clarification of roles and responsibilities sanctioned by a legal instrument would be very welcome.

7.3 The RAF and the GEF Focal Point Mechanism in the Country

GEF-4 and the RAF

In September 2005, the GEF Council adopted the Resource Allocation Framework, a system for allocating GEF resources to recipient countries covering the biodiversity and climate change focal areas, to be implemented in GEF-4. Under the RAF system, allocations might be made individually (country allocation) or to a group of countries (group allocation), depending on an index assigned to each country based on its potential biodiversity and climate change global benefits and on the country's performance in pursuing those benefits. The RAF system was set up to allocate resources to countries in a transparent and consistent manner based on global environmental priorities and the relevance of country capacity, policies, and practices to successfully implement GEF projects. Funding allocations during GEF-4 for the international waters, land degradation, POPs, and ozone focal areas were not subject to the RAF and continued to be made on a demand basis.

Under the RAF system, Turkey had an individual allocation for both climate change and biodiversity. The climate change allocation amounted to $19.40 million, of which 71 percent has been applied for; the remaining unallocated 29 percent, however, can no longer be claimed by Turkey. The allocation for biodiversity totaled $6.55 million, of which nearly 100 percent has been utilized.

The GEF benefit index rating for Turkey is 39.6 for biodiversity and 105462 for climate change; this latter represents 1.5 percent of the total index share. The RAF indexes broadly reflect Turkey's potential to deliver global environmental benefits related to, respectively, biodiversity conservation and climate change. The performance indexes

also reflect the challenges related to environmental governance and transparency.

The RAF is a current issue for Turkey. Only those few stakeholders who were sufficiently aware of the RAF consider it a positive step toward enhanced ownership and participation in the identification, elaboration, and implementation of projects that reflect both national and GEF global priorities. The RAF was assessed in a midterm review (GEF EO 2009). As a result, a new system is being proposed for GEF-5, the STAR. Under the STAR, all countries will receive individual allocations for biodiversity, climate change, and land degradation.

The National Focal Point Mechanism

The GEF guidelines for focal points indicate that there should be two such mechanisms: an **operational focal point**, headed in Turkey by the general secretary of the MoEF; and a **political focal point**, headed by the general manager of the Republic of Turkey Prime Ministry Undersecretariat of Treasury. The political focal point verifies the applicability of GEF guidance and documentation to the Turkish context and passes this information on to the relevant stakeholders, while the operational focal point is the main point of contact for stakeholders at the national level, the GEF Agencies, and the GEF Secretariat.

In Turkey, a GEF national focal point mechanism has been in place since the commencement of GEF activities in the country. A high-level meeting was held within the MoEF in June 2006, where it was agreed that a GEF Project Evaluation Committee should be formed. This committee, established in August 2006, consists of representatives (technical staff) from the International Relations and EU Department, the Department of Research and Development, the Department of Strategy Development, the General Directorate of Environmental Impact Assessment and Planning, the General Directorate of Environment Management, the General Directorate of Afforestation and Erosion Control, the General Directorate of State Meteorology, the General Directorate of Forest-Village Relations, the General Directorate of Forestry, the Authority for the Protection of Special Areas, and the General Directorate of Nature Conservation and National Parks.

The committee is not functioning well, and only representatives from the MoEF are involved. Ideally, a GEF national coordination committee should be composed of representatives of all concerned institutions; this needs to be established. Motivation for such a national committee is currently being provided by the Undersecretariat of Treasury.

The GEF Projects Evaluation Committee is responsible for appraising project proposals submitted for GEF financing. The ESPD then submits project proposals to the GEF, which incorporate comments received both from the committee itself and from other relevant ministries. The ESPD aims to receive sufficient proposals to fully utilize GEF funding opportunities while ensuring that it does not apply for projects beyond the available GEF resources.

The ESPD does not perform M&E activities at the project level; these are instead generally conducted within the framework of ongoing GEF projects. It does perform portfolio-level monitoring through the collection every two years of project information sheets from the national institutions executing GEF projects.

The ESPD is headed by a division director overseeing a staff of five. In addition to serving as administrative support to the GEF focal point mechanism, the ESPD handles all other external support grant opportunities, including those related to the

environment. It also provides follow-up of project proposal preparation and project implementation in terms of compliance with MoEF policies and regulations. A major ESPD focus is facilitating funding from international organizations in MoEF areas of competence.[1]

In preparation for GEF-5, the ESPD has undertaken several initiatives since early 2010. For example, a series of workshops are being organized and held in seven Turkish provinces, involving broad and mixed participation from local government representatives as well as civil society organizations and the private sector. The purpose of these workshops is to raise awareness about global environmental threats and the GEF mandate, procedures, and support modalities. During these workshops, participants are trained in the GEF activity cycle with a view toward stimulating the formulation of sound project ideas to be submitted to the GEF Project Evaluation Committee in preparation for GEF-5. Three stakeholder meetings have been held thus far in Adana, Urfa, and Trabzon.

7.4 Learning

Project Design

Promoting effective learning and experience sharing is a chief GEF mission; in practice, this area has been weak in Turkey. Project documents often do not provide an adequately clear basis for assessing results and learning about what did or did not work. Baselines are not clearly established, or the baseline information used is outdated. In general, the older the project, the more it is characterized by weak design in which the intervention logic and the description of the pathways from project objectives to expected results are not clearly elaborated. Consequently, outputs are often confused with outcomes, or outcomes are substituted for impacts; and indicators are often not fully relevant, useful, or easy to collect. In fact, a majority of stakeholders consulted through the electronic survey disagreed or strongly disagreed with the statement that the "Turkish government's own approach to M&E is revised and/or improved based on lessons learned from GEF activities." Also, most respondents disagreed or strongly disagreed that "Effective communication, technical support, and information sharing exists between GEF partners in Turkey, including agencies, government, civil society, and local communities."

GEF Agencies use different formats and terminology in their project planning documents, as well as in their progress reports, midterm reviews, project completion reports, and terminal evaluations. This makes it difficult for the focal point mechanism to consolidate project information at the portfolio level. UNDP has indicated that it has aligned its processes and documentation formats to simplify the GEF project process for project implementers. Overall, stakeholders find working with UNDP easier than working with the World Bank, partly because of the above-mentioned alignment effort and partly because the World Bank requires the negotiation of separate grant agreements for each project.

Monitoring and Evaluation

Monitoring and evaluation of GEF support in Turkey mostly occurs at the project level. In compliance with the GEF M&E Policy (GEF EO 2006), and as confirmed by respondents to the electronic survey, project-level M&E is carried out by the GEF Agencies. In general, national FSPs and MSPs have progress implementation reports, midterm reviews, and terminal evaluations; this is not the case for enabling activities, which have no M&E information and no completion reports.

[1] See www.did-cevreorman.gov.tr/page_detail.asp?turid=3, accessed February 2010.

Monitoring at the country portfolio level is performed by the ESPD and is focused on national projects. No information is maintained on GEF regional and global projects in which Turkey participates. Project monitoring only involves the maintenance of basic data on projects. These include project title, Agency, and focal area; financial information on the GEF grant and cofinancing; activity cycle dates (entry into pipeline, approval, and start-up); and project objectives, expected outcomes, and implementation progress. Some of these basic data are aggregated by focal area and Agency. Other substantive data on the likelihood of achieving objectives, actual achievements at completion, and lessons learned are not kept.

More substantive portfolio monitoring would be extremely useful in documenting environmental achievements and their relationship to national goals, Millennium Development Goals (MDGs), and GEF strategic targets. It would also prevent duplication of efforts by other donors or government agencies; identify implementation problems and delays; support adaptive management of projects; and contribute to reporting on national, MDG, convention, and GEF strategic targets.

M&E information does not always flow from GEF Agencies to national partners and vice versa. This emerged clearly from interviews with key stakeholders both from Agencies and national partners. On the national side, M&E information does not always circulate transversely among the different ministries involved in GEF activities—and sometimes among the different departments and divisions of the same ministry. As noted, the ESPD is not explicitly mandated to perform M&E activities, nor does it have the specific M&E skills to satisfactorily perform portfolio-level M&E and/or supervise the execution of M&E tasks at the project level. M&E information is not always shared as it should be across the GEF partnership at the national level.

Apart from the notable exception of the GEF II project, elsewhere in the portfolio there is little evidence that monitoring contributed to adaptive project management—that is, that monitoring has led directly to coherent project management decisions. Overall, it appears that project monitoring tasks have been performed mostly to comply with a reporting obligation. GEF II was the only project that managed to develop a good baseline and showed a satisfactory degree of adaptive management. The monitoring instrument introduced through this project—the protected areas Management Effectiveness Tracking Tool—proved successful and is being extended nationwide to other Turkish protected areas. The good adaptive management of the GEF II project is demonstrated by the drastic changes suggested by the 2003 midterm review. At that time, most project sites had experienced delays and one of them, Köprülü Canyon, had almost been closed. As a result of the review, indicators were down-scaled, a new national coordinator and new World Bank task team leader were appointed, and some components were down-sized and others up-scaled.

These changes resulted in satisfactory outcomes being achieved at project closure. The Management Effectiveness Tracking Tool continues to be used periodically at the pilot sites, and baselines have been established for the nine replication sites. By focusing on all six dimensions of protected area performance, rather than just a single aggregate score as initially designed, the project teams have utilized the monitoring tool in an innovative way. This has also strengthened monitoring of project execution at the subproject level, thus supplementing the key indicators and regular monitoring activities during supervision, and finally preparation of the project implementation completion

report (World Bank 2009b). The MoEF adopted the biodiversity baseline system introduced by GEF II, featuring it on a website where a national database on biodiversity is maintained.

The M&E function in the SGP national coordination unit is constrained by limited staff and funding; this was confirmed by the national coordinator and concluded in a case study supporting the GEF-UNDP Joint Evaluation of the SGP (Navajas, Jyotsna, and Tektaş 2007). None of the GEF enabling activities implemented in Turkey has an implementation completion report. This posed a severe challenge to the field ROtI of the completed UNFCCC enabling activity undertaken as part of this evaluation, since the ROtI method requires at least a project completion report, if not a full evaluation. During the interviews conducted, it was found that UNFCCC had just released its evaluation of Turkey's INC (UNFCCC 2009b). Although this evaluation concerns the INC itself and is not specific to the GEF-supported enabling activity, it could be used in the ROtI study.

7.5 Synergies: Cross-Agency Learning

In Turkey, GEF projects and GEF Agencies often work in a complementary, rather than competitive, manner. The gradual national portfolio shift from the World Bank—the main GEF Agency since 1992 until GEF-3—to UNDP in GEF-4 has been smooth. However, many GEF projects operate in isolation, and there is little evidence of Agencies being corporately involved in their GEF activities. There is also limited evidence of the Agencies following the GEF-advocated catalytic approach whereby foundational activities are followed by demonstration and later investment projects. For instance, in the biodiversity focal area, GEF support to Turkey began in the 1990s with two FSPs, and enabling activities were not launched here before 2005.

Evidence of either World Bank or UNDP country programs giving strong support to GEF issues outside of their GEF-financed projects is rather weak. Until recently, UNDP was not involved in projects implemented by the World Bank, and the World Bank was not involved in projects implemented by UNDP. This gap can be seen as a missed opportunity, as these Agencies could have learned from each other about their GEF project implementation experiences. GEF projects should occur in a catalytic way; this could have been eased through more coordination and information sharing. Agencies could also have helped fill information gaps or build bridges across issues from one project to another rather than duplicating efforts.

The most striking example of weak cross-Agency learning comes from the Küre Mountains project. The first project in the Küre Mountains was designed and implemented in 1998, with funding from UNDP and FAO. One of the most important project outcomes was the official declaration of the Küre Mountains National Park in 2000. The project also produced a participatory national park management plan, which included a protected area surrounded by buffer zones in which local populations living in the park could get what they needed for their livelihood out of the park natural resources, while contributing to protected area management. This was a first for Turkey. Two years later, Küre Mountains was included as one of the replication sites of the GEF II project implemented by the World Bank, where again a participatory park management plan was to be developed. Rather than using the previously developed plan, the new Küre Mountains project document (approved in 2008), proposes to design—again—a participatory protected area management plan, this time including a pilot cooperation mechanism among the General Directorate of Nature Conservation and National Parks, the General Directorate of Forestry, and WWF.

The situation is gradually improving in the climate change and international waters focal areas. Throughout the preparation of the three forthcoming climate change FSPs, both UNDP and the World Bank regularly initiated consultations with a wide range of partners. These included relevant line ministries, the State Planning Organization, and UN sister agencies. Furthermore, the Turkish government capitalized on the experiences of the climate change initiatives in developing a proposal to benefit from the Clean Technology Fund of the World Bank. Turkey was the first country to be awarded a grant under this loan agreement and thereby mobilized $100 million to support projects in the field of energy efficiency with additional financing of $500 million from the International Bank for Reconstruction and Development (World Bank 2009c). Several information-sharing meetings were held between UNDP and the World Bank during this process.

The GEF Agencies involved in regional GEF-funded projects in international waters followed the GEF catalytic approach by first implementing foundation activities, then demonstration, and finally investment. The investment stage is now ongoing, with the national Anatolian watershed project under implementation by the World Bank.

Annex A. Terms of Reference

This annex presents the terms of reference for the Turkey country portfolio evaluation. Minor editorial corrections have been made.

A.1 Background and Introduction

At the request of the Global Environment Facility (GEF) Council, the Evaluation Office conducts country portfolio evaluations (CPE) every year.[1] This year, Turkey and Moldova have been selected. These terms of reference relate to the Turkey CPE. CPEs aim to provide the GEF Council with an assessment of results and performance of the GEF-supported activities at the country level, and of how the GEF-supported activities fit into the national strategies and priorities as well as within the global environmental mandate of the GEF.

Countries are selected for portfolio evaluation from among 160 GEF-eligible countries, based on a stratified randomized selection and a set of strategic criteria.[2] The evaluation findings and recommendations from the Turkey and Moldova CPEs will be synthesized in a single report, the *Annual Country Portfolio Evaluation Report 2009*, which will be presented to the Council at its June 2010 meeting. Among several considerations, Turkey was selected based on its large portfolio, with a significant emphasis on biodiversity and climate change, its uniqueness as a key partner country for major GEF regional projects in international waters, and the influence the European Union (EU) accession process is having on the redesign of the Turkish national environment and sustainable development agenda.

In recent years, Turkey, a middle-income country with a population of 74 million and a per capita income of $10,745 in 2008 (World Bank 2009a), has experienced significant social, political, and economic transformations. Turkey's economic growth averaged 6 percent per year in the period 2002–07, one of the highest sustained rates in the world. The rapid economic growth, industrialization, and population increase are placing increasing stress on the vulnerable ecosystems of the country, and issues related to unsustainable exploitation of natural resources, extensive air, water, and land pollution, and inadequate waste management systems remain challenges. Despite Turkey's rich biodiversity having benefited in recent years from national forestation efforts and an extension of protected areas, which now account for more than 5 percent of the country's total land area (OECD 2008), deforestation and soil erosion are still a problem. Wetlands, protected areas, and

[1] So far, nine countries have been evaluated: Costa Rica, the Philippines, Samoa, Cameroon, Benin, Madagascar, South Africa, Egypt, and Syria.

[2] See www.thegef.org/gef/sites/thegef.org/files/documents/CPE_final_country_selection_note-0910_0.pdf.

biodiversity are under pressure from urbanization, tourism, and rapid economic development.

The EU accession process is having an influence in shaping the country's sustainable development and environment agenda. Turkey has recently ratified both the Stockholm Convention on Persistent Organic Pollutants (POPs) and the Kyoto Protocol, although the latter without an indication of emissions reduction targets. According to a recent OECD report, Turkey compares well with other Organisation for Economic Co-operation and Development (OECD) countries in terms of biodiversity and its relatively low level of per capita greenhouse gas emissions (OECD 2008), but it faces significant future environmental challenges due to unsustainable patterns of production and consumption. The Turkish government recognizes that while environmental protection can be seen as a cost item in the short run, it enhances and makes competitiveness sustainable in the long run (SPO 2006).

Since 1991, the GEF has invested about $36.67 million (with about $82.63 million in cofinancing) through 13 national projects—namely 6 in biodiversity, 4 in climate change, 1 in international waters, 1 multifocal, and 1 in POPs—plus the Small Grants Programme (SGP). Started in 1993, the SGP has financed 177 projects to date in all GEF focal areas, with a total GEF contribution of $3.65 million. Following the introduction of the Resource Allocation Framework (RAF) in 2006, the SGP only finances grants in biodiversity and climate change.

GEF projects in Turkey are implemented mainly by the World Bank and UNDP (table A.1). World Bank involvement as a GEF Agency in Turkey started earlier in biodiversity and protected area management, and is now limited to a sizable investment, the Anatolia Watershed Management Project, which is classified under international waters as it is part of the regional World Bank–GEF Strategic Partnership for Nutrient Reduction in the Danube River and Black Sea. UNDP's earlier involvement was mainly on regional projects in the international waters focal area. Today, UNDP has taken over from the World Bank work in biodiversity, and has just started implementation of two projects—one on marine and coastal protected areas on the Mediterranean coast, and the other on forest protected areas in the Küre Mountains. UNEP has been involved in two enabling activities, one on the development of the National Biodiversity Strategic Action Plan, completed in 2007; and the other a multifocal project, the National Capacity Self-Assessment for global environmental management, which is about to be completed. UNIDO is involved with UNDP in one of the three full-size projects in climate change on improving energy efficiency in industry, and has completed an enabling activity on POPs. The large majority of regional and global projects involving Turkey are in the international waters focal area (table A.2) and deal with the Black Sea

Table A.1

GEF Support to National Projects by Focal Area and GEF Agency

Agency	Focal area	Total support (million $)
World Bank	All focal areas	20.60
	Biodiversity	13.30
	International waters	7.30
UNDP	All focal areas	8.94
	Biodiversity	3.20
	Climate change	5.74
UNEP	All focal areas	0.76
	Biodiversity	0.56
	Multifocal	0.20
UNIDO	POPs	0.47
UNDP-UNIDO	Climate change	5.90
Total		**36.67**

and the Mediterranean Sea. Turkey has been allocated a substantial amount of resources for GEF-4 through the RAF: $6.65 million for biodiversity and $23.9 million for climate change.

Table A.2

Regional and Global Projects Involving Turkey by focal area and GEF Agency

Focal area	WB	UNDP	UNEP	UNEP-UNIDO	Total
Biodiversity	0	0	2	0	**2**
Climate change	1	0	0	0	**1**
Internat'l waters	5	7	1	0	**13**
Multifocal	1	1	0	1	**3**
Land degradation	0	0	1	0	**1**
Total	**7**	**8**	**4**	**1**	**20**

Note: WB = World Bank.

A.2 Objectives of the Evaluation

Based on the overall CPE purpose specified above, the evaluation for Turkey will aim at the following:

- Independently evaluating the *relevance* and *efficiency*[3] of GEF support in the country from the points of view of national environmental frameworks and decision-making processes, the GEF mandate and the achievement of global environmental benefits, and GEF policies and procedures
- Assessing the *effectiveness* and *results*[4] of completed and ongoing projects in each relevant focal area
- Providing *feedback* and *knowledge sharing* to the GEF Council in its decision-making process to allocate resources and to develop policies and strategies, to the Turkish government on its participation in the GEF, and to the different agencies and organizations involved in the preparation and implementation of GEF support

The Turkey CPE will also be used to provide information and evidence to other evaluations being conducted by the GEF Evaluation Office, including the impact study on international waters and the *Annual Performance Report 2009*. The performance of the GEF portfolio in Turkey will be assessed in terms of relevance, efficiency, and effectiveness, and of the contributing factors to this performance. The Turkey CPE will analyze the performance of individual projects as part of the overall GEF portfolio, but without rating such projects. CPEs do not aim at evaluating or rating the performance of the GEF Agencies, partners, or national governments.

A.3 Key Evaluation Questions

The Turkey CPE will be guided by the following key questions.

Relevance

- Is GEF support relevant to Turkey's sustainable development agenda and environmental priorities that are currently being developed?

[3] *Relevance:* the extent to which the objectives of the GEF activity are consistent with beneficiaries' requirements, country needs, global priorities, and partners' and donors' policies, including changes over time. *Efficiency:* the extent to which results have been delivered with the least costly resources possible (funds, expertise, time, and so on).

[4] *Effectiveness:* the extent to which the GEF activity's objectives were achieved, or are expected to be achieved, taking into account their relative importance. *Results:* the output, outcome, or impact (intended or unintended, positive and/or negative) of a GEF activity.

- How is the Turkish EU accession program influencing the relevance of GEF support to Turkey?
- Is GEF support relevant to Turkey's development needs and challenges?
- Is GEF support relevant to Turkey's GEF focal area action plans?
- Is GEF support relevant to global environmental benefits (biodiversity, greenhouse gases, international waters, POPs, land degradation, and so on)?
- Is GEF support relevant to addressing all focal areas that are important for Turkey?
- Is GEF support relevant to the GEF mandate and focal area programs and strategies?

Efficiency

- How much time, money, and effort does it take to develop and implement a project, by type of GEF support modality?
- What role does monitoring and evaluation (M&E) play in increasing project efficiency?
- What are the roles, engagement, and coordination among various stakeholders in project implementation?
- Was the efficiency of the project ever measured or value for money approach used in project design and implementation?
- How are synergy and leverage with other projects in the region sought?
- Are there synergies among GEF Agencies in GEF programming and implementation?
- Are there synergies among national institutions for GEF support in programming and implementation?
- Are there synergies between GEF support and other donors' support?

Effectiveness, Results, and Sustainability[5]

- Is GEF support effective in producing results at the project level?
- Is GEF support effective in producing results at the aggregate level (portfolio and program) by focal area?
- Is there enough good-quality capacity development and awareness raising about environmental issues because of the GEF?
- Is GEF support effective in producing results at the country level?
- Is GEF support effective in producing results related to the dissemination of lessons learned in GEF projects and with partners?
- How were GEF projects able to promote effective community-based natural resource management in Turkey's national parks?
- Is GEF support effective in producing results that last over time and continue after project completion?

Each question is supported by a preliminary evaluation matrix, which is presented in annex B. The matrix contains a tentative list of indicators or basic data, potential sources of information, and methodology components, and will be validated and/or further developed by the evaluation team once the evaluation phase starts. As a basis, the evaluation will use the indicators in the GEF project documents as well as indicators of each of the focal areas and the RAF as well as any appropriate and available national sustainable development and environmental indicators.

[5] *Sustainability:* the likelihood that an intervention will continue to deliver benefits for an extended period of time after completion.

A.4 Scope and Limitations

The Turkey CPE will cover all types of GEF-supported activities in the country at all stages of the project cycle (pipeline, ongoing, and completed) and implemented by all GEF Agencies in all focal areas, including applicable GEF corporate activities such as the SGP and the National Dialogues Initiative. The main focus of the evaluation will be on the projects implemented within the boundaries of Turkey—that is, national projects—whether they are full size, medium size, or enabling activities.

In addition, some of the most important regional and global projects in which Turkey participates will be reviewed, namely those related to the Black Sea cluster and the Mediterranean Sea cluster. These projects are interlinked in a phased programmatic approach, which started before 2001 with the development of Strategic Action Plans followed by the establishment of Strategic Partnership Investment Funds, currently delivered in subsequent funding tranches. This part of the evaluation will review overall GEF support to Turkey through these regional projects, report on results within Turkey, and describe the ways Turkey contributes to and/or participates in them. The review of selected regional projects will feed into the aggregate assessment of the national GEF portfolio described above.

The stage of the project will determine the expected focus of the analysis (table A.3).

Table A.3

Focus of Evaluation by Project Status

Project status	Relevance	Efficiency	Effectiveness	Results
Completed	Full	Full	Full	Full
Ongoing	Full	Partially	Likelihood	Likelihood
In pipeline	Expected	Processes	n.a.	n.a.

Note: n.a. = not applicable.

CPEs are challenging, as the GEF does not yet operate by establishing country programs that specify expected achievements through programmatic objectives, indicators, and targets.[6] In general, CPEs entail some degree of retrofitting frameworks to be able to judge the relevance of the aggregated results of a diverse portfolio of projects. Accordingly, the standard CPE evaluation framework will be adapted along with the other relevant national and GEF Agency strategies, country programs, and/or planning frameworks as a basis for assessing the aggregate results and relevance of the GEF Turkey portfolio.

GEF support is provided through partnerships with many institutions operating at many levels, from the local to the national and international levels. It is therefore challenging to consider GEF support separately. The CPE will not attempt to provide a direct attribution of development results to the GEF, but will address the contribution of GEF support to overall achievements—that is, to establish a credible link between GEF-supported activities and their implications. The evaluation will address how GEF support has contributed to overall achievements in partnership with others, by questions on roles and coordination, synergies and complementarities, and knowledge sharing.

The assessment of results will be focused, where possible, at the level of outcomes and impacts rather than outputs. Project-level results will be measured against the overall expected impact and outcomes from each project. Expected impacts at the focal area level will be assessed in the context of GEF objectives and indicators of global environmental benefits. Outcomes at the focal area level will be primarily assessed in relation to catalytic

[6] Voluntary GEF national business plans will be introduced in GEF-5.

and replication effects, institutional sustainability and capacity building, and awareness.

Out of the 13 national projects, 6 have been completed, 4 are ongoing, and the other 3 are in the pipeline. One full-size project was completed nine years ago (In-situ Conservation of Genetic Diversity, implemented by the World Bank) and another in January 2009 (Biodiversity and Natural Resource Management Project, also implemented by the World Bank). The Anatolia Watershed Management Project is still under implementation by the World Bank, while the two UNDP biodiversity projects—one full size (Marine and Coastal Ecosystems Protected Areas Project) and the other medium size (Küre Mountains Protected Area Project)—started implementation earlier this year. UNDP also has three full-size projects in climate change which are about to be launched, namely Energy Efficiency in Buildings, Market Transformation of Energy Efficiency Appliances, and Improving Energy Efficiency in Industry (this project is being jointly implemented with UNIDO). The Turkish GEF portfolio further comprises four completed enabling activities, namely one on POPs by UNIDO, two on generating reports to the Convention on Biological Diversity (Clearing House Mechanism and National Biodiversity Strategic Action Plan) and on biosafety by UNEP (National Biosafety Framework), and one on the first national communication on climate change to be submitted to the United Nations Framework Convention on Climate Change. The last is a multifocal area enabling activity (National Capacity Self-Assessment), still under implementation by UNEP. As indicated above, the SGP has been active in Turkey since 1993, its implementation resulting in a remarkable portfolio of 177 projects.

The context in which these projects were developed, approved, and are being implemented constitutes a focus of the evaluation. This includes a historical causality assessment of the national sustainable development and environmental policies, strategies, and priorities; the legal environment in which these policies are implemented and enforced; GEF Agency country strategies and programs; and GEF policies, principles, programs, and strategies.

Weaknesses of M&E at the project and GEF program levels have been mentioned in past CPEs and other evaluations of the Office, and have been highlighted by many stakeholders consulted during the scoping mission. These weaknesses may pose challenges to the Turkey CPE as well. Not all of the information that will be used for the analysis will be of a quantitative nature.

A.5 Methodology

The Turkey CPE will be conducted by staff of the GEF Evaluation Office and consultants based in Turkey—the evaluation team—led by a task manager from the GEF Evaluation Office. The team will include technical expertise on national environmental and sustainable development strategies, evaluation methodologies, and the GEF. The consultants selected will qualify under the GEF Evaluation Office Ethical Guidelines, and are requested to sign a declaration of interest to indicate no recent (past three to five years) relationship with GEF support in the country. The GEF focal point in Turkey, although not a member of the evaluation team, will be an essential partner in the evaluation.

The methodology includes a series of components using a combination of qualitative and quantitative methods and tools. The qualitative aspects of the evaluation include a desk review of existing documentation. The expected sources of information include the following:

- *Project level:* project documents, project implementation reports, terminal evaluations, terminal evaluation reviews, reports from monitoring visits, and any other technical documents produced by projects;
- *Country level:* national sustainable development agendas, environmental priorities and strategies, GEF-wide focal area strategies and action plans, global and national environmental indicators
- *Agency level:* country assistance strategies and frameworks and their evaluations and reviews
- *Evaluative evidence* at the country level from GEF Evaluation Office evaluations, such as those related to the Program Study on International Waters, the Joint UNDP-GEF SGP Evaluation, overall performance studies, and/or other studies
- *Interviews with GEF stakeholders*, including the GEF focal point and all other relevant government departments, bilateral and multilateral donors including the European Commission, civil society organizations and academia (including both local and international NGOs with a presence in Turkey), GEF Agencies (World Bank, UNDP, UNEP, UNIDO), SGP, and the national convention focal points
- *Interviews with GEF beneficiaries* and supported institutions, municipal governments and associations, and local communities and authorities
- *Electronic survey* of GEF stakeholders in Turkey[7]
- *Field visits* to selected project sites
- Information from *national consultation workshops*

The quantitative analysis will use indicators to assess the relevance and efficiency of GEF support using projects as the unit of analysis (that is, linkages with national priorities, time and cost of preparing and implementing projects, and so on) and to measure GEF results (progress toward achieving global environmental impacts) and performance of projects (such as implementation and completion ratings). Available statistics and scientific sources, especially for national environmental indicators, will also be used.

The evaluation team will use standard tools and protocols for the CPEs and adapt these to the Turkish context. These tools include a project review protocol to conduct the desk and field reviews of GEF projects and interview guides to conduct interviews with different stakeholders.

A selection of project sites will be visited, including but not limited to the context of the conduct of the two foreseen review of outcomes to impact (ROtI) field studies (see further below). The criteria for selecting the sites will be finalized during the implementation of the evaluation, with emphasis placed on both ongoing and completed projects. The evaluation team will decide on specific sites to visit based on the initial review of documentation and balancing needs of representation as well as cost-effectiveness of conducting the field visits.

A.6 Process and Outputs

These country-specific terms of reference have been prepared based on an initial GEF Evaluation Office visit to Turkey in October/November 2009, undertaken with the purpose of scoping the evaluation and identifying key issues to be included in

[7] A contact list has been provided to the evaluation team by the UNDP and World Bank country offices. The GEF Coordination Unit in the Ministry of Environment and Forestry has also sent a list of contacts. The three lists will be consolidated by the evaluation team.

the analysis. It was also an opportunity to officially launch the evaluation, while at the same introduce the selected local consultants to GEF national stakeholders. These terms of reference conclude the Turkey CPE preparatory phase, and set the scene for the evaluation phase, during which the evaluation team will perform the following tasks:

- Complete the ongoing *literature review* to extract existing reliable evaluative evidence.
- Prepare specific inputs to the evaluation:[8]
  - *GEF portfolio database*, which describes all GEF support activities within the country, basic information (GEF Agency, focal area, GEF modality), their implementation status, project cycle information, GEF and cofinancing financial information, major objectives and expected (or actual) results, key partners per project, and so on
  - *Country environmental legal framework*, which provides a historical perspective of the context in which the GEF projects have been developed and implemented; this document will be based on information on environmental legislation, environmental policies of each government administration (plans, strategies, and the like), and the international agreements signed by the country presented and analyzed through time so as to be able to connect with particular GEF support
  - *Global environmental benefits assessment*, which provides an assessment of the country's contribution to the GEF mandate and its focal areas based on appropriate indicators, such as those used in the RAF (biodiversity and climate change) and other indicators extracted from project documents and/or other relevant sources
  - *ROtI field studies* of two national projects completed since at least two years, selected in consultation with the Evaluation Office staff, which will contribute to strengthening the information gathering and analysis on results
- Conduct the *evaluation analysis* and *triangulation* of collected information and evidence from various sources, tools, and methods. This will be done during a visit by GEF Evaluation Office staff in late January 2010 to consolidate the evidence gathered so far and fill in any eventual information and analysis gaps before getting to findings, conclusions, and preliminary recommendations. During this visit, additional field work will be undertaken as needed.
- Conduct a *national consultation workshop* for government and national stakeholders, including project staff, donors, and GEF Agencies, to present and gather stakeholder feedback on the main CPE findings, conclusions, and preliminary recommendations to be included in a first draft CPE report. The workshop will also be an opportunity to verify errors of facts or analysis where these are supported by adequate additional evidence brought to the attention of the evaluation team.
- Prepare a *final Turkey CPE report*, which incorporates comments received and will be presented to Council and to the Turkish government. The GEF Evaluation Office will bear full responsibility for the contents of the report.

As was the case during the scoping mission, the national GEF focal point, through the GEF Coordination Unit in the Ministry of Environment and Forestry, will assist the evaluation team and local consultants with the identification of key people

[8] These inputs are working documents and are not expected to be published as separate documents.

to be interviewed; communication with relevant government departments; support to organize interviews, field visits, and meetings; and identification of main documents. The GEF Agencies will be requested to assist the evaluation team and local consultants regarding their specific GEF-supported projects and activities, including identification of key project and Agency staff to be interviewed and provision of project documentation and data.

A.7 Evaluation Key Milestones

The evaluation will be conducted between October 2009 and May 2010. The key milestones of the evaluation are presented in table A.4.

Table A.4

Evaluation's Key Milestones

Milestone	Deadline
1. Literature review	November 30, 2009
2. Finalization of the GEF Turkish portfolio database	November 30, 2009
3. Country Environmental Legal Framework	December 31, 2009
4. Global Environmental Benefits Assessment	December 31, 2009
5. Two field ROtI studies	January 15, 2010
6. Data collection/interviews and project review protocols	February 15, 2010
7. Consolidation of evaluative evidence, eventual additional field visits	February 1, 2010
8. National consultation workshop	March 8, 2010
9. Draft CPE report sent out to stakeholders for comments	March 22, 2010
10. Incorporation of comments received in a final CPE report	May 3, 2010
11. Final CPE report	May 26, 2010

Annex B. Evaluation Matrix

This annex presents the evaluation matrix used in the Turkey country portfolio evaluation. Minor editorial corrections have been made.

Key question	Indicators/basic data	Sources of information	Methodology
Is GEF support relevant?			
Is GEF support relevant to Turkey's sustainable development agenda and environmental priorities that are currently being developed?	GEF support is within the country's sustainable development agenda and environmental priorities	Relevant country-level sustainable development and environmental policies, strategies, and action plans	Desk review, GEF portfolio analysis by focal area, Agency, modality, and project status (national)
		Project-related documentation (project document and logframe, implementation reports, terminal evaluations, terminal evaluation reviews, and so on), PMIS, Agencies' project databases	
	GEF support is within the local priorities	Available databases (international such as World Bank, OECD, and so on; and national, such as department of statistics, other)	
	Level of GEF funding compared to other official development assistance in the environmental sector		
	GEF funding is contributing to the national environmental agenda and process	Relevant work programs, stakeholders	Desk review, e-survey
	GEF projects and activities are fully embedded into the work programs of existing institutions—national and local, governmental or nongovernmental	Government officials, agencies' staff, donors, and civil society representatives	Stakeholder consultation (focus groups, individual interviews), e-survey
	GEF supports innovation, pilot demonstration projects		
	GEF support has country ownership and is country based (project origin, design, and implementation)	Country legal environmental framework	Literature review, timelines, historical causality, and so on
How is the Turkish EU accession program influencing the relevance of GEF support to Turkey?	GEF interventions clearly support/complement the EU approximation process	EU Turkey website, EU approximation documentation	Desk review

Key question	Indicators/basic data	Sources of information	Methodology
Is GEF support relevant to Turkey's development needs and challenges?	GEF supports development needs (income generation, capacity building) and reduces challenges	Relevant country-level sustainable development and environmental policies, strategies, and action plans; stakeholders	Desk review, GEF portfolio analysis by focal area, Agency, modality, and project status (national), e-survey
	The GEF's various types of modalities, projects, and instruments are in coherence with country's needs and challenges, including supporting gender development	Project-related documentation (project document and logframe, implementation reports, terminal evaluations, terminal evaluation reviews, and so on), PMIS, Agencies' project databases; stakeholders	Stakeholder consultation (focus groups, individual interviews), e-survey
		Government officials, agencies' staff, donors, and civil society representatives	
		Country legal environmental framework	Literature review, timelines, historical causality, and so on
Is GEF support relevant to Turkey's GEF focal area action plans?	GEF support linked to the NEAP, NBSAP, national communications to UNFCCC; national communications on POPs; draft NCSA, adaptation to climate change, draft National Biosafety Framework, other	GEF-supported enabling activities and products (NCSA, NEAP, NAPA, national communications to UN conventions, and so on)	Desk review
		SGP country strategy	
	The role of government planning agencies (SPO, MoEF) in project identification, selection, development, monitoring, and appraisal	Government officials, agencies' staff, donors, and civil society representatives	Stakeholder consultation (focus groups, individual interviews), e-survey
Is GEF support relevant to global environmental benefits (biodiversity, GHG, international waters, POPs, land degradation, and so on)?	Project outcomes and impacts are related to the RAF Global Benefit Index (for biodiversity and climate change) and to other global indicators for POPs, land degradation, and international waters	National Conventions action plans, RAF, biodiversity scorecard, and so on	Desk review, project field visits, project review protocols
		Country legal environmental framework	Literature review, timelines, historical causality, and so on
	GEF support linked to national commitments to UN and other conventions	Project-related documentation (project document and logframe, implementation reports, terminal evaluations, terminal evaluation reviews, and so on), PMIS, Agencies' project databases	GEF portfolio analysis by focal area, Agency, modality, and project status (national)
		Government officials, agencies' staff, donors, and civil society representatives	Stakeholder consultation (focus groups, individual interviews), e-survey
		Global environmental benefits assessment	Literature review
Is GEF support relevant to addressing all focal areas that are important for Turkey?	GEF support in climate change and biodiversity also had secondary benefits for land degradation	Stakeholders, government official documents	Desk review, stakeholder consultation, e-survey
Is GEF support relevant to the GEF mandate and focal area programs and strategies?	GEF activities, country commitment, and project counterparts support the GEF mandate and focal area programs and strategies (catalytic and replication, and so on)	GEF Instrument, Council decisions, focal area strategies, GEF-4 programming strategy	Desk review, GEF portfolio analysis by focal area, Agency, modality, and project status (national)
		Project-related documentation (project document and logframe, implementation reports, terminal evaluations, terminal evaluation reviews, and so on), PMIS, Agencies' project databases	
		GEF Secretariat staff and technical staff from GEF Agencies	Interviews
		Global environmental benefits assessment	Literature review
		Country legal environmental framework	Literature review, timelines, historical causality, and so on

Key question	Indicators/basic data	Sources of information	Methodology
Is GEF support efficient?			
How much time, money, and effort does it take to develop and implement a project, by type of GEF support modality?	Process indicators: processing timing (according to project cycle steps), preparation and implementation cost by type of modalities, and so on, including efficient allocation of all RAF funds	Project-related documentation (project documents and logframes, implementation reports, terminal evaluations, terminal evaluation reviews, and so on), PMIS, Agencies project databases, RAF pipeline; stakeholders	Desk review, GEF portfolio analysis, timelines, e-survey
	The GEF funding mechanism is easy to access by end users		
	Project dropouts from PDF and cancellations	GEF Secretariat and Agencies' staff and government officials	Interviews, field visits, project review protocols, e-survey
	GEF project identification and selection process is participatory and efficient	National and local government officials, donors, NGOs, beneficiaries	
	GEF funds are considered to have a large impact in relation to the level of funding		
	GEF vs. cofinancing		
What role does M&E play in increasing project efficiency?	Project/portfolio monitoring feeds into project planning and implementation decision making (adaptive management)	Project-related documentation (project documents and logframes, implementation reports, terminal evaluations, terminal evaluation reviews, and so on), PMIS, Agencies project databases, RAF pipeline	Desk review, GEF portfolio analysis, timelines, e-survey
	Government and/or GEF Agencies and/or other implementing partners act on information provided in GEF M&E reports	GEF Secretariat and Agencies' staff and government officials, and reports	Interviews, field visits, project review protocols
	Government's own approach to M&E is revised/improved based on lessons learned with the GEF	Government reports	
What are the roles, engagement, and coordination among various stakeholders in project implementation?	Level of participation, also of the private sector and civil society organizations	Project-related reviews (implementation reports, terminal evaluations, terminal evaluation reviews, and so on)	Desk review and meta-analysis of evaluation reports, interviews, and field visits
	Roles and responsibilities of GEF actors are defined/assumed	Project staff, government officials	
	Coordination among GEF projects is working well		
	GEF resources are strategically focused, institutionally or geographically, to optimize impact	Agency reports, government reports, planning meeting reports, and so on	Interviews, field visits, institutional analysis, e-survey
	Existence of a national coordination mechanism for GEF support		
Was the efficiency of the project ever measured or value for money approach used in project design and implementation?	GEF projects have been cost-effective in providing results	Evaluation reports, stakeholders, project documents	Desk review, stakeholder consultation, e-survey; meta-analysis of evaluation reports
How is synergy and leverage with other projects in the region sought?	GEF projects are fully complementary to other projects active in their location	Stakeholders, project-related reviews (implementation reports, terminal evaluations, terminal evaluation reviews, and so on)	Desk review, stakeholder consultation, e-survey

Key question	Indicators/basic data	Sources of information	Methodology
Are there synergies among GEF Agencies in GEF programming and implementation?	Acknowledgment among GEF Agencies of each other's projects	Project-related reviews (implementation reports, terminal evaluations, terminal evaluation reviews, and so on)	Desk review and meta-analysis of evaluation reports, interviews and field visits, e-survey
	GEF has helped national partners work together		
	Synergies across projects and other GEF activities (for example, the SGP) (for example, shared inputs, activities, or outputs)	Agency report, government reports, planning meeting reports, and so on	
	Effective communication and technical support and information sharing among GEF project agencies and organizations	GEF Agency staff, national executing agencies (NGOs, other)	
Are there synergies between national institutions for GEF support in programming and implementation?	Acknowledgment among institutions of each other's projects	Project-related reviews (implementation reports, terminal evaluations, terminal evaluation reviews, and so on)	Desk review and meta-analysis of evaluation reports, interviews and field visits, e-survey
	There is enough communication/consultation with local people	Project staff, beneficiaries, national and local government officials	
	Effective communication and technical support among national institutions		
Are there synergies between GEF support and other donors' support?	Acknowledgment among institutions of each other's projects	Project-related reviews (implementation reports, terminal evaluations, terminal evaluation reviews, and so on)	Desk review, focus groups and individual interviews, field visits, e-survey
	Effective communication and technical support among institutions	NGO staffs and donors' representatives	
	Complementarity of GEF support	Evaluations of other donors' funded projects	Meta-analysis of evaluation reports, e-survey
Is GEF support effective in producing results that are sustainable?			
Is GEF support effective in producing results at the project level?	Project outcomes and impacts	Project staffs and beneficiaries, national and local government representatives	Focus groups and individual interviews, e-survey
		ROtI studies	ROtI methodology
	Existing institutions addressing threats to global environment more effectively	Institutional or capacity assessments	Focus groups and individual interviews
	Existing ratings for project outcomes (self-ratings and independent ratings)	Project-related reviews (implementation reports, terminal evaluations, terminal evaluation reviews, and so on)	Desk review, project review protocols
	Changes in global benefit indexes and other global environmental indicators	Evaluative evidence from projects and donors, global environmental benefits assessment	Literature review, meta-analysis of evaluation reports
Is GEF support effective in producing results at the aggregate level (portfolio and program) by focal area?	Aggregated outcomes and impact from above (for example, changes in attitudes, practices, or behavior of resource users or stakeholder groups)	Project staffs and beneficiaries, national and local government representatives	Focus groups and individual interviews
		ROtI studies	ROtI methodology
		Project-related reviews (implementation reports, terminal evaluations, terminal evaluation reviews, and so on)	GEF portfolio aggregate analysis
	GEF projects are clearly seen to raise profile of global environmental issues on national (environmental) agenda	Government policies, newspapers	Desk review
		Project reports	
	GEF projects are demonstrating/piloting technologies and practices that are then replicated	Data from overall projects and other donors	
		ROtI studies	ROtI methodology
		Project staffs and beneficiaries, national and local government representatives	Focus groups and individual interviews, e-survey
	Overall outcomes and impacts of GEF support by focal area	Data from overall projects and other donors	Desk review
		ROtI studies	ROtI methodology
		Project staffs and beneficiaries, national and local government representatives	Focus groups and individual interviews, e-survey

Key question	Indicators/basic data	Sources of information	Methodology
Is there enough good quality capacity development and awareness raising about environmental issues due to the GEF?	NGOs/academicians, government officials, and civil society are increasingly involved/participating at all stages of the project cycle, and in diverse roles (cofinancer, service provider, stakeholder, and so on)	NGOs/academicians, government officials, and civil society	Desk review, stakeholder consultation, e-survey
Is GEF support effective in producing results at the country level?	Aggregated outcomes and impact from above—and no evidence of "missing the elephant in the room" (that is, GEF projects are doing everything expected, but missing critical or fundamental issues)	Project-related documentation (project documents and logframes, implementation reports, terminal evaluations, terminal evaluation reviews, and so on)	GEF portfolio aggregate analysis, desk review
	Overall outcomes and impacts of GEF support	Project staffs and beneficiaries, national and local government representatives	Field visits, focus groups and individual interviews, e-survey
	Catalytic and replication effects	Data from projects financed by other donors and/or by the government.; ROtI studies	Desk review, ROtI methodology
Is GEF support effective in producing results related to the dissemination of lessons learned in GEF projects and with partners?	Lessons learned are shared regionally	Project-related reviews (implementation reports, terminal evaluations, terminal evaluation reviews, and so on), ROtI studies, project staffs and beneficiaries, national and local government representatives	Desk review, ROtI methodology, GEF portfolio and pipeline analysis
	Project design, preparation, and implementation have incorporated lessons from previous projects within and outside the GEF	Project-related reviews (implementation reports, terminal evaluations, terminal evaluation reviews, and so on), ROtI studies, project staffs and beneficiaries, national and local government representatives	Desk review, ROtI methodology, GEF portfolio and pipeline analysis
		NGO staffs, project staff and beneficiaries, national and local government representatives	Focus groups and individual interviews, e-survey
How were GEF projects able to promote effective community-based natural resource management in Turkey's national parks?	Protected area natural resource management plans have been legally recognized, financed, and are being implemented	Project-related reviews (implementation reports, terminal evaluations, terminal evaluation reviews, and so on), stakeholders, beneficiaries	Desk review and stakeholder consultation, e-survey
	There is enough communication/consultation with local people		
Is GEF support effective in producing results that last in time and continue after project completion?	Availability of financial and economic resources to replicate or follow-up, through Turkish government or other external donors' funded projects and programs	Project-related reviews (implementation reports, terminal evaluations, terminal evaluation reviews, and so on), NGO staffs, project staffs and beneficiaries, national and local government representatives, ROtI studies	Desk review, focus groups and individual interviews, project review protocols, ROtI methodology, GEF portfolio analysis, e-survey
	Stakeholders' ownership, social factors		
	Existence of technical know-how		
	GEF interventions lead directly to follow-up interventions		
	Existence of an institutional and legal framework	Country legal environmental framework	Literature review, timelines, historical causality, and so on

Annex C. Interviewees

Christopher F. Briggs, Team Leader, GEF Secretariat, September 15, 2009

Laurent Granier, Senior Environmental Specialist, GEF Secretariat, September 9, 2009

Henry Salazar, Senior Country Officer, GEF Secretariat, September 16, 2009

Dimitrios Zevgolis, Climate Change Specialist, GEF Secretariat, September 30, 2009

Peter A. Dewees, Lead Specialist, World Bank, October 1, 2009

Jaime Cavelier, Senior Biodiversity Specialist, October 2, 2009

Ivan Zavadsky, Senior Water Resources Management Specialist, GEF Secretariat, October 5, 2009

Ron Hoffer, Lead Environmental Specialist, World Bank, October 6, 2009

Ina Marlene Ruthenberg, Country Program Coordinator, World Bank, October 10, 2009

Katalin Zaim, Programme Manager, UNDP Turkey, October 26, 2009, 3 December 2009

Bercan Toros, Programme Assistant, UNDP Turkey, October 26, 2009

Gökmen Yalçin, National Coordinator, UNDP/SGP Turkey, October 26, 2009

Özge Gökçe, UNDP/SGP Turkey, National Coordinator, October 26, 2009

Keiko Sato, Lead Operations Officer, World Bank, October 26, 2009

Halil Agah, Senior Rural Development Specialist, World Bank, October 26, 2009

Yusuf Korucu, Head of Energy Resources Survey Department, Ministry of Energy and Natural Resources, October 26, 2009

Melek Cakmak, Field Programme Officer, FAO, October 26, 2009

Elvan Ongun, Head of World Bank Projects Department, General Directorate of Foreign Economic Relations, Undersecretariat of Treasury, October 27, 2009

Serkan Ata, Undersecretariat of Treasury, October 27, 2009

Prof. Dr. Hasan Z. Sarıkaya, Operational Focal Point and Undersecretary, MoEF, October 27, 2009

Erdoğan Ertürk, Engineer, GEF-2 Project Coordinator, MoEF, October 27 and December 4, 2009

Mustafa Yilmaz, Sultan Sazlığı Site Manager, MoEF, October 27, 2009

Ergu Terzioğlu, MoEF, October 27, 2009

Hüsniye Kiliçarslan, MoEF, October 27, 2009

Mustafa Şahin, Department Head, UNFCCC Focal Point, October 27 and December 28, 2009

Fulya Somunkiranoğlu, UNFCCC Focal Point, October 27, 2009

Başak Avcioğlu, Project Manager, WWF, October 27, 2009

Vebhi Eser, Head of Agricultural Research, Field Crops, National Focal Point for Biosafety, Ministry of Agriculture and Rural Affairs, October 28 and December 11, 21, and 23, 2009

Ferda Ulutaş, Head of Environmental Project Department, Technology Development Foundation of Turkey, October 28, 2009

Ulrika Richardson Golinski, Deputy Resident Representative, UNDP, October 28, 2009

Mehmet Menengiç, Department Head, MoEF, October 30, 2009

Güner Ergün, Section Manager, MoEF, October 30, 2009

Nurhan San, Marine Conservation Project Manager, MoEF, October 30, 2009

İşmail Belen, Deputy Director General, MoEF, General Directorate of Forestry, October 30, 2009

Yılmaz Altaş, Deputy General Director, MoEF, General Directorate of Afforestation and Erosion Control, October 30, 2009

Erdoğan Özevren, United Nations Convention to Combat Desertification National Focal Point and Division Director, MoEF, General Directorate of Afforestation and Erosion Control, October 30, 2009

Ercan Velioğlu, Forest Engineer, MoEF, October 30 and November 23, 2009

Burcu Çengel, Biologist, MoEF, October 30 and November 23, 2009

Gönül Erturer, Senior Project Manager, Regional Environmental Center, October 30, 2009

Yesim Aslihan Çağlayan, Project Manager, Regional Environmental Center, October 30, 2009

İşmail Kayiplar, Deputy Director General, Ministry of Industry and Trade, Directorate General for European Union Coordination, October 30, 2009

Erol Saner, Environmental Engineer, Expert, Secretariat for EU Affairs, October 30, 2009

Dr. Cengiz T. Baykara, Head of Department, MoEF, International Relations and EU Department, October 30, 2009

Mr. Prof. Dr. Orhan Dogan, Director, Turkish Foundation for Combating Soil Erosion, for Reforestation and the Protection of Natural Habitats, Istanbul, November 4, 2009

Mrs. Pinar, International Affairs Officer, Turkish Foundation for Combating Soil Erosion, for Reforestation and the Protection of Natural Habitats, Istanbul, November 4, 2009

Prof. Kedays, Director, Black Sea Commission, Permanent Secretariat, Istanbul, November 4, 2009

Suade Arançli, Civil Society Development Center, November 9, 2009

Salih Ayaz, MoEF, International Relations and EU Department, October 27 and November 9, 2009

Ali Rıza Baykan, Kayseri District Head, November 9 and December 1–2, 2009

Yıldıray Lise, MoEF/UNDP, November 9, 2009

Adriana Dinu, UNDP, November 12, 2009

Dr. Hikmet Öztürk, Deputy Director, MoEF, General Directorate of Forestry, November 23, 2009

Prof. Zeki Kaya, METU, November 23, 2009

Muzaffer Kiziltan, Assistant General Director, Ministry of Agriculture and Rural Affairs, Agricultural Research Institute, December 11, 2009

Birgül Güner, Agricultural Engineer, Ministry of Agriculture and Rural Affairs, Agricultural Research Institute, December 11, 21, and 23, 2009

Dr. Arzu Ünal, Biologist, Ministry of Agriculture and Rural Affairs, Agricultural Research Institute, December 11, 21, and 23, 2009

Dr. Meral Peşkircioğlu, Ministry of Agriculture and Rural Affairs, Agricultural Research Institute, December 21 and 23, 2009

Dr. Taner Akar, Wheat Expert, Ministry of Agriculture and Rural Affairs, Agricultural Research Institute, December 23, 2009

Muzaffer Sürek, Consultant, December 21 and 23, 2009

Hasan Özer, Division Manager, MoEF, General Directorate of Forestry, 23 December 2009

Cemil Ün, Head of Forest Cartography and Photogrammetry, MoEF, General Directorate of Forestry, December 23, 2009

Mehmet Demir, Chairman of Integration Unit, MoEF, General Directorate of Forestry, December 23, 2009

Sedat Kadıoğlu, Deputy Undersecretary, MoEF, General Directorate of Forestry, December 28, 2009

Bahar Ubay, UNDP, December 29, 2009

Fevzi İşbilir, General Director, MoEF, General Directorate of Forestry, December 30, 2009

Kathy Mackinnon, Lead Biodiversity Specialist, World Bank, January 22, 2010

Annex D. Sites Visited

Beypazarı Ecotourism Centre—Doga (Nature Society), Tourism Officer, Özgür Koç, October 29, 2009

Beypazarı Survival of the Ankara Goat Race Project, Beypazarı, Turkish Association for the Conservation of Nature, Ali İlmez, veterinarian, Salim Cınar, farmer, October 29, 2009

National Park Division, Kastamonu, MoEF, General Directorate of Forestry, İşmail Mentes, Head of Division, November 2, 2009

Arzaway Region, Zumrut Village, and Küre Mountains Protected Area, Mikail Dursun, General Directorate of Forestry Regional Director, Halil Kelopullasi Ecotourism Guest House in Zumrut, Mrs. Hanife Alibesi and Mr. Yalcin Alibesi, beneficiaries, November 3, 2009

Tuzla Lake, Palas district, GEF II, Kayseri, Orhan Ceylan, MoEF Head of Department; Murat Akgün, MoEF District Engineer; Celal Turan, Palas resident/beneficiary; Hacı Zengin, Palas District Mayor; M. Emin Turan, former Palas District Mayor; Kuddusi Karabulut, MoEF District Engineer, December 1, 2009

Kayseri Sugar Beet Cooperative, SGP, Kayseri, İsmet Aksoy, Manager, Kayseri Sugar Beet Cooperative; Uğur Metıner, Vice Manager, Kayseri Sugar Beet Cooperative, December 2, 2009

Sultan Sazlığı, GEF II, Kayseri, Ali Rıza Baykan, Kayseri; Enver Ünlü, Develi Kaymakamı; Seyit Ahmet Çiftçi, Soysallı Village Muhtar; Recep Özkan, Develi District Mayor; Gökhan Kılıç, Develi District Director of Agriculture; Ali Malkoç, Yeşilhisar Village Muhtar, December 2, 2009

Eğrisöğüt, Aşağıbeyçayır, and Yukarıbeyçayır Villages in the Özdere and Değirmendere microcatchments, GEF-3 project, Kayseri, Turhan Yılmaz, MoEF Head of OR-KÖY Department; Yunus Güneş, MoEF Head of Forestation Department; Şevket Ağmaz, MoEF Deputy Head of Kayseri District; Mehmet Arik, MoEF District Engineer; Selattin Tanbay, Yukarıbeyçayır Village Muhtar, December 3, 2009

Main site, GEF II, Igneada Longos, February 7–9, 2010

Replication site, GEF II, Sakarya Acarlar Longos, February 10, 2010

Main site, GEF II, Antalya Manavgat Koprulu Canyon, February 11, 2010

Replication site, GEF II, Isparta Kovada Lake National Park and Yazılı Canyon, February 12, 2010

Annex E. Workshop Participants

E.1 National Consultation Workshop, October 2009

Salih Ayaz, MoEF, International Relations and EU Department

Dennis Fenton, ECORYS Turkey Ltd.

Carlo Carugi, GEF Evaluation Office

Wietze Lise, ECORYS Turkey Ltd.

Berk Babila, ECORYS Turkey Ltd.

Katalin Zaim, UNDP

Berkan Toros, UNDP

Güner Ergün, MoEF

Ümmühan Yokuş, Ministry of Industry and Trade, EU Coordination

Aykut Kirbaş, Turkish Standards Institution

Hatice Bektaş, Turkish Standards Institution

Murat Işik, Ministry of Agriculture and Rural Affairs, Agricultural Research Institute

Mehmet Altinkaya, Ministry of Agriculture and Rural Affairs, Agricultural Research Institute

Halil Agah, World Bank

Pınar Işin, Small and Medium Enterprise Development Administration of Turkey

Mehmet Öğüt, Small and Medium Enterprise Development Administration of Turkey

Ferda Ulutaş, Technology Development Foundation of Turkey

Ersoy Metin, General Directorate of Electrical Power Resources Survey and Development Administration

Fatma Dilek Öznur, General Directorate of Electrical Power Resources Survey and Development Administration

Tülay M. Kocaman, MoEF, General Directorate of Forestry

Ayten Özdemir, MoEF, General Directorate of Forestry

Emine Ataş, MoEF, General Directorate of Forestry

Gülseren Çağlar, MoEF, Research and Development

Rahine Polat, MoEF, DİD

Ayşegül Emiralioğlu, MoEF, DİD

Mediha Haliloğlu, MoEF, General Directorate of Afforestation and Erosion Control

Nurşen Karadeniz, Industrial Engineer, MoEF, International Relations and EU Department

B. Gül Deliktaş, Housing Development Administration of Turkey

Gürsel Karagöz, MoEF

Hanifi Akbiyik, MoEF, General Directorate of Afforestation and Erosion Control

Nurşen Gencer, MoEF

Fatma Topal, MoEF, General Directorate of Environmental Management

Aydın Çiçek, MoEF, International Relations and EU Department

Kerem Noyan, MoEF, General Directorate of Environmental Management

U. Serkan Ata, Treasury

Fatma Güngör, MoEF, International Relations and EU Department

Erdoğan Ertürk, MoEF

Ayhan Çağatay, MoEF, General Directorate of Forestry

Burcu Çengel, MoEF

Mertkan Erdemli, EU General Secretariat

Ali Temerit, MoEF, General Directorate of Forestry

E.2 First ROtI Workshop, January 2010

Ayşegül Emiralioğlu, Assistant Expert, MoEF, International Relations and EU Department

Ahmet Senyaz, Department Head, MoEF, Research and Development

U. Tamer Çobanoğlu, Assistant Expert, MoEF, Education and Publication Department

İlke Tanlay, Assistant Expert, Union of Chambers and Commodity Exchanges in Turkey

Ayşegül Karayazgan, Manager, Ministry of Energy and Natural Resources

Mustafa Kaya, Division Manager, Ministry of Energy and Natural Resources, General Directorate of Energy Issues

Cengiz Celebi, Assistant Division Manager, Ministry of Energy and Natural Resources, General Directorate of Energy Issues

Birgül Yiğit, Engineer, Ministry of Energy and Natural Resources, General Directorate of Energy Issues

Elif Nesibe Koçer, Engineer, Ministry of Energy and Natural Resources, General Directorate of Energy Issues

Gülseren Çağlar, Engineer, MoEF, Research and Development

Hakan Taşhan, Engineer, Turkish Development Bank

Bahar Ubay, Project Manager, UNDP Turkey

Gönül Kiliç, Engineer, General Directorate of State Meteorology

Afife Ülkü Koçer, Chief Environmental Engineer, Ministry of Transport

Kader Tuğan, Environmental Engineer, MoEF, Weather Management Department

Ali Can, Team Member, Emissions Inventory, Turkish Institute of Statistics

Dr. Mustafa Şahın, Department Head, MoEF

Evren Türkmenoğlu, Expert Manager, MoEF

E.3 Second ROtI Workshop, January 2010

Tülay M. Kocaman, Engineer, MoEF

Ergül Terzioğlu, Biologist, MoEF, General Directorate of Nature Protection and National Parks

Ersin Özek, Engineer, MoEF

Dr. Meral Peşkircioğlu, Engineer, Field Crops Central Research Institute

Muzaffer Sürek, Retired, Ministry of Agriculture and Rural Affairs, Agricultural Research Institute

Hasan Özer, Division Manager, MoEF, Department of Research and Development, Central Anatolia Forestry Research Institute

Burcu Tarikahya, Engineer, Ministry of Agriculture and Rural Affairs

Yrd. Doç. Dr. Alptekin Karagöz, Assistant Professor, Aksaray University

Ercan Velioğlu, Chief Engineer–Forest Engineer, MoEF, Department of Research And Development- Forest Tree Seeds and Tree Breeding Research Directorate

Dr. Burcu Çengel, Biologist, MoEF, Department of Research And Development- Forest Tree Seeds and Tree Breeding Research Directorate

Dr. Nihal Özel, Biologist, Aegean Forestry Research Center

Gülseren Çağlar, Engineer, MoEF, ARGE

Birgül Güner, Agricultural Engineer, Ministry of Agriculture and Rural Affairs, Agricultural Research Institute

Dr. Arzu Ünal, Biologist, Ministry of Agriculture and Rural Affairs, Agricultural Research Institute

E.4 National Consultation Workshop, March 2010

A. Özge Gökçe, Project Assistant, UNDP-GEF SGP

Ali Kasaci, Division Director, Ministry of Agriculture and Rural Affairs, Protection and Control General Directorate

Aslı Çakir, ECORYS Turkey Ltd.

Aydın Çıçek, Geological Engineer, MoEF, International Relations and EU Department

Dr. Ayşegül Akin, Assistant Representative, FAO

Ayşegül Emiralioğlu, Expert Assistant, MoEF, International Relations and EU Department

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Annex F. GEF Portfolio in Turkey, 1992–2009

GEF ID	Project title	Focal area	Modality	Status	GEF Agency	GEF grant (million $)	Cofinancing (million $)
National projects							
71	In-Situ Conservation of Genetic Diversity	BD	FSP	C	World Bank	5.10	0.60
458	Biodiversity and Natural Resources Management Project (GEF II)	BD	FSP	C	World Bank	8.19	3.35
1026	Enhancing Coverage and Management Effectiveness of the Subsystem of Forest Protected Areas in Turkey's National System of Protected Areas (Küre Mountains)	BD	MSP	O	UNDP	0.97	1.43
1074	Anatolia Watershed Rehabilitation Project—under World Bank–GEF Strategic Partnership for Nutrient Reduction in the Danube River and Black Sea	IW	FSP	O	World Bank	7.00	38.11
1873	Enabling activities to facilitate early action on the implementation of the Stockholm Convention on Persistent Organic Pollutants (POPs) in the Republic of Turkey	POP	EA	C	UNIDO	0.47	0.00
2717	Consultation for National Reporting, Participation in the National Clearing House Mechanism and Further Development of the National Biodiversity Strategy and Action Plan	BD	EA	C	UNEP	0.37	0.10
2942	Promote Energy Efficiency in Buildings	CC	FSP	A	UNDP	2.62	18.68
3179	National Capacity Self-Assessment for Global Environmental Management	MF	EA	O	UNEP	0.20	0.06
3550	Strengthening Protected Area Network of Turkey—Catalyzing Sustainability of Marine and Coastal Protected Areas	BD	FSP	O	UNDP	2.20	4.02
3565	Market Transformation of Energy Efficient Appliances in Turkey	CC	FSP	A	UNDP	2.71	2.30
3747	Improving Energy Efficiency in Industry	CC	FSP	A	UNDP	5.90	12.90

GEF ID	Project title	Focal area	Modality	Status	GEF Agency	GEF grant (million $)	Cofinancing (million $)
National components of global projects							
875	Development of National Biosafety Framework	BD	EA	C	UNEP	0.20	0.24
2387	Preparation of Turkey's 1st national communication on Climate Change to be submitted to UNFCCC	CC	EA	C	UNDP	0.41	0.84
Regional projects							
341	Developing the Implementation of the Black Sea Strategic Action Plan	IW	FSP	C	UNDP	1.79	6.96
397	Black Sea Environmental Management	IW	FSP	C	UNDP	9.30	23.30
461	Determination of Priority Actions for the Further Elaboration and Implementation of the Strategic Action Programme for the Mediterranean Sea	IW	FSP	C	UNEP	5.95	4.19
1014	Danube/Black Sea Basin Strategic Partnership on Nutrient Reduction, Tranche I	IW	FSP	A	World Bank	0.00	29.56
1258	Enhancing Conservation of the Critical Network of Sites of Wetlands Required by Migratory Waterbirds on the African/Eurasian Flyways.	BD	FSP	O	UNEP	6.00	6.77
1580	Control of Eutrophication, Hazardous Substances and Related Measures for Rehabilitating the Black Sea Ecosystem: Phase 1	IW	FSP	O	UNDP	4.00	3.95
1615	Geothermal Energy Development Program, GeoFund	CC	FSP	O	World Bank	23.50	175.00
1661	Danube/Black Sea Strategic Partnership—Nutrient Reduction Investment Fund: Tranche 2	IW	FSP	A	World Bank	1.75	74.80
2044	Strategic Partnership for Nutrient Reduction in the Danube River and Black Sea—World Bank–GEF Nutrient Reduction Investment Fund: Tranche 3	IW	FSP	A	World Bank	2.92	222.18
2263	Control of Eutrophication, Hazardous Substances and Related Measures for Rehabilitating the Black Sea Ecosystem: Tranche 2	IW	FSP	O	UNDP	6.00	5.33
2600	Strategic Partnership for the Mediterranean Large Marine Ecosystem—Regional Component: Implementation of Agreed Actions for the Protection of the Environmental Resources of the Mediterranean Sea and Its Coastal Areas	MF	FSP	O	UNEP-UNIDO	12.89	29.61
2601	World Bank–GEF Investment Fund for the Mediterranean Sea Large Marine Ecosystem Partnership, Tranche 1, 1st Allocation	MF	FSP	A	World Bank	6.06	90.00
2746	Promoting Replication of Good Practices for Nutrient Reduction and Joint Collaboration in Central and Eastern Europe	IW	MSP	O	UNDP	0.97	1.40
3229	World Bank–GEF Investment Fund for the Mediterranean Sea Large Marine Ecosystem Partnership, Tranche 1, 2nd Installment	IW	FSP	A	World Bank	15.00	45.00

GEF ID	Project title	Focal area	Modality	Status	GEF Agency	GEF grant (million $)	Cofinancing (million $)
Global projects							
875	Development of National Biosafety Framework	BD	EA	C	UNEP	26.09	12.34
2387	National Communications Programme for Climate Change	CC	EA	C	UNDP	58.49	1.55
2261	Building Partnerships to Assist Developing Countries to Reduce the Transfer of Harmful Aquatic Organisms in Ships' Ballast Water (Glo-Ballast Partnerships)	IW	FSP	AA	UNDP	5.69	17.70
3808	Mainstreaming Biodiversity Conservation and Sustainable Use for Improved Human Nutrition and Well-being	BD	FSP	PIF	UNEP	5.52	8.41
3871	4th Operational Phase of the GEF Small Grants Programme (RAF2)	MF	FSP	A	UNDP	42.71	43.00
4001	MED Sustainable MED Governance and Knowledge Generation	IW	FSP	A	World Bank	3.00	6.60

Note: BD = biodiversity; CC = climate change; IW = international waters; LD = land degradation; MF = multifocal; EA = enabling activity; A = approved by Council; AA = approved by GEF Agency; C = completed; O = ongoing; PIF = PIF approved.

Annex G. Country Response

T.C.
Çevre ve Orman
Bakanlığı

REPUBLIC OF TURKEY
MINISTRY OF ENVIRONMENT AND FORESTRY
Department of Foreign Relations and EU

Ref : 2607

June 24 2010

Ms. Monique BARBUT
Chairperson and CEO
Global Environment Facility
1818 H Street, NW, Room G6-005
Washington, DC 20433
USA

Subject: GEF Country Portfolio Evaluation-Turkey (1992-2009)

Dear Ms. Barbut,

The Government of Turkey appreciates the great effort of the GEF Evaluation Office and their team for the preparation of the GEF Turkey Country Portfolio Evaluation (1992-2009) during the period from September 2009 to June 2010.

We believe that the findings and recommendations in the report will be useful for Turkey to further improve performance of GEF supported activities fit into the national strategies and priorities as well as within the global environmental mandate of the GEF. However, we would like to share with you the following specific remarks:

1- It is stated in the report that "As an OECD country Turkey has a sui generis status within Annex-I Parties, this implying Turkey is not obliged to set greenhouse gas emission limits". This statement does not reflect Turkey's status clearly.

   Turkey's status should have been stated as follows;

   "Turkey became party to the UNFCCC on May 24, 2004. Turkey, as an OECD country, was included in Annex-I and Annex-II of the Convention. However, Turkey has a sui generis status within Annex-I Parties. The Decision adopted in Marrakesh at the 7th Conference of the Parties to the Convention in 2001, deleted Turkey's name from Annex-II, stressing her special circumstances and placing her in a situation different than that of other Annex-I Parties and therefore, is not obliged to set greenhouse gas emission limits."

2- The conservation of the biological diversity and global benefit have been emphasized in the report. However, the sustainable use of the biological diversity and the fair and equitable benefit sharing are important issues. On one hand, the great economic benefits have been obtained by accessing to genetic resources without paying, on the other hand the local and national stakeholders owning the genetic resources and not receiving any benefit is a great problem and creates conflict. This situation poses a great impediment for the conservation of genetic diversity and puts a major obstacle into the global benefit to be obtained from these resources. Therefore, since the sustainable economic use of the biological diversity and the fair and equitable benefit sharing issues are important, this should have been stated in the report.

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3- It is stated on the report that "*ESPD is not explicitly mandated for M&E activities, nor has specific M&E skills to satisfactorily perform portfolio level M&E and/or supervise the execution of M&E tasks at project level. As a result, and as confirmed by respondents to the electronic survey, M&E activities are performed mainly by agencies, and M&E information is not always shared across the GEF partnership at national level.*"

M&E is not carried out effectively, besides GEF Projects do not include M&E indicators in general. Additionally, it is necessary to identify ToR for all concerning units including GEF Agencies implementing projects in the country so as to ensure the information flow. It is required financial support in order to establish a functioning system, GEF should support countries on that. This was stated by the participant during the GEF CPE Final Consultation Workshop held on 22 March 2010, Ankara, Turkey.

Besides, GEF Implementing Agencies should share information and send lists or reports to GEF Operational Focal Point for M&E.

4- During the preparation and implementation stage of the regional projects, GEF Implementing Agencies should share information with national partner institutions and provide relevant information for GEF Operational Focal Point.

5- When the endorsement letter of GEF Operational Focal Point is sent to GEF through Implementing Agencies, there needs an official response for any request.

Finally, I would like to reiterate my appreciation for the evaluation team on consolidation of such a fully fledged, comprehensive report.

We look forward to further fruitful cooperation with the GEF.

Yours sincerely,

Prof. Dr. Hasan Z. SARIKAYA
On behalf of the Minister
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