

Enhancing coverage and management effectiveness of the subsystem of forest protected areas in Turkey's national system of protected areas

Turkey

GEF Agency: United Nations Development Programme
Executing Agency: Ministry of Forestry and Water Affairs¹
GEF Biodiversity Focal Area
Medium-size Project: GEF ID: 1026, UNDP PIMS: 1988
UNDP Atlas Project Number: 00052221

Terminal Evaluation
November 16, 2013



Photo: Illica Falls, Küre Mountains National Park

¹ Partially divided from the former Ministry of Environment and Forestry.

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Acronyms

APR	Annual project review
CBD	Convention on Biological Diversity
CEO	Chief Executive Officer
CPAP	Country Program Action Plan
CPD	Country Program Document
FAO	Food and Agriculture Organization
FSP	Full-sized Project
GDF	General Directorate of Forestry
GEF	Global Environment Facility
ha	Hectares
IUCN	International Union for the Conservation of Nature
Km	Kilometers
KMNP	Küre Mountains National Park
M&E	Monitoring and evaluation
METT	Management Effectiveness Tracking Tool
MoFWM	Ministry of Forestry and Water Management
MSP	Medium-sized Project
N/A	Not applicable
N/S	Not specified
NBSAP	National Biodiversity Strategy and Action Plan
NEX	National Execution
NGO	Non-governmental organization
PA	Protected area
PDF-A	Project Development Funding – Block A
PIF	Project Information Form
PIR	Project implementation Review
PMIS	Project Management Information System
PMU	Project Management Unit
PSC	Project Steering Committee
TORs	Terms of Reference
UA	Unable to assess
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
USD	United States dollars
WWF	World Wide Fund for Nature

I. Executive Summary

Project Title:	Enhancing coverage and management effectiveness of the subsystem of forest protected areas in Turkey's national system of protected areas			
GEF Project ID:	1026		<i>At endorsement (million US\$)</i>	<i>At completion (million US\$)</i>
UNDP Project ID:	PIMS: 1988 ATLAS: 00052221	GEF financing:	0.972	0.972
Country:	Turkey	IA/EA own:		0.069
Region:	RBEC	Government:	1.396	3.105
Focal Area:	Biodiversity	Other:	0.036	0.130
FA Objectives, (OP/SP):	BD SO1, SP3 (GEF-4) BD SO1, Outcome 1.1 (GEF-5)	Total co-financing:	1.432	3.304
Executing Agency:	Ministry of Forestry and Water Management	Total Project Cost:	2.404	4.276
Other Partners Involved:	WWF-Turkey General Directorate of Forestry	ProDoc Signature (date project began):		May 28, 2008
		(Operational) Closing Date:	Proposed: June 30, 2011	Actual: June 30, 2012

PROJECT DESCRIPTION AND OVERVIEW

1. The Turkey Forest Protected Areas (PAs) project is classified as a Global Environment Facility (GEF) Medium-sized Project (MSP), with total GEF support of \$0.972 million (not including \$0.025 in project development funding), and originally proposed co-financing is \$1.430 million United States dollars (USD), for a total project budget of \$2.404 million USD. The United Nations Development Programme (UNDP) is the GEF Agency, and the project is executed under UNDP's national execution-national implementation (NEX-NIM) modality, with the General Directorate of Nature Conservation and National Parks (GDNCNP) of the Ministry of Forestry and Water Management (MoFWM) (formerly the Ministry of Environment and Forestry) as the national executing partner. Other key implementation partners were WWF-Turkey and the General Directorate of Forestry (GDF), also of the (MoFWM). The originally planned 36-month implementation period was extended by one year, for a total implementation of 48 months, from June 2008 through June 2012.

2. According to the project document, the project objective is *"To enhance coverage and management effectiveness of the Forest Protected Areas through demonstrating cost-effective approaches for effective conservation and sustainable resource management at Küre Mountains National Park and taking initial steps towards the replication of this model at the remaining eight forest hot spots."* The project strategic results framework states that the project "goal" is *"Long-term conservation of the most representative range of globally significant biodiversity in Turkey by strengthening the national system of protected areas."* The project objective was planned to be achieved through three main outcomes:

3. **Outcome 1: Cost-effective conservation management approaches for forest protected areas are designed, piloted and adopted**

4. **Outcome 2: Sustainable natural resource management approaches demonstrated in buffer areas**

5. Outcome 3: Lessons learned from demonstration work in the first established forest PAs are disseminated to the other forest hot spots in Turkey, contributing to the maturation of the PA system of Turkey

6. The project focused on demonstration activities at Küre Mountains National Park (KMNP), near Turkey's central Black Sea coast, straddling the provinces of Bartın and Kastamonu. The national park was established in 2000, and covers 37,753 hectares (ha). The project included the buffer zone region, which covers 134,366 ha.

7. According to GEF and UNDP evaluation policies, terminal evaluations are required practice for GEF funded MSPs, and the terminal evaluation was a planned activity of the monitoring and evaluation (M&E) plan of the Turkey Forest PAs project. As per the evaluation Terms of Reference (TORs) this terminal evaluation reviews the actual performance and progress toward results of the project against the planned project activities and outputs, based on the standard evaluation criteria: relevance, efficiency, effectiveness, results and sustainability. The evaluation assesses project results based on the expected objective and outcomes, as well as any unanticipated results. The evaluation identifies relevant lessons for other similar projects in the future in Turkey and elsewhere, and provides recommendations as necessary and appropriate. The evaluation methodology was based on a participatory mixed-methods approach, which included two primary elements: a) a desk review of project documentation and other relevant documents; and, b) interviews with key project participants and stakeholders, including those in the Küre Mountains region. The evaluation is based on evaluative evidence from the start of project implementation (June 2008) through October 2013, although project activities were formally completed in June 2012. The desk review was begun in October 2013, and the evaluation mission was carried out from November 18 – 22, 2013.

FINDINGS AND CONCLUSIONS ON THE MAIN EVALUATION CRITERIA

8. With respect to **relevance**, the Turkey Forest PAs project is **relevant / satisfactory** for addressing the threats to biodiversity and barriers for effective management of a representative system of protected areas. The project supported implementation of national legislation related to protected areas and biodiversity conservation, including the 2007 National Biodiversity Strategy and Action Plan (NBSAP), the National Forest Program (2003), and the eighth forestry sector five-year development plan (for 2001-2005, which was the relevant plan when the project was developed). The project also contributes to Turkey's implementation of the Convention on Biological Diversity (CBD). At the local level, the project is highly relevant to the needs and priorities of the provinces and communities in the KMNP buffer zone, for example by supporting sustainable household energy, improving agricultural practices to reduce human-wildlife conflicts, and supporting sustainable livelihoods development such as ecotourism. The Forest PAs project is in line with the GEF biodiversity focal area strategic priorities and the respective United Nations-Turkey strategic planning documents.

9. Based on all aspects of project implementation and financial management, project **efficiency** is rated **satisfactory**. The Turkey Forest PAs project had appropriate management arrangements, with the PMU at the central level in the GDNCNP, and project representatives active at the site level. The project implementation period extended one year past the originally

planned period, but this was partly due to the extended inception phase that was necessary due to the long project development process, as well as the overambitious original timeframe. Disbursement lagged in the first two years (at less than 50% of planned delivery, partly due to the mid-year start in 2008 and the extended inception period) but was fully caught up in 2010 and 2011. The management costs were at a somewhat high 19.4% of GEF resources, which is above the 10% mark targeted for GEF-funded projects, but management costs also included the technical time and contributions of the Project Management Unit (PMU), and thus cannot be strictly considered the management and administration costs. Given the impressive results, the project delivered good value for the resources. There were a number of factors contributing positively to the project's efficiency, including: results-focused adaptive management; strong stakeholder engagement and ownership; notable partnerships with civil society and private sector stakeholders; and greater than anticipated co-financing. The **quality of execution** and **quality of UNDP implementation** are both considered highly satisfactory, as the project has been characterized by excellent stakeholder participation and engagement, highly professional project management, and strong communication and cooperation with government institutions and other key stakeholders.

10. The Forest PAs project presents an excellent example of a wide range of stakeholders effectively coming together in support of a common vision. Based on the extent of results achieved, project **effectiveness** is considered highly satisfactory, and the **overall project outcome** rating is assessed as satisfactory. All main results framework targets were achieved, though the project indicators do not fully capture the extent and significance of project results. The project has notably increased management effectiveness of KMNP (increasing the (Management Effectiveness Tracking Tool (METT) score from 31 to 72), and strengthened sustainable forest management in the buffer zone; further, the project made direct contributions to the development of sustainable livelihoods for buffer zone communities. The Forest PAs project - though only an MSP - has also made important contributions to strengthening management of the national system of protected areas. Key outputs supporting these outcomes include:

- Development and approval of the KMNP management plan through a participatory and consultative process, and establishment of a locally-based specific management unit;
- Establishment of an effective institutional coordination model, bringing together the GDF, and the GDNCNP;
- Sustainable forest management plans developed for the 17 forestry districts within the boundaries of the KMNP buffer zone;
- Direct support to sustainable livelihoods of buffer zone communities through small grants (including concrete steps to address human-wildlife conflict around KMNP), and linkages to other supportive national programs such as the GEF Small Grants Program, the Forest Villages Development program, and Regional Development Agencies;
- Achievement of certification of KMNP as a PAN Parks network protected area, which has contributed to the objective of biodiversity conservation and sustainable development in the region;

- Initiation of replication of the buffer zone, zoned management, and participatory management plan approach at the systemic level, with similar approaches started at at least three other protected area sites, and foreseen for the national protected area system;
- Application of the protected areas METT for all 41 national parks in Turkey;
- An extensive communications program that reached audiences at the local and national levels;

11. It may be noted that the project has not yet been replicated to the eight other forest biodiversity hot spots in Turkey; however, the project document was highly overambitious in both time and scope, and following the mid-term evaluation recommendations the project replication efforts were appropriately scaled back to address two of the other hotspots (while also being extended for 12 months).

12. While the project produced many notable achievements, it should also be recognized that there remain multiple significant national-level barriers to effective management of Turkey's protected area system; these barriers affect KMNP, as well as other forest hotspot protected areas. Key barriers include an inadequate policy framework, an inadequate institutional framework, capacity gaps at individual and institutional levels, and incomplete mechanisms for protected area financing.

13. Overall **sustainability** is considered *moderately likely*. This evaluation has the opportunity for an expanded perspective on sustainability, since it is coming 17 months after project completion. In the time since project completion the main project results have remained relevant, and key stakeholders at the regional level continue to be active. However, all of the critical conditions for sustainability are still not fully set. In terms of financial resources, the most critical aspect is the government's willingness to increase staffing of the KMNP management unit to the level necessary for effective implementation of the management plan; the present level of capacity is not sufficient, and stakeholders believe additional staffing will not be forthcoming, at least in the near term. Stakeholder ownership and support has been one of the hallmarks of the project, and as such there are few socio-political risks to the sustainability of project results. Following the restructuring of the former Ministry of Environment in 2011-12, the institutional arrangements for protected area management at the national level have been settled (for the time being), as well as for the KMNP site. The KMNP management plan clearly outlines the institutional framework for environmental management in the region, and there has been good cooperation between relevant institutions, indicating no notable institutional framework and governance risks to sustainability. There are not acute environmental risks to project results, but longer-term broad risks do exist: there are proposals and actions underway to develop multiple large scale hydropower facilities in the buffer zone of the eastern portion of KMNP on rivers that flow through the national park, and it is not clear at this stage when or if various facilities will be further developed, and what the long-term impacts on KMNP will be.

KEY RECOMMENDATIONS

14. The following are the terminal evaluation's key recommendations, with the target audience in brackets following the recommendation. The recommendations are summarized in

the executive summary, and provided with greater context and detail in Section VII.B on recommendations at the end of this evaluation report. Following the recommendations, a number of suggestions are provided based on the opportunities available for future work in the region that would build on the success of the project thus far.

15. **Recommendation 1:** The KMNP management plan includes a provision for a Planning Area Advisory Steering Committee as part of the management structure, following on the legacy of the participatory process for developing the management plan. The GDNCNP should ensure the activation of this steering committee in KMNP management operations, for example, with the support of the MoFWM District 10 regional branch (see Recommendation 3 below). This requires that the KMNP management directorate has the capacity necessary to fulfill the secretariat functions for this committee by planning meeting, disseminating documents, and ensuring communication. While it is too late to activate the committee for budgeting and workplanning for 2014, the committee must be activated in 2014 to be able to provide input and feedback on management planning for 2015. *[MoFWM-GDNCNP, MoFWM-District 10 Directorate]*

16. **Recommendation 2:** The KMNP management plan includes planning for an ecological monitoring program for the region, which would support biodiversity conservation through effective management of KMNP and buffer zone. This monitoring program should be implemented as soon as possible. Until adequate resources for monitoring are directly available to the KMNP management directorate, partnerships could be established with universities and other interested parties to bring together all available resources. A community-based monitoring program could also play a role (see “Opportunity C” below). *[MoFWM-KMNP Management Directorate, MoFWM-District 10 Directorate]*

17. **Recommendation 3:** Until the KMNP Management Directorate has the capacity necessary to fully implement the KMNP management plan, a possible interim arrangement would be for KMNP management plan implementation to be supported by the regional branch of the MoFWM (Forestry and Water Management Directorate for District 10). According to project stakeholders, the regional branch has the capacity to provide support for activating the Planning Area Advisory Steering Committee (see Recommendation 1 above), and to support activities such as initiating a monitoring program through partnerships with universities and other interested parties, to bring together all available resources. This evaluation recommends that the MoFWM enable the regional branch (the District 10 Directorate) to support the KMNP Management Directorate in all necessary matters as the KMNP Management Directorate builds the necessary capacity over time. *[MoFWM, MoFWM-District 10 Directorate, MoFWM-KMNP Management Directorate]*

18. **Recommendation 4:** Multiple aspects of the Forest PAs project can and should be replicated for other national parks and protected areas in Turkey. Most critically is the buffer zone approach, which brought together the government agencies that have mandates in the buffer zone to establish a coordinated approach for sustainable natural resource use in the buffer zone. The second pillar of effective management was the development of the KMNP management plan (covering the buffer zone) through a highly participatory process. These two major elements should be replicated for other national parks and relevant protected areas (e.g. wildlife reserves, special environmental protected areas, etc.). While the MoFWM GDNCNP

should continue working on this of its own accord, the replication process could be supported through additional external support (see “Opportunity A” below). [MoFWM]

19. **Recommendation 5:** Hydropower plant projects planned for construction within this ecosystem, near the eastern boundary of KMNP, constitute one of the significant environmental threats for the moist Mediterranean forest ecosystem to which KMNP belongs, and which has national and global significance. These planned constructions are a particular threat because there is not a Strategic Environmental Assessment process in place that would consider the cumulative impacts of these facilities on the ecosystem. The MoFWM should consider carrying out a cumulative environmental impact review process to assess the potential negative impact of these facilities on this sensitive ecosystem. The MoFWM should also consider the social views and expectations in the area, about hydropower plant projects. Civil society partners in the region and in Turkey generally should also support this process and continue to advocate for responsible hydropower development, as it does not appear likely that the hydropower developments will otherwise be avoided. 2014 is likely to be a pivotal year for progress of the hydropower proposals and action will need to start early in 2014 to have a chance of influencing the determination process. [MoFWM, Civil society partners]

20. **Recommendation 6:** The KMNP management plan should immediately be posted and available on the KMNP website. [MoFWM-GDNCNP, MoFWM-KMNP Management Directorate, MoFWM-District 10 Directorate, UNDP]

21. **Recommendation 7:** Future environmental conservation projects that include communication, education, and awareness activities should carry out baseline surveys or studies to track the influence and changing attitudes of target populations over time. [UNDP]

22. **Recommendation 8:** While the fact that the KMNP directorate has assumed responsibility for managing the KMNP website is a very positive approach for the project’s exit strategy, there should also be a mechanism instituted for occasional updates to the English portion of the website. This could be as basic as commissioning external translation of a paragraph quarterly news item, but the website would really benefit if all information about visiting the KMNP region were available in English. Having at least quarterly updates maintains the website’s relevance, and ensures the appearance of an actively maintained website. [MoFWM-GDNCNP, MoFWM-KMNP Management Directorate, MoFWM-District 10 Directorate]

23. **Opportunity A:** There is still a need for external support to strengthen Turkey’s national system of protected areas to reach a representative and effectively managed national system. The Forest PAs project provided a good foundation and demonstration approach to showcase the possibilities for all protected areas. Even still, management for KMNP still requires significant capacity strengthening, and insufficient management capacity at the individual, institutional and systemic levels is one of the key remaining barriers for Turkey’s PAs highlighted in this evaluation. This evaluation sees an opportunity for further external donor support for strengthening Turkey’s national system of protected areas. For example, a GEF-funded full-sized project could potentially make a significant contribution to replicating the management plan and buffer zone approach from KMNP at other key protected areas, could help develop a national program of PA management capacity strengthening, could support steps to consolidate and strengthen the institutional and policy frameworks for PAs. UNDP and

the MoFWM could discuss the potential for such an initiative in the GEF-6 period. [UNDP, MoFWM]

24. **Opportunity B:** The Forest PAs project helped focus support from the Government of Turkey for micro-solar installations in villages in the buffer zone surrounding KMNP, to help reduce pressure for fuel wood in the region. This is an excellent initiative that provides socio-economic, biodiversity, and climate change benefits. UNDP and the Government of Turkey should explore opportunities for scaling up and replicating this approach at other protected area sites in Turkey, as appropriate. [UNDP, Government of Turkey]

25. **Opportunity C:** KMNP does not currently have an effective environmental monitoring program. The civil society partners and the KMNP management directorate should consider developing a community-based monitoring program as one part of a larger monitoring effort. Community-based monitoring can be a cost-effective way of collecting some basic monitoring data on aspects such as water quality, as inexpensive water quality testing kits are available and non-technical lay persons can easily be trained to use them. Such programs also provide added benefits of increasing environmental awareness, and can even be effectively implemented through grade schools. However, successful startup and implementation of such a program does require significant logistical and organizational effort. Two examples of such programs are:

- a. Georgia (USA) Adopt-a-Stream program, which currently has more than 3,000 volunteers monitoring waters across the state - <http://www.georgiaadoptastream.com/db/Default.asp>
- b. The Cook Inlet keeper Citizen's Environmental Monitoring Program (Alaska, USA) - <http://inletkeeper.org/clean-water/citizen-monitoring>.

[KMNP region civil society partners, MoFWM-KMNP Management Directorate]

26. **Opportunity D:** With the ongoing development and rising profile of the KMNP region, there is an opportunity to initiate a feasibility study for a KMNP-specific local eco-label for products produced in the region in an environmentally friendly manner. Such a licensing/certification scheme could be a valuable component of the overall strategy to generate increased economic benefits related to the existence of the national park. There are numerous examples of such schemes in Eastern Europe, including from previous UNDP-GEF projects. These include:

- a. "Barycz Valley Recommends" Regional Brand and Trademark (Barycz River Valley, Poland) - <http://www.dbpoleca.barycz.pl/>.
- b. "Beskydy Original Product" Regional Brand and Trademark (Moravia, Czech Republic) - <http://www.regionalni-znacky.cz/beskydy/>.
- c. "Living Tisza" Regional Brand and Trademark (Tisza River Valley, Hungary) - <http://www.elotisza.hu/>.
- d. Additional information and examples on regional branding in Europe can be found at <http://www.regional-products.eu/>.

[KMNP region civil society partners, MoFWM-KMNP Management Directorate]

KEY LESSONS

27. **Lesson:** Expectations for development and integration of protected area business plans need to be clearly justified and based in the national and site context. In the case of the Forest PAs project, stakeholders have indicated that the business planning approach required in the project document was not a particularly relevant tool for KMNP, especially at this stage of development of the national park. Analysis of need and availability of financial resources is important for any protected area, but a “business plan” approach may not be appropriate for some contexts, especially where the government is and is expected to remain the primary source of PA financing. The financial requirements for protected areas do need to be strategically considered by government however. Even in the case where government is the main source of financing, it is important for all protected areas to have a strategic financial plan to secure the financial support necessary. This is important in the context of Turkey because the key basis of the current national fiscal policy in Turkey is dependent on strategic planning and strategic budgeting. Thus the business plan approach can support this, if appropriately adapted. With respect to national budgeting for protected areas, it would be useful for policy-makers to ensure that both the MoFWA, as the implementing institution, and the Ministry of Finance and Ministry of Development, which provide the financial support, take into account the strategic financial plans of protected areas.

28. **Lesson:** The sustainability of project results and scaling up of project good practices can benefit from integration with the long-term plans and strategies of other stakeholders. The Forest PAs project was able to integrate the project objective in the strategies of the relevant regional development agencies, and therefore it is anticipated that the regional agencies will be an ongoing source of support for activities supporting the conservation of biodiversity and sustainable use of resources in KMNP and its buffer zone.

29. **Lesson:** Successful biodiversity conservation and sustainable development requires a Importance of participatory approach. This is a lesson that has been seen innumerable times in biodiversity conservation projects across the world (including throughout the GEF portfolio), and it is a lesson that was only re-enforced by the experience of the Forestry PAs project. Only through a participatory approach was the project able to produce a management plan for the region that has legitimacy and the buy-in of all relevant stakeholders.

30. **Lesson:** To strengthen local community support for a protected area it is important to not only have education and awareness activities, but also to have some practical pilot or demonstration activities on the ground that directly contribute to livelihood benefits. The Forest PAs project was focused on many “process oriented” activities, such as producing the KMNP management plan and supporting the GDF in developing sustainable forest management plans, but the project also included activities with tangible and immediate benefits for local stakeholders. Project stakeholders indicated that these types of activities were at least as important as education and awareness activities in generating community support for the protected area.

31. **Lesson:** A lesson related to the above is that oftentimes pilot or demonstration activities can be sufficient to catalyze broader adoption and scaling up. Even if it is not possible to generate benefits for the entire population, activities that produce benefits for at least some community members demonstrate the potential sustainable development benefits a protected

area can help catalyze. People need to see to believe. The Forestry PAs project supported two demonstrations of the potential value of electric fencing for agricultural plots to keep animals out to solve human-wildlife conflicts (especially for brown bears), and subsequently an additional 25 plots in 10 villages were funded through other sources.

32. **Lesson:** Given that stakeholder ownership and engagement is critical for success of biodiversity conservation projects, if a project has a long development and approval process it is important to take time after approval to re-engage all key stakeholders. The development process for the Forestry PAs project took many years, and thus once the project was approved a long “inception” period was necessary to re-activate and engage with stakeholders at all levels.

33. **Lesson:** Local communities and governments can see protected areas as tools to catalyze sustainable development. The exact circumstances for all protected areas may vary, but in cases where protected areas are surrounded by human habitation – such as KMNP – it is important to highlight the potential value of protected areas as drivers of sustainable development.

TURKEY FOREST PAS PROJECT TERMINAL EVALUATION RATING SUMMARY

Evaluation Ratings:			
1. Monitoring and Evaluation	rating	2. Implementation & Execution	rating
M&E Design at Entry	MS	Quality of UNDP Implementation	HS
M&E Plan Implementation	S	Quality of Execution - Executing Agency	HS
Overall Quality of M&E	S	Overall Quality of Implementation / Execution	HS
3. Assessment of Outcomes	rating	4. Sustainability	rating
Relevance	R / S	Financial Resources	ML
Effectiveness	HS	Socio-political	L
Efficiency	S	Institutional Framework and Governance	L
Overall Project Outcome Rating	S	Environmental	ML
4. Impact		Overall Likelihood of Sustainability	ML
Environmental Status Improvement	N		
Environmental Stress Reduction	M		
Progress Toward Stress/Status Change	S	Overall Project Results	S

Note: An explanation of the rating scale is included in the Terms of Reference for the evaluation, which are attached as Annex 1 of this evaluation report.

II. Evaluation Purpose, Objectives, Scope and Methodology

34. According to GEF and UNDP evaluation policies, terminal evaluations are required practice for GEF funded MSPs, and the terminal evaluation was a planned activity of the M&E plan of the Turkey Forest PAs project. The UNDP Turkey Country Office initiated the terminal evaluation following completion of the project's four-year implementation period. The purpose of the evaluation is to provide an assessment of the project after its completion, and to fulfill both the learning and accountability functions of the evaluation in documenting and reporting on the project to UNDP and the wider GEF network. The evaluation assesses the achievement of project results, draws lessons, and identifies recommendations that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP and GEF programming.

35. The objective of the evaluation is:

- To assess overall performance against the project objective and outcomes as set out in Project Document and other related documents;
- To assess project relevance to national priorities;
- To assess the effectiveness and efficiency of the project;
- To analyze critically the implementation and management arrangements of the project;
- To assess the progress to date towards achievement of the outcomes;
- To assess the sustainability of the results of the project's interventions;
- To identify and document lessons.

36. The terminal evaluation reviews the actual performance and progress toward results of the project against the planned project activities and outputs, in line with the evaluation TORs (see Annex 1). The evaluation assesses project results based on expected outcomes and objectives, as well as any unanticipated results. The evaluation identifies relevant lessons for other similar projects in the future in Turkey and elsewhere. The evaluation focuses on the project duration in the period from mid-2008 through June 2012 (the main period of project implementation), but given that the evaluation is being carried out 17 months after project completion, the evaluation also takes into consideration any developments and results in the project's post-completion period. In addition, the evaluation provides recommendations for future sustainability and results. The evaluation is conducted on the basis of the standard evaluation criteria: *Relevance, Effectiveness, Efficiency, Results, and Sustainability*. These criteria are further explained in the evaluation matrix attached as Annex 2 to this report.

37. In addition to assessing the main GEF evaluation criteria, the evaluation provides the required ratings on key elements of M&E, and implementation and execution. Further, the evaluation will, when possible and relevant, assess the project in the context of the key GEF operational principles such as country-drivenness, and stakeholder ownership, as summarized in Annex 3. An assessment of mainstreaming of UNDP program principles is also included, as required, in Annex 8. The evaluation matrix and interview guide that served as the foundation for the evaluation's data collection approach are included in Annex 2 and Annex 4 to this report.

38. The evaluation methodology was based on a participatory mixed-methods approach, which included three primary elements: a) a desk review of project documentation and other relevant documents; b) interviews with key project participants and stakeholders, including those in Küre Mountains region; and c) a field visit to Küre Mountains. The evaluation is based on evaluative evidence from the start of project implementation (June 2008) through October 2013, although project activities were formally completed in June 2012. The desk review was begun in October 2013, and the evaluation mission was carried out from November 18 – 22, 2013. The list of stakeholders interviewed is included as Annex 7 to this evaluation report.

39. All evaluations face limitations in terms of the time and resources available to adequately collect and analyze evaluative evidence. Also, as is understandable, some project documents were available only in Turkish language, although the UNDP Turkey Country Office worked to ensure that language was not a barrier to the collection of evaluative evidence. In addition, all key documents were available in English. Altogether the evaluation challenges were not significant, and the evaluation is believed to represent a fair and accurate assessment of the project.

40. The evaluation was conducted in accordance with UNDP and GEF M&E policies and procedures, and in-line with United Nations Evaluation Group norms and standards. This includes the GEF Evaluation Office Ethical Guidelines,² covering key principles such as independence, impartiality, transparency, disclosure, knowledge sharing, and protection of stakeholder rights and interests.

41. The intended users of this terminal evaluation are the Turkish Ministry of Forestry and Water Affairs, as the project executing organization (including the project team), other Turkish institutions, the UNDP Turkey Country Office, and the UNDP-GEF network. As relevant, the terminal evaluation report may be disseminated more widely with additional stakeholders to share lessons and recommendations.

III. Project Overview and Development Context

A. Development Context³

42. Environmental Context: About 27% of the land area of Turkey is officially recognized as forest land. Forests are among the most significant of Turkey's ecosystems in terms of biodiversity. A variety of forest ecosystems from lowland alluvial to high mountain forests can be found in the country, altogether covering 21 million ha. However, the total extent of protected forest areas is less than 4% of the national cover. The regional Mediterranean forest gap analysis organized by WWF's Mediterranean Programme Office, aiming at identifying and protecting ecologically representative forest areas not covered under existing national PA system⁴, listed 40 important "gaps" in forest area protection, a list which was later reduced to

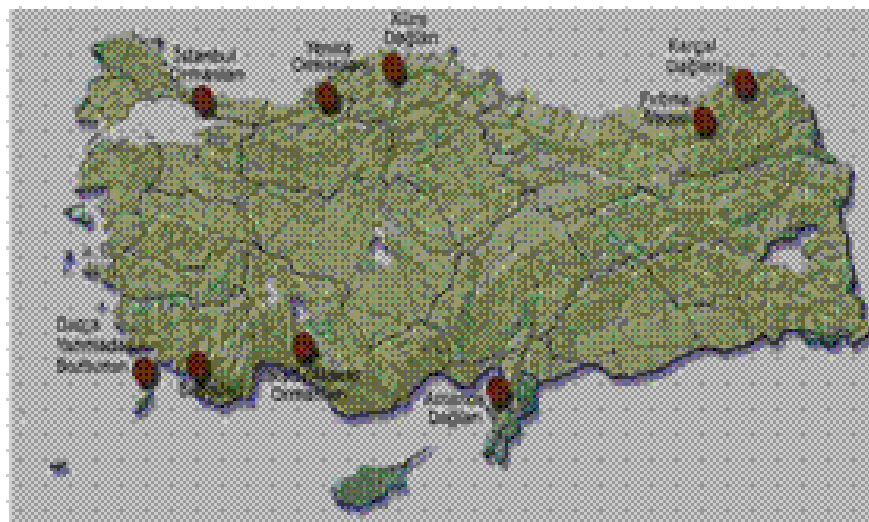
² GEF Evaluation Office Ethical Guidelines, Evaluation Document No. 2 (1 (GEF Evaluation Office, 2007) is available at [http://gefco.org/uploadedFiles/Policies_and_Guidelines_Ethical_Guideline-published\(1\).pdf](http://gefco.org/uploadedFiles/Policies_and_Guidelines_Ethical_Guideline-published(1).pdf).

³ Portions of this section are drawn from the project document's description of the development context. Updates to specific data have been made where necessary.

⁴ Regato, P. 1998. Mediterranean Forest Gap Analysis (unpublished study), WWF Mediterranean Programme, Rome.

nine “hot spots.” The “hotspots” are indicated in Figure 1, and the details of the individual sites are included in the project document. In total, the approximate area of the hotspots totaled 1.19 million ha. Küre Mountains, the demonstration location for the Forest PAs project, was one of the identified hotspots.

Figure 1 Forest "Hotspots" in Turkey (source: Project Document)



43. As a first step

towards addressing these gaps in the national system of protected areas, the Government of Turkey declared Küre Mountains as a National Park in 2000, covering 37,753 ha. Through this project, a buffer zone of 134,366 ha was recognized by all stakeholders. The Küre Mountains fall in one of the Global 200 Ecoregions

identified by WWF and the IUCN, namely the Caucasus and North Anatolia temperate forest. The western section of the Küre Mountains, which lies in the western Black Sea region, has been identified as one of the 122 Important Plant Areas (IPA) in Turkey, by a WWF-Turkey study jointly carried out with forty scientists (IPA No. 25). The global significance of the Küre Mountains' biodiversity has been highlighted by its inclusion in WWF's list of European forest hotspots for conservation. According to a WWF report, the site represents the best remaining example of the sub-eco-region identified as '*deciduous and coniferous forests of North Anatolia*' as well as being the best remaining example of the highly endangered karstic mountain areas of the "Black Sea Humid Forests" ecotype.⁵ Dolines, sinkholes and cave systems (Ilgarini, Kizilelma, Cumayani, etc) are typical features of the karstic system. The Küre Mountains host 40 out of 132 mammals in Turkey, including large mammal species, such as gray wolf, brown bear, Eurasian lynx, red deer, roe deer and wild boar.

44. **Institutional Context:** The Ministry of Forestry and Water Management (MoFWM) includes the General Directorate for Nature Conservation and National Parks (GDNCNP), which has responsibility for managing Turkey's 41 national parks, as well as some other categories of protected areas, such as wildlife management areas.⁶ Also under MoFWM is the General Directorate of Forestry (GDF). The KMNP buffer zone includes mainly forest area, which is managed through 17 individual forestry sub-districts. Other government entities also of course have jurisdiction in the buffer zone, including local government, police, etc.

⁵ WWF. 2001. *Mediterranean Forests: A New Conservation Strategy*.

⁶ The General Directorate for Nature Protection, under the Ministry of Environment and Urbanization, is responsible for other categories of protected areas, including Special Environmental Protection Areas (SEPAs), and nature monuments.

45. **Socio-economic Context:** The socio-economic situation in KMNP is similar to that observed in the other eight hot spots. While KMNP itself does not contain any villages or other human settlements, the buffer zone that has been defined around KMNP includes 123 villages. There is not a clear assessment of the number of people living in the defined buffer zone, but various project sources put this at approximately 30,000-50,000, and this fluctuates seasonally. The eight administrative districts touched by the buffer zone had a population of 231,000 in 2000, but this includes the major population centers that are outside of the buffer zone. In addition, out-migration is an issue in the region, and the population in the buffer zone may have decreased since 2000. Economic activities in the buffer zone include forestry, agriculture, livestock, beekeeping, and tourism-related activities. The project document does not provide detailed quantitative data on the socio-economic conditions in the region.

B. Concept Development and Project Description

i. Concept Background

46. The mid-term evaluation contains a more detailed description of the project background, which is briefly summarized in the bullet points below:

- Mid-1990s: Turkish Society for the Protection of Nature and WWF Mediterranean Program Office conduct a biodiversity conservation gap analysis, which identifies the nine forest “hotspots”, including Küre Mountains
- 1999: Government of Turkey “Gift to the Earth”, proposing to establish KMNP
- 1999-2000: UNDP and Food and Agriculture Organization (FAO) supported project with the Turkish Ministry of Environment and Forestry to carry out the initial national park surveys, plans, zoning plan, basic management guidelines – “*Management of National Parks and Protected Areas, Protection of Biodiversity and Rural Development*”
- 2000: KMNP established
- March 2001: Project concept produced by UNDP and WWF for GEF-funded MSP for KMNP management capacity and effectiveness, to complement World Bank-implemented GEF Full-sized Project (FSP) “*Turkey: Biodiversity and Natural Resources Management Programme (BNRMP)*” (GEF ID #458)

47. For additional information and background on the project development timing see Section III.B.iv below on milestones, and for additional information on the project design, see Section IV.A on key aspects of the project design.

ii. Threats and Barriers Targeted

48. The project document identifies the key threats and main barriers the project sought to address. There are two levels of threats and barriers – those at the site level, in and around KMNP, and those at the national level relating to the conservation of Turkey’s forest ecosystems generally, and particularly the management of forest protected areas. At the national level, Turkey’s forests are threatened by various forms of unsustainable use that lead to a degradation of forest biomes, and a reduction of forest area. Unsustainable forest use is partially driven by poverty and lack of clear land tenure. Among the barriers to conservation of forest biodiversity, one of the main motivations for the Forest PAs project was that forest

ecosystems were not adequately represented in Turkey's protected area system. Further, to achieve adequate levels of biodiversity conservation Turkey requires significantly increased capacity for protected area management at the individual, institutional and systemic levels. The project document also identifies information and knowledge gaps as important barriers.

49. At the site level, specific threats to KMNP identified in the project document include road construction, hunting, wild plant collection, the potential for uncontrolled tourism and recreation, and logging. The project document also identifies threats from the buffer zone and beyond, including erosion due to loss of tree cover, and overharvesting of non-timber forest products. Emerging since the time of project development is also the threat of hydropower development, as discussed further in Section VI.B.iv of this report, on environmental risks to sustainability.

iii. Project Description

50. The Turkey Forest PAs project is classified as a GEF MSP, with total GEF support of \$0.972 million (not including \$0.025 in project development funding), and originally proposed co-financing is \$1.430 million USD, for a total project budget of \$2.404 million USD. UNDP is the GEF Agency, and the project is executed under UNDP's NEX-NIM modality, with the GDNCNP of the MoFWM (formerly the Ministry of Environment and Forestry) as the national executing partner. WWF-Turkey, and the GDF (also of the MoFWM) were also key implementation partners. The originally planned 36-month implementation period was extended by one year, for a total implementation of 48 months, from June 2008 through June 2012.

51. According to the project document, the project objective is *"To enhance coverage and management effectiveness of the Forest Protected Areas through demonstrating cost- effective approaches for effective conservation and sustainable resource management at Küre Mountains National Park and taking initial steps towards the replication of this model at the remaining eight forest hot spots."* The project strategic results framework states that the project "goal" is *"Long-term conservation of the most representative range of globally significant biodiversity in Turkey by strengthening the national system of protected areas."* The project objective was planned to be achieved through three main outcomes, made up of ten outputs:

52. **Outcome 1: Cost-effective conservation management approaches for forest protected areas are designed, piloted and adopted**

- Output 1.1: Enhanced conservation management is implemented at KMNP
- Output 1.2: An established and operational system for biodiversity survey and monitoring is in place
- Output 1.3: A comprehensive protected area management plan developed and implemented for KMNP
- Output 1.4: Business plan development for the KMNP

53. **Outcome 2: Sustainable natural resource management approaches demonstrated in buffer areas**

- Output 2.1: Sustainable forest management implemented in the buffer zone of KMNP

- Output 2.2 Enhanced capacity of local communities to advocate for minimizing adverse impacts of development projects in the buffer zone

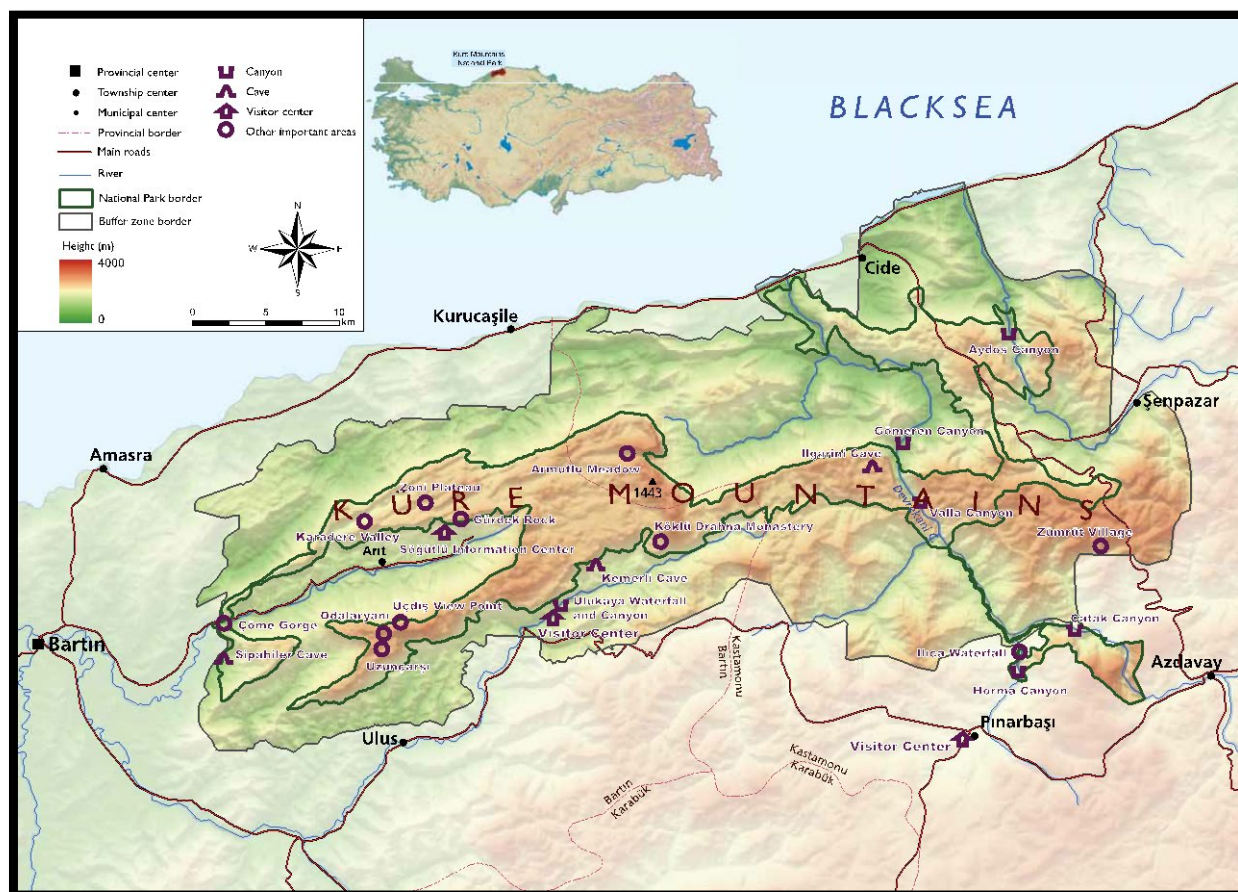
54. Outcome 3: Lessons learned from demonstration work in the first established forest PAs are disseminated to the other forest hot spots in Turkey, contributing to the maturation of the PA system of Turkey

- Output 3.1: Enhance inter-sectoral coordination in the terrestrial planning
- Output 3.2: Monitoring and Evaluation
- Output 3.3: The experience gained in threat removal is shared with the other eight forest sites
- Output 3.4: Improved capacity of stakeholders in the eight forest sites to apply new conservation management planning tools and methodologies

55. The expected project results are summarized in the project logframe, which is included in Section V.B of this evaluation report, with an assessment of actual results.

56. The project focused on demonstration activities at Küre Mountains National Park (see Figure 1 below), near Turkey's central Black Sea coast, straddling the provinces of Bartın and Kastamonu. The national park was established in 2000, and covers 37,753 ha. The project included the buffer zone region, which covers 134,366 ha.

Figure 2 Küre Mountains National Park Boundaries and Buffer Zone (source: project documentation)



iv. Project Timing and Milestones

57. The project's key milestone dates are shown in Table 1 below. Taken from the first official decision on the project concept – the approval of the PDF-A – the project had an extraordinarily long lifetime, totaling 139 months, or about 11.5 years. Of this, about half was the project development and approval time, and about half was the implementation time. However, looking at the milestone dates we see a significant gap and of more than five years from 2002 to 2007, between the PDF-A and PIF. The reasons for this gap are not fully clear, but there were likely many factors. For example, around 2002 there was a shortfall of GEF resources as GEF-2 came to a close before GEF-3 started, and many projects were postponed. Significant changes to GEF approval procedures and policies in the 2006 transition from GEF-3 to GEF-4 also created delays for many projects. There clearly may have been domestic reasons in Turkey for the delay as well.

58. Looking at the project's development "re-start" with the approval of the Project Information Form (PIF), the development time was only 9.5 months, which is well within the business standards of current GEF policies for MSPs. The start-up time was reasonably quick, with approximately three months from GEF CEO Approval to Country Prodoc signature, and then another two months to the first disbursement and the project inception workshop. However, as previously mentioned, the project did have a 12-month no-cost extension (from planned completion at June 30, 2011 to actual completion at June 30, 2012). According to project documents and staff, the extension was partially to compensate for what amounted to an approximately ten month "inception phase" whereby it was necessary to re-engage the government, as ownership and awareness had been lost over the previous five years. During this inception phase few project activities were carried out; through 2008 only 7.4% of the total GEF resources were disbursed, far below the originally planned 21.7%. The project extension was also necessary to allow further progress toward the ambitious planned project results. For more information on project finances and efficiency, see Section IV.B on project implementation and management.

Table 1 Project Key Milestone Dates

Milestone	Expected date [A]	Actual date [B]	Months (total)
1. PDF-A Approval	Not Applicable	May 19, 2002	
2. PIF Approval	Not Applicable	October 11, 2007	65 (65)
3. CEO Endorsement Request	October 2008	December 13, 2007	2 (67)
4. CEO Endorsement Re-submission	Not Specified	January 30, 2008	1.5 (68.5)
4. CEO Approval	March 2008	March 6, 2008	1 (69.5)
5. Country Prodoc Signature	April 2008	May 29, 2008	3 (72.5)
6. First Disbursement	June 2008	July 23, 2008	2 (74.5)
7. Project manager hired	Not Specified	August 1, 2008	0 (74.5)
8. Inception Workshop	Mid-2008	August 11-12, 2008	.5 (75)
9. Mid-term Evaluation	September 2009	November 2010	27 (102)
10. Project Operational Completion	March 31, 2011	June 30, 2012	19 (121)
11. Terminal Evaluation	May 2011	November 2013	17 (138)
12. Project Financial Closing	March 31, 2012	December 31, 2013	1 (139)

59. The project terminal evaluation took place approximately 17 months after project completion. Normally UNDP policies require a terminal evaluation to be carried out within the last three months of a project's life, and GEF M&E standards require the terminal evaluation report to be submitted within a year of project completion. According to the UNDP Turkey Country Office, the delay in carrying out the terminal evaluation was due to limited staff capacity and turnover in the M&E staff position, which is the person who would have been responsible for organizing the evaluation. The terminal evaluation was carried out within the first two months of the M&E position being filled by a new person. For more information on project M&E, see Section VI.D.

C. Turkey Forest PAs Project Relevance

60. Based on the assessment of project relevance to local and national priorities and policies, priorities related to relevant international conventions, and to the GEF's strategic priorities and objectives, overall project **relevance** rating is considered to be **relevant / satisfactory**.

i. Relevance at Local and National Levels

61. The Turkey Forest PAs supports Turkey's national biodiversity conservation policies, plans, and strategies. The project supports Turkey's 2007 NBSAP, which includes specific strategies for forest and mountain biodiversity. Objective 6.1 of the NBSAP is to *"develop and put into practice the monitoring programmes for better evaluation of the status and tendency of forest biological diversity"*, and the monitoring program planned as part of the KMNP management plan supports this objective, although the KMNP monitoring plan is not yet operational; however, the GDF does carry out monitoring of forests within the buffer zone. Objective 6.2 under the NBSAP relates to the establishment of effective forest conservation and sustainable use mechanisms, and the sub-points 6.2.1. and 6.2.2. relate to strengthening of administrative and logistic infrastructure for new forest ecosystem protected areas, the finalization of management plans for existing protected areas, and training of GDF staff in areas related to ecosystem-based management, sustainable use, management of protected areas, and environment education. All of these elements were carried out by the Forest PAs project, in the KMNP region. The NBSAP outlines similar actions related to mountain biodiversity, including sub-objective 7.2.4, *"The establishment of regulatory and institutional mechanism to protect mountain biological diversity and its different ecosystems pursuing a holistic approach,"* which was clearly supported by the Forest PAs project. The project document also outlines the specific national legislation and policies supported by the project, including the National Parks Law (no. 2873), Terrestrial Hunting Law (no. 4915), Law on Forests (no. 6831), Law on Environment (no. 2872), Law on the Protection of Natural and Cultural Entities (no. 2863), and Law for Supporting Development of Forest Villagers.

62. The Forest PAs project is also directly linked with UNDP's agreed program support in partnership with the Turkish government, including the United Nations Development Assistance Framework (UNDAF), Country Program Document (CPD), and Country Program Action Plan (CPAP). Under the UNDAF for the 2006-2010 period (when the project was designed and approved), the project supported UNDAF Outcome 1: *"Strengthened individual and institutional capacity for both democratic and environmental governance at local and central*

levels.” Under the 2006-2010 CPAP, the project supported action IV.1.4: *“Supporting efforts to protect natural ecosystems and landscapes, in particular, programmes targeted at forests, specially protected areas and other regions with rich bio- and agro-diversity.”* The project has also overlapped with the 2011-2015 programming period, for which the priority areas include Outcome 3: *“Strengthening policy formulation and implementation capacity for the protection of the environment, and cultural heritage in line with sustainable development principles and taking into consideration climate change and disaster management,”* for which indicators include land area under protection (ha).

63. It is also clear that the project is directly relevant to the needs and priorities of the local communities in the vicinity of KMNP. As discussed at various points in this report, the establishment of KMNP, and development of the KMNP management plan was a highly participatory process that took into account the needs and priorities of the local communities within the KMNP buffer zone. The project worked with local NGOs to provide direct support to the communities around the area, with five micro-grant projects that helped demonstrate sustainable livelihood activities – for example, the electric agricultural plot fencing to protect crops from wildlife near the village of Alpi on KMNP’s southwest flank. During the terminal evaluation mission the communities and local NGOs involved expressed their direct satisfaction and thankfulness for the project’s support.

ii. Relevance to Multilateral Environmental Agreements

64. The CBD, established in 1992, provides the framework and overall objective for biodiversity conservation projects supported by the GEF. The GEF is a designated financial mechanism for the CBD. As such, projects funded by the GEF must be relevant to and support the implementation of this convention.

65. Turkey ratified the CBD February 14, 1997 and is therefore fully eligible for technical assistance from UNDP and GEF. Through the expected outcomes and overall goal of strengthening Turkey’s forest protected areas, the Forest PAs project supports implementation of the CBD. The project contributes to cross-cutting programs of the CBD such as the Program of Work on Protected Areas,⁷ and the thematic programs on forest and mountain biodiversity.

66. At the 10th Conference of Parties to the CBD, in 2010, in decision X/2, member nations of the convention adopted the Strategic Plan for Biodiversity 2011-2020, which included the Aichi Biodiversity Targets.⁸ The Turkey Forest PAs project is broadly supportive of most, if not all of the targets, but is specifically relevant to the following targets:

- *Target 1: By 2020, at the latest, people are aware of the values of biodiversity and the steps they can take to conserve and use it sustainably.*
- *Target 2: By 2020, at the latest, biodiversity values have been integrated into national and local development and poverty reduction strategies and planning processes and are being incorporated into national accounting, as appropriate, and reporting systems.*

⁷ See <http://www.cbd.int/protected/overview/> for additional information on the CBD Program of Work on Protected Areas.

⁸ See <http://www.cbd.int/decision/cop/?id=12268> for the full text of the decision, including the Aichi Targets.

- *Target 4: By 2020, at the latest, Governments, business and stakeholders at all levels have taken steps to achieve or have implemented plans for sustainable production and consumption and have kept the impacts of use of natural resources well within safe ecological limits.*
- *Target 5: By 2020, the rate of loss of all natural habitats, including forests, is at least halved and where feasible brought close to zero, and degradation and fragmentation is significantly reduced.*
- *Target 7: By 2020 areas under agriculture, aquaculture and forestry are managed sustainably, ensuring conservation of biodiversity.*
- *Target 11: By 2020, at least 17 per cent of terrestrial and inland water, and 10 per cent of coastal and marine areas, especially areas of particular importance for biodiversity and ecosystem services, are conserved through effectively and equitably managed, ecologically representative and well connected systems of protected areas and other effective area-based conservation measures, and integrated into the wider landscapes and seascapes.*
- *Target 12: By 2020 the extinction of known threatened species has been prevented and their conservation status, particularly of those most in decline, has been improved and sustained.*
- *Target 14: By 2020, ecosystems that provide essential services, including services related to water, and contribute to health, livelihoods and well-being, are restored and safeguarded, taking into account the needs of women, indigenous and local communities, and the poor and vulnerable.*
- *Target 19: By 2020, knowledge, the science base and technologies relating to biodiversity, its values, functioning, status and trends, and the consequences of its loss, are improved, widely shared and transferred, and applied.*

67. Turkey is also a party to a number of additional multilateral environmental agreements to which the project is relevant, and which are supported by various aspects of the project. These include the Berne Convention on the Conservation of European Wildlife and Natural Habitats (ratified May 1984), the Convention on International Trade of Endangered Species (accessed September 1996), and the Convention for the Protection of the World Cultural and Natural Heritage (ratified March 1983). Turkey is not a party to the Convention on the Conservation of Migratory Species, but the Forest PAs project could still be considered supportive of this agreement.

iii. Relevance to GEF Strategies, Priorities and Principles

68. The GEF has limited financial resources so it has identified a set of strategic priorities and objectives designed to support the GEF's catalytic role and leverage resources for maximum impact. Thus, GEF supported projects should be, amongst all, relevant to the GEF's strategic priorities and objectives. While strategic priorities are reviewed and proposed for each four-year cycle of the GEF, the overall focus of the GEF's support in the biodiversity focal has remained relatively consistent over the years, with protected areas being a primary area of support. The Turkey Forest PAs project was approved and partially implemented under the strategic priorities for GEF-4 (July 2006 – June 2010),⁹ and was also partially implemented under the strategic priorities for GEF-5 (July 2010 – June 2014).¹⁰ The project is aligned under

⁹ For the focal area strategic approach for GEF-4, see GEF Council document GEF/C.31/1, "Focal Area Strategic and Strategic Programming for GEF-4," July 16, 2007.

¹⁰ For the focal area strategic priorities for GEF-5, see GEF Council document GEF/R.5/31, "GEF-5 Programming Document," May 3, 2010.

the first GEF-4 Strategic Objective for biodiversity: “Catalyzing the Sustainability of Protected Areas”, and under this objective, it is focused on the third Strategic Program: “Strengthening Terrestrial Protected Area Networks.” The project’s goal is to strengthen Turkey’s conservation of forest ecosystems through improved management of forest protected areas, and all activities in the project workplan contribute to this goal. Under the GEF-5 biodiversity strategic objectives, the project supports Objective 1: “Improve the Sustainability of Protected Area Systems,” and contributes to Outcome 1.1: “Improved management effectiveness of existing and new protected areas.” The project includes multiple activities to improve management effectiveness of protected areas – for example, establishing a specific KMNP management directorate, implementing the METT, and supporting the replication of the METT to all of Turkey’s national parks.

IV. Project Design and Implementation

A. Key Elements of Project Design and Planning

69. Overall the Forest PAs project appears to be a reasonable well-designed project. The project document includes the key components, such as stakeholder analysis and participation plan, and a detailed M&E plan. The project document includes a risk assessment with mitigation measures, although this only includes three risks, which are all rated low. It may be that the project was not a high risk project, but even with the moderate scope there would see likely to be more than only three risks – in fact, at the inception phase seven new risks were identified, with six of them having a moderate rating. Weak risks analysis at project design is a shortcoming seen in many GEF projects. On the positive side, the Forest PAs project document includes a threat/root causes/barrier matrix analysis that shows specifically out elements of the project will contribute to addressing these baseline conditions; this type of specific analysis is not consistently found in many project documents, and many projects would benefit from having such a specific analysis showing how the components of the project respond to the conditions necessary for biodiversity conservation.

70. A few important factors appear to have influenced the Forest PAs project design, as the design is proposed in the project document. The project development period spanned the transition from GEF-3 to GEF-4, during which period the GEF’s strategic approach for the biodiversity focal area became more refined to focus on systemic approaches. It may be that the original KMNP single-site project design was forced to expand conceptually to include replication to the eight other forest “hotspots” identified in Turkey, to ensure GEF approval. This may have contributed to the general over-ambitiousness of the project, which is the main shortcoming of the design: the project originally proposed within three years to develop the buffer zone and management plan approach for KMNP, and replicate this approach to the eight other forest hot – all on the budget of an MSP. This was clearly beyond the possibility for the project to achieve, and the project scope was scaled back following the mid-term evaluation to focus on replication in two other sites, and to extend the project for one year.

71. The mid-term evaluation also faulted the project design on two other points. The first was that the project design did not sufficiently address the issue of natural resource management governance for the entire KMNP region – this is not an issue that the terminal evaluation considers critical; while the project did not seek to address the full governance

model for the region, the approach taken with the KMNP management plan, and the institutional and governance mechanisms in place under Turkey's local, regional and national administrative structure appear sufficient. The second issue raised by the mid-term evaluation was that the project needed more attention to sustainable livelihoods in the buffer zone, and this is an issue that does appear to have been important to improve in the second half of the project.

B. Project Management and Cost-Effectiveness (Efficiency)

72. Overall the **efficiency** of the project is rated **satisfactory**. On the whole, the scale and scope of results delivered are highly significant for the GEF resources invested. The Turkey Forest PAs project was implemented in a cost-effective manner, with a professional approach to project management, including workplanning, budgeting, and activity execution. The project team and oversight partners undertook appropriate adaptive management measures as assumptions and contextual conditions changed during the life of the project. Implementation was initially slower than planned, and the project had a 12-month no-cost extension. Overall management costs were somewhat high at 19% of GEF funding, though this includes project staff time on technical inputs as well as administrative aspects. At the same time, co-financing was higher than anticipated (at a ratio of 1 : 3.5), and the project has generated additional leveraged financing. While the lower than planned average annual financial delivery and higher than planned management costs reflect negatively on efficiency, in the view of this evaluation the aggressively timed original project workplanning must be considered as a counter-balancing factor.

i. Turkey Forest PAs Project Implementation Arrangements and Management

73. Project management and implementation was conducted in accordance with UNDP and Moldovan national procedures, policies, and legal requirements. The project was implemented under "NEX-NIM" arrangements, with the GDNCNP of the MOFWM as the government implementing partner. The main body responsible for project execution was the Project Management Unit (PMU), consisting of the project director, deputy project director, and project assistant. The project director was a staff member of the GDNCNP, and the salary for the position was paid by the government. The deputy project director salary was an external person hired by UNDP who's salary was paid by the project, as was the project assistant. The PMU was based in the GDNCNP central offices in Ankara, and the government covered all basic office administrative costs, while the project budget provided equipment such as computers. To carry out various project activities, the project held tenders and contracted various organizations and experts.

74. One important benefit for the project was that the main project staff and key individuals remained consistent throughout the project implementation period, a remarkably low level of turnover. Having low turnover and the consistent presence and knowledge of key individuals benefits a project in myriad ways, including reducing delays, strengthening partnerships, and improving overall efficiency.

75. Another notable and positive aspect of the project implementation arrangements is the role played by WWF-Turkey, which has a long history of involvement in the Küre Mountains

region. WWF's Mediterranean Program Office produced the original forest gap analysis that identified the nine forest "hotspots", and WWF-Turkey was heavily and directly involved in development of the Forest PAs project concept and proposal. During the project design and inception phase WWF-Turkey, UNDP, and the GDNCNP came to an agreement on the allocation of responsibilities in the project workplan, and WWF-Turkey took the lead on multiple project activities. A Memorandum of Understanding was signed between UNDP, WWF-Turkey, and the MoFWM. This partnership by a civil society organization for project implementation with the MoFWM is potentially unprecedented, and multiple project stakeholders cited this innovative and positive experience as one of the important aspects of the project.

76. Other key project partners were the GDF, with which the GDNCNP signed a memorandum of understanding on institutional coordination. The General Directorate of Forest Village Relations, and General Directorate of Afforestation and Erosion Control were also important project partners.

77. Project oversight was managed through the Project Steering Committee (PSC), with membership from many relevant stakeholders. The project inception report indicates a PSC with 19 members, with representation from multiple branches of the MoFWM, multiple other national government institutions, provincial government, academia, UNDP, and WWF-Turkey. The PSC was responsible for a number of project oversight and support functions, including items such as approval of the annual workplan and budget. The project M&E plan called for annual PSC meetings, though the project inception report laid out a semi-annual meeting schedule, with the first official meeting after the inception workshop to be held in June 2009, which would result in five meetings. In fact only three meetings were held, with the first January 7, 2010; the second was July 1-2, 2010, and the third February 14-15, 2011. This evaluation did not investigate the reasons for the drop-off in PSC meetings, but the February 2011 meeting was when the project was extended for a fourth year, from the originally scheduled completion of June 2011.

78. Considering that the main project activities were to take place in the KMNP region, and the PMU was located in Ankara (which is approximately a four to five hour drive away), the project activities were to be supported in the region by "Local Implementation Units" in both the Bartın (west) and Kastamonu (east) areas of KMNP. The Local Implementation Units were described in the inception report as a kind of sub-committee consisting of relevant local and regional institutions and stakeholders (i.e. forestry operating managers, representatives of NGOs that work in the region). Although these were ostensibly multi-member committees, the regional branch managers of the respective regions were responsible for actualizing project activities, and it was not envisioned that there would be any project expenditure to support these positions – essentially, local implementation of the project was to be an added responsibility for GDNCNP staff members in the regions, without any additional pay or other resources. By the mid-term evaluation of the project it was clear that this was not a sufficient arrangement, and the project adjusted the budget to provide part-time pay to the local project coordinators to support project activities in the second half of the project. This proved to be a more feasible and effective arrangement.

79. The implementation arrangement laid out in the inception report also called for various national and regional working groups, including a national technical working group, and a forest

hotspots working group, though it is not clear that these groups were regularly active. For various aspects of the project there were active ad-hoc working groups, for example, the KMNP PAN Parks committee.

ii. Financial Planning by Component and Delivery

80. Project financial management was conducted through the UNDP ATLAS system, in accordance with UNDP procedures and requirements, and in-line with requirements of the government. The PSC approved the annual workplans and budgets. Annual budgets were developed based on progress of the project implementation plan during the previous year, and the planned project activities for the coming year. The project did not undertake mid-year budget revisions, but the annual project budget was officially revised at the end of each year to reflect actual expenditures. Following the mid-term evaluation the project was extended 12 months, from the original planned project completion date of June 30, 2011 to June 30, 2012.

81. Table 2 below provides an overview of proposed and actual expenditures by component, including project management. Figure 2 below shows the planned vs. actual expenditure for each of the project components, based on the same data used for Table 2. As shown, disbursement for Outcome 1 was slightly lower than planned, at 70.0% of the original budget; disbursement for Outcome 2 was significantly higher, at 152.9% of planned spending; and disbursement for Outcome 3 was significantly lower, at 26.7% of planned expenditure.

Table 2 Project Planned Budget and Actual Expenditure Through June 30, 2012 (USD)

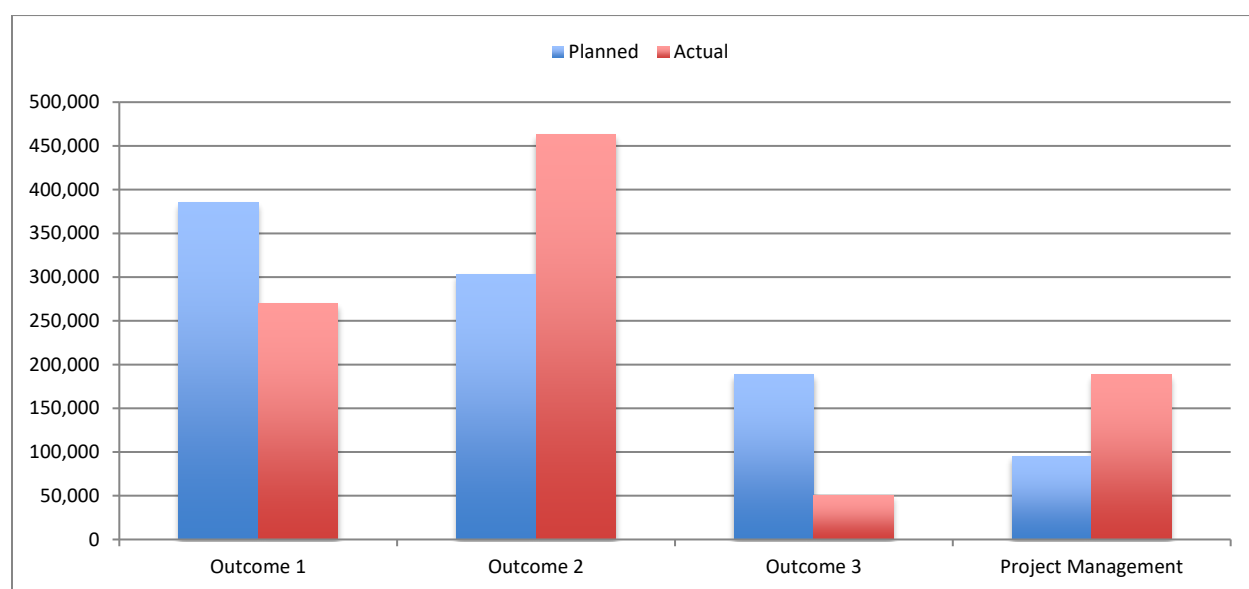
	GEF amount planned	% of GEF amount planned	GEF amount actual	% of GEF amount actual	% of originally planned
Outcome 1: Cost-effective conservation management approaches for forest protected areas are designed, piloted and adopted	\$0.385	39.6%	\$0.270	27.8%	70.0%
Outcome 2: Sustainable natural resource management approaches demonstrated in buffer areas	\$0.303	31.2%	\$0.463	47.7%	152.9%
Outcome 3: Lessons learned from demonstration work in the first established forest PAs are disseminated to the other forest hot spots in Turkey, contributing to the maturation of the PA system of Turkey	\$0.189	19.4%	\$0.051	5.2%	26.7%
Monitoring and Evaluation*	\$0.108	11.1%	N/S	N/S	N.S
Project Coordination and Management	\$0.095	9.8%	\$0.188	19.4%	198.2%
Total†	\$0.972		\$0.972	100.0%	100.0%

Sources: Project Document for planned amount; data provided by UNDP for actual GEF amounts.

*The project document includes a detailed M&E budget, and Output 3.2 of the project was planned for M&E activities. However, the total M&E budget includes activities that would be funded from the project management budget line (such as annual reporting) or other sources (such as UNDP oversight). As such, the funds for M&E activities were drawn from across project budget lines, and were not limited to Output 3.2.

† The breakdown of co-financing was not specifically tracked by component because it was primarily disbursed by the project partners rather than channeled through the project.

Figure 3 Turkey Forest PAs Project Planned vs. Actual Total Expenditure by Component



82. The reduction in spending on Outcome 3 was likely due to the project's appropriate scaling back of the replication plans at the mid-term, from replication in eight forest "hotspots" to two "hotspots," as Outcome 3 mainly comprised the replication aspect of the project.

83. The project management budget expenditure was significantly higher than planned, at approximately 19.4% of GEF resources, almost double the originally planned amount. The exact reasons for this over-expenditure are not clear, but the extended "inception phase" may have played a role, as it was necessary to operate the PMU in 2008 but the project was not yet fully active; project management costs equaled 40.0% of the project disbursement in 2008. Project management expenditure in 2012 was less than \$6,000 USD, or 3.1% of the total management costs – so it appears that while management costs were minimized during the project extension, the slow pace of activities at the project start may have contributed to the overall higher than expected management costs.

84. While management costs were higher than planned according to the UNDP ATLAS budget lines, the GEF has not clearly defined what expenditures should or should not be included as management costs. For example, in the Turkey Forest PAs project the salary of the Deputy Project Manager was paid from GEF funding, though this person spent a significant portion – if not a majority – of their time working on technical aspects of the project, such as development of the management plan, stakeholder consultation, and development of publications. Thus it is clear that not all of the "project management" budget line should actually be considered management costs.

85. Figure 3 and Figure 4 below show planned and actual disbursement by component by year, and Figure 5 below shows planned vs. actual total disbursement by year.

Figure 4 Planned Disbursement by Component

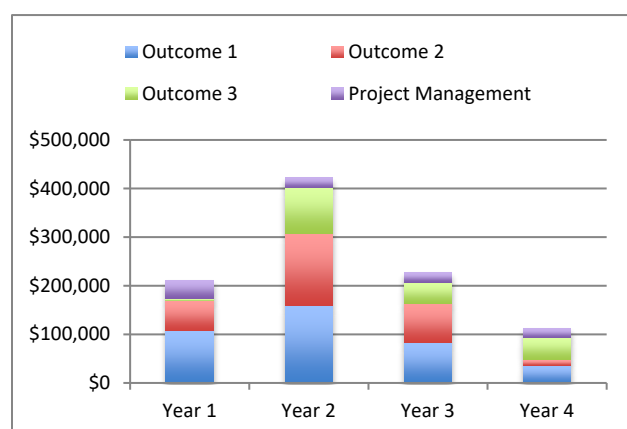


Figure 5 Actual Disbursement by Component

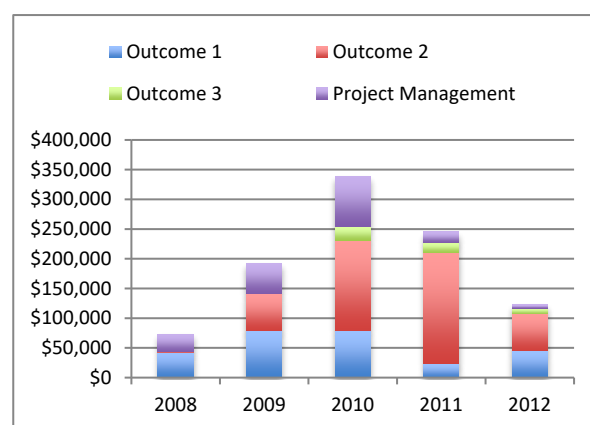
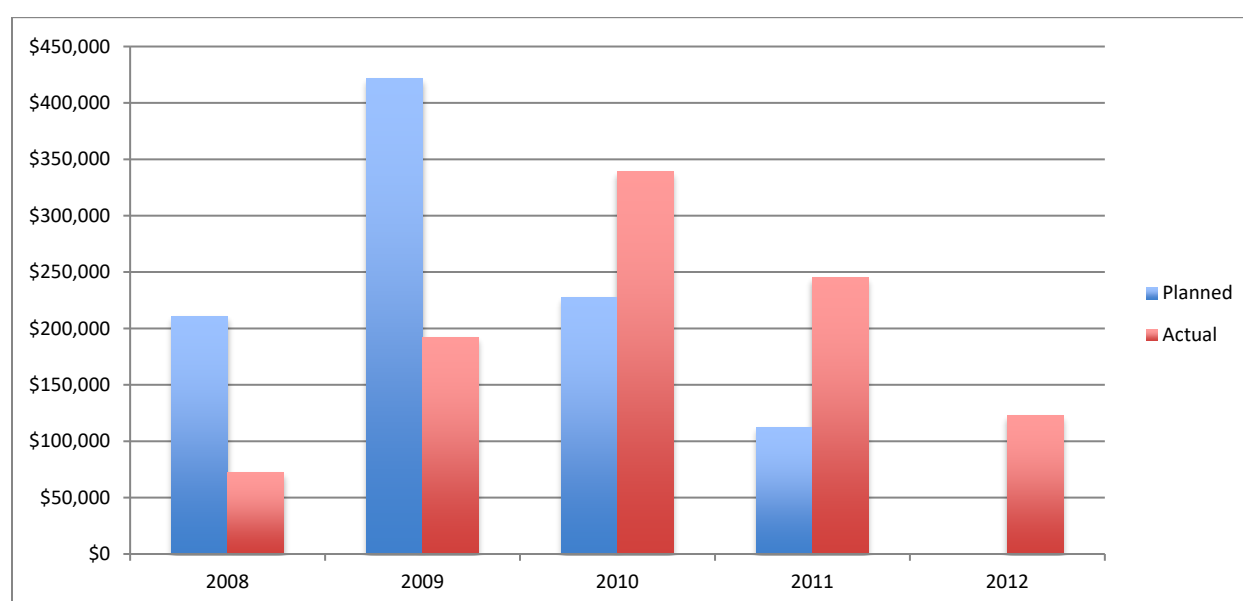


Figure 6 Turkey Forest PAs Project Planned vs. Actual Disbursement by Year



86. As highlighted in Section III.B.iv above on project milestones, the project's first disbursement was in June 2008, though the first ten months of the project were considered the "inception phase." Only 7.4% of the budget was disbursed through 2008 out of the planned 21.7%, which is equivalent to 34.3% delivery of the planned first year disbursement. The PIF anticipated a January 2008 project start, while the CEO Endorsement Request lists a May 2008 implementation start date in its milestones. If the budget had originally been planned to start in January, even with the mid-year start a delivery rate of approximately 50% would have been anticipated. Financial delivery in 2009 was again low at 45.5% of the originally planned disbursement for the second year of the project. However, the project made up for lost time starting in 2010, with delivery at 149.1% of the planned amount, and in 2011 the delivery was more than double the originally planned disbursement, at 219.2% of the originally planned amount. According to the 2011 Project Implementation Review (PIR), by June 30, 2011 – the

originally planned end of the project - project disbursement was approximately \$700,000 USD, or 71.9% of the planned GEF amount; however, the decision to extend the project would have taken place following the mid-term evaluation in the 4th quarter of 2010, so clearly the project would not have been aiming for full disbursement in the last six months of originally planned activities. Thus in the extension period the project disbursed the remaining \$273,127 USD (28.1%) of GEF funding.

iii. Project Planned and Actual Co-financing

87. The Turkey Forest PAs project's planned and actual co-financing is shown in Table 3 below. Planned co-financing was \$1.432 million USD (ratio 1 : 1.5), and actual co-financing has been assessed as \$3.421 million USD (ratio of 1 : 3.5) as of June 30, 2012. The actual co-financing received was almost two and a half times more than originally expected. The most significant additional source of co-financing was cash from the government, but there were multiple new sources as well. The most significant of these was the in-kind co-financing from IZ TV to produce and broadcast a nine-part documentary on Turkey's forest "hotspots" including a specific episode on KMNP. The IZ TV co-financing equated to approximately \$25,000 USD to produce and broadcast the episode specifically on Küre Mountains, and an additional approximately \$290,000 USD to produce and broadcast the other episodes.

Table 3 Project Planned and Actual Co-financing Through June 30, 2012 (USD)

Co-financing (Type/Source)	UN Agency		Government*		NGOs		Other Sources		Total Co-financing		Percent of Expected co- financing
	Proposed	Actual	Proposed	Actual	Proposed	Actual	Proposed	Actual	Proposed	Actual	Actual share of proposed
Grant	\$0.00	\$0.07	\$0.16	\$1.71	\$0.00	\$0.04			\$0.16	\$1.81	
Credits											
Loans											
Equity											
In-kind			\$1.24	\$1.24	\$0.04	\$0.06	\$0.00	\$0.31	\$1.28	\$1.61	
Non-grant instruments											
Other types											
Total	\$0.00	\$0.07	\$1.40	\$2.95	\$0.04	\$0.04			\$1.43	\$3.42	

Sources: Proposed co-financing as indicated in CEO Endorsement Request. Actual co-financing as reported in 2012 PIR.

*Government sources made up of multiple government institutions and agencies, including GDF, GDNCNP, General Directorate Forest Village Relations, General Directorate Afforestation and Erosion Control, and General Directorate of Environmental Impact Assessment and Planning.

88. While GEF funding is not technically counted as co-financing, the project did help leverage funding from the GEF Small Grants Programme in Turkey for multiple additional projects in the KMNP buffer zone.

89. In addition to the unplanned co-financing, the project did help leverage additional sources of funding, such as multiple other donor funded projects related to sustainable development in the KMNP region. The exact details on funding amounts for these projects were not immediately available for this evaluation, but one example was a project on identification

and harvesting of forest mushrooms by a local NGO, and a current project on access to nature-related facilities for disabled persons.

iv. Flexibility and Adaptive Management

90. Flexibility is one of the GEF's ten operational principles, and all projects must be implemented in a flexible manner to maximize efficiency and effectiveness, and to ensure results-based, rather than output-based approach. Thus, during project implementation adaptive management must be employed to adjust to changing circumstances.

91. All evaluative evidence indicates that the Turkey Forest PAs project has been implemented under a flexible results-based approach, and the PMU, PSC, and UNDP have taken appropriate decisions and responded to changes in circumstances and context in an effective and timely manner.

92. There were no changes at the project objective level; the change following the mid-term evaluation to reduce the scope of the replication approach from the eight other "hotspots" to two "hotspots" can be considered a change at the outcome level for Outcome 3, which focused on the replication aspects. This outcome was formally revised to *"Lessons learned from demonstration work at KMNP are disseminated to 2 other forest hot spots in Turkey, contributing to the maturation of the national protected area system as reported in PIR 2011."* However, it should be kept in mind that this reduction of scope was appropriate and necessary given the project design's over-ambitiousness.

93. In addition, revisions to the project logframe were made following the inception workshop, and again according to recommendations from the mid-term evaluation. The project's fulfillment of all mid-term evaluation recommendations is further discussed in Annex 6 of this report.

94. Minor adjustments to annual project workplanning and budgeting were made each year depending on the progress from the immediate year; however, the project did not have formal budget revisions at the beginning of each year that reflected the state of budget disbursement. Also, as previously mentioned, the project had a 12-month no-cost extension to June 30, 2013.

95. Revisions to the project risk matrix were also made at the project inception phase (also see discussion in previous Section IV.A), which can sometimes be an indication of inadequate risk assessment during the project development phase. The Turkey Forest PAs project may have had inadequate risk analysis at the design phase, but overall it appears that it was a relatively low-risk project, in a country context that was also low-risk. This was partially because it was building on a number of previous efforts, and also had good stakeholder participation and ownership. At the same time, there was significant government restructuring of the Ministry of Environment during the project, which could have had a negative effect on project achievements, but fortunately this came only during the last year of project activities, when the main results were already secured.

v. UNDP Project Oversight

96. UNDP is the responsible GEF Agency for the project, and carried general backstopping and oversight responsibilities, as well as handling the financial accounts. As stated in the project document, "UNDP will be responsible for technical and financial management of the project in

close collaboration and consultation with the MoEF.” The project document goes on to list ten specific functions that UNDP is responsible for, including items such as professional and timely implementation of activities and reporting, contracting and contract administration for consultants, and ensuring networking among national stakeholders.

97. Based on all evaluative evidence, UNDP provided strong project support and oversight, with appropriate guidance as necessary. This was particularly important during the final year of the project during the institutional re-structuring of the former Ministry of Environment and Forestry. The project was carried out in accordance with UNDP policies and procedures. The one notable exception was the timing of the terminal evaluation, which is being carried out 17 months after project completion; however, this did not affect the project results. It appears that procurement and contracting were handled in a timely manner without significant problems.

V. Turkey Forest PAs Project Performance and Results (Effectiveness)

A. Progress Toward the Project Objective and Achievement of Outcomes

98. The Turkey Forest PAs project was successfully implemented, and produced a number of key results that contributed to achievement of the project objective and outcomes. Based on the scale and significance of the results produced in the project timeframe, and as further indicated by achievement of the results framework indicator targets, overall project effectiveness is considered highly satisfactory. Excellent results were produced at the outcome level, but additional time and resources are needed to reach the long-term goal of conserving forest biodiversity, in KMNP, but also at other forest “hotspots” in Turkey. The overall project outcome rating is satisfactory, and overall project results are considered satisfactory. The Turkey Forest PAs project results framework is provided in Annex 5, with an assessment of the achievement of indicator targets. As can be seen in the Annex, not all of the indicators and targets meet SMART criteria (also as discussed in Section VI.D below on M&E), but for those indicators that could be appropriately assessed, the project achieved nearly all of the targets planned.

99. The Turkey Forest PAs project objective is *“To enhance coverage and management effectiveness of the Forest Protected Areas through demonstrating cost- effective approaches for effective conservation and sustainable resource management at Küre Mountains National Park and taking initial steps towards the replication of this model at the remaining eight forest hot spots.”* The overall project goal was the conservation of Turkey’s globally significant forest biodiversity. It should be kept in mind that the project intention to initiate replication activities at the eight other forest hotspots was not realistic with the time and resources available for the project. Therefore the lack of expected project results relating to the replication activities in these sites is not considered by this evaluation to represent “under achievement” by the project.

100. The project results framework included five objective level indicators, though this evaluation does not consider these indicators to be sufficient for fully assessing the project’s progress toward the objective. The objective level indicators are summarized in Table 4 below.

Table 4 Turkey Forest PAs Objective Level Results Indicators

Indicator	Baseline	Target
1. Surface of globally significant habitats (grasslands, old growth forests) under conservation management (either legal protection or under sustainable forest management)	37,000 ha	600,000 ha
2. Proportion of 9 forest hot spots under legal protection	0.1	1
3. Forest management performance at the 9 forest hot spots, as measured with METT	The baseline will be assessed at the beginning of implementation phase	Performance score increased by 15%
4. Number of local women producing traditional products and their total income	Baseline data will be assessed at the beginning of implementation	Income rate: increase by 10% in 3 years. No. of participating women: increase by 5% in 3 years
5. The overall performance of the national PA system (specially forest PA) using WWF's Rapid Assessment and Prioritization of PA Management Methodology (RAPPAM) which is based on the WCPA framework	The baseline will be assessed within in the first year.	Performance score increased by 10% at the end of the project

101. The first three indicators relate to all of the forest hotspots. To assess the project results in line with these indicators, the project successfully established a conservation management regime for KMNP and the surrounding buffer zone. KMNP was established in 2000, before the project start, but management was insufficient. Therefore with the development and approval of the participatory management plan, and the establishment of the local management directorate, much more effective management of this protected area has been put in place. This is represented by the increase in METT score for KMNP from a baseline of 31, to a present score of 72. This conservation management regime covers KMNP's 37,753 ha. The management plan also covers the buffer zone, and the project worked with the GDF to develop sustainable forest management plans for the 17 forestry districts in the buffer zone. This area covers 134,366 ha. There has not been a quantitative assessment tool applied to determine the qualitative positive change in forestry management in the buffer zone, but it can be assumed that the new sustainable forest management plans in this area represent an improvement over the old approach of focusing on timber extraction.

102. For the fourth objective level indicator, the project did support women's sustainable livelihoods, for example through providing market stalls at the market in the town of Ulus for a local women's cooperative to more effectively sell their goods. However, this was not a major focus of the project, and it is not clear that the indicator is relevant to the main project results. There would theoretically be more local women benefiting financially as tourism in the region increases, but this will take a number of years to significantly influence the number of women producing traditional products and increase their average income. It is also not clear how exactly the number of women would be calculated, considering that producing traditional products is typically not full-time work.

103. For the fifth objective level indicator, the project contributed to the adoption of the METT as a tool to assess the management effectiveness of all 41 of Turkey's national parks, but the project has not yet appreciably contributed to the improved management of the overall system. Some of the project results should help strengthen the system over time however,

especially if the experience of the participatory KMNP management plan and buffer zone approach is replicated for other national parks and protected areas.

104. Overall key results of the project include:

- Development and approval of the KMNP management plan through a participatory and consultative process, and establishment of a locally-based specific management unit;
- Establishment of an effective institutional coordination model, bringing together the GDF, and the GDNCNP;
- Sustainable forest management plans developed for the 17 forestry districts within the boundaries of the KMNP buffer zone;
- Direct support to sustainable livelihoods of buffer zone communities through small grants (including concrete steps to address human-wildlife conflict around KMNP), and linkages to other supportive national programs such as the GEF Small Grants Programme, the Forest Villages Development program, and Regional Development Agencies;
- Achievement of certification of KMNP as a PAN Parks network protected area, which has contributed to the objective of biodiversity conservation and sustainable development in the region;
- Initiation of replication of the buffer zone, zoned management, and participatory management plan approach at the systemic level, with similar approaches started at at least three other protected area sites, and foreseen for the national protected area system;
- Application of the protected areas METT for all 41 national parks in Turkey;
- An extensive communications program that reached audiences at the local and national levels;

105. While significant progress in support of Turkey's forest protected areas has been made, it cannot yet be stated that Turkey has an effective and well-managed representative system of protected areas, or even that KMNP is sufficiently supported. Turkey's protected area system still falls far short of European or international norms and standards in this area. As further discussed in Section V.C below, there are opportunities to continue strengthening Turkey's protected area system for effective biodiversity conservation.

i. Outcome 1: Cost-effective conservation management approaches for forest protected areas are designed, piloted and adopted

106. Outcome 1 was focused on effective management of the KMNP, and biodiversity conservation measures mainly within its boundaries. Though the outputs under this outcome covered a range of issues, there were two key aspects that contributed to achievement of the overall outcome. These were a.) Establishment of a locally-based KMNP management directorate, and strengthening of its capacity (Output 1.1); b.) The extensive body of work to develop the KMNP management plan through a participatory process and secure its approval by stakeholders and the MoFWM (Output 1.3). Outputs 1.2 and 1.4 were slightly less successful relative to the planned results, but these outputs also represented smaller investments from the project budget.

107. Output 1.1: Enhanced conservation management is implemented at KMNP: With project support the GDNCNP established an individual KMNP management directorate, based in Bartın. The directorate has 11 staff, and its own specific budget allocated by GDNCNP. The project helped equip the headquarters office, and supported training of the staff in protected area management techniques. The project also helped create the KMNP website, <http://www.kdmp.gov.tr/>, which is hosted by the GDNCNP. The website is in both Turkish and English, though the English content is less extensive and less updated than the Turkish content. One of the recommendations of this evaluation is that there needs to be a mechanism to provide at least occasional updates in English now that the website is managed by the KMNP management directorate.

108. While the establishment of the management directorate is a huge step forward for effective management of the KMNP, there remains a major barrier in that the directorate's level of institutional capacity is far below what is needed to implement the KMNP management plan and effectively manage the area. Among the 11 staff, there is the director, and only one forest engineer and two rangers. The remaining staff members handle administration, and other support activities including cleaning. The KMNP management plan organizational chart for the management directorate envisions ~49 professional staff, and additional support and administrative staff. While having 1/7th of the necessary staff clearly means that there are many management activities that cannot be carried out, perhaps the most significant is that the directorate does not have the capacity to fully support the participatory management mechanisms (also see Output 1.3 below) designed in the management plan that are the important legacy of the strong stakeholder process that built consensus and ownership during development of the management plan. If this participatory approach is lost, there is significant risk that there will be increased conflicts between the local and regional stakeholders and the KMNP over time. The project stakeholders have proposed that the regional branch of the MoFWA, the District 10 Directorate, has the capacity and would be well-positioned to support the KMNP Management Directorate in its responsibilities, until it reaches adequate levels of capacity. This is supported in multiple recommendations of this evaluation.

109. Other activities under this output contributing to increased management effectiveness include demarcation of KMNP boundaries, establishment of the park patrolling system (although, as indicated above, there are only two ranges for the 37,753 ha area), establishing and equipping two visitor centers, the development of a volunteer support program (though this program is not presently active, as it requires more capacity from the KMNP management directorate to manage it), and training for local community members to work as tourism park guides. The work to renovate and equip the visitor centers is an excellent example of the partnership between the GDNCNP, UNDP and the GEF – the government paid for the renovation of the visitor centers (one was previously a barn, and the other was previously an abandoned school), and the project paid for the equipment and furniture for the visitor centers. The project also supported the development of other recreational infrastructure, including the establishment of four entrance gates in the Kastamonu region of the park, and a tourist map was published indicating trekking routes and other useful facilities.

110. Output 1.2: An established and operational system for biodiversity survey and monitoring is in place: Rapid ecological, geological and social analyses of KMNP and the buffer

zone were carried out, and data provided from these surveys was used as baseline information in developing the KMNP management plan and buffer zone forest management plans for the 17 forest sub-districts. A biodiversity monitoring program was designed and included in the KMNP management plan, but it is currently not implemented due to lack of capacity in the KMNP management directorate. Also see additional discussion and information on environmental monitoring in later Section VI.E of this report, on impacts and global environmental benefits.

111. Output 1.3: A comprehensive protected area management plan developed and implemented for Küre Mountains National Park: There was a little bit of a headstart on development of the management plan, as a draft plan for development of the national park was prepared in 1999 leading up to official establishment of the protected area. The plan was produced through the UNEP-FAO project that supported the process for establishment of the park. The draft development plan set out general principles of management, identified the park boundaries, and outlined three zones: a strict protection zone, a low density recreation zone and a rehabilitation zone. The plan also identified the proposed buffer zone for the national park. However, the draft development plan was never finalized or officially endorsed.

112. The Turkey Forest PAs project intended to further elaborate and update the management plan, and secure consensus among the full range of stakeholders on the relevant management issues to be addressed by the plan. In addition, the KMNP management plan also addresses the buffer zone, and provides recommendations for its management.

113. The management plan was produced through a participatory process, in which the full range of relevant stakeholders was consulted, including, for example, local governments. The territorial plan for the two provinces that KMNP straddles – Bartın and Kastamonu – was completed prior to project approval by the GEF, but, according to project stakeholders interviewed for this evaluation, the territorial plans integrated the envisioned KMNP management plan. Five public workshops were held throughout the region to collect public input on the KMNP management plan.

114. As part of the public consultation process for the management plan WWF-Turkey carried out a range of project-supported education and awareness raising activities throughout the region, to help build public support for the national park and the management plan.

115. The management plan proposes a zoning system, including a strictly protected core zone. The document is not large,¹¹ but includes a detailed 1:50,000 scale topographical map that clearly outlines the zones, facilities, and other relevant information. Other notable reports and strategies produced by the project were also integrated with the plan, including a sustainable tourism development strategy, a visitor management plan, a communications strategy, and the business plan (see Output 1.4).

116. An important element of the management plan is the participatory mechanisms established to support a collaborative management approach that engages relevant stakeholders. The management plan establishes two committees that will have a say in the governance of the region:

- 1) The KMNP and Planning Area Advisory-Steering Committee

¹¹ The Turkish version of the management plan reviewed for this evaluation

2) The KMNP and Planning Area Application Support Committee

117. The committees' membership includes a large number of relevant organizations and institutions in the region, and includes representation from civil society. The Advisory-Steering Committee is expected to meet at least once per year, and takes decisions by simple majority, and is to be chaired alternately by the Bartın and Kastamonu Provincial Governor. The committees tasks include evaluation of long-term development planning and development of relevant recommendations; taking decisions on the annual budget and business plan; promote KMNP nationally and internationally; developing recommendations to ensure sustainable development in the buffer zone; and prioritizing resources among PAN Parks Committee member institutions.

118. The Application Support Committee is to meet at least twice annually, and takes decisions by absolute majority. The committee's tasks include ensuring implementation of decisions taken by the steering committee; ensuring implementation of the long-term development plan; preparing the KMNP business plan and annual budget; making applications to support PAN Parks in the region; supporting applications for activities for sustainable development in the buffer zone; and promoting KMNP nationally and internationally.

119. Clearly these are important bodies that are intended to continue the participatory process for managing KMNP so far carried out in the region to develop the management plan. It appears that in planning for 2014 the KMNP management directorate did not have the capacity to fully constitute these bodies, and the extent to which they are operationalized in the future will be critical for determining the long-term effective management of the protected area, and of the sustainable development of the region as a whole.

120. The final management plan document was endorsed by local and regional stakeholders, and then finally was approved by the MoFWM at the highest necessary levels. This final central government approval came after project completion.

121. As final approval of the KMNP has finally been reached, the next obvious step is its implementation of the plan. As the KMNP management directorate is relatively young, it still has limited capacity to fully implement the plan, as discussed under Output 1.1 above. However small initial steps are being made (such as patrols being carried out by the park rangers), and it is expected that over time the plan will be more fully implemented, at least the portion of the plan focused within the boundaries of the park; implementation of the management guidelines for the buffer zone remains a more open-ended question, and is discussed further under Outcome 2 in the following section.

122. Another important activity under Output 1.3 was obtaining PAN Parks certification (see Box 1, below) for KMNP. This was an extensive process that required meeting a set of rigorous criteria, and then passing an audit to receive certification. The project established a PAN Parks working group to support the process. The certification audit was held in April 2012, and the project was successful; as a result KMNP has been recognized as one of thirteen European wilderness protected areas. Additional information on KMNP's PAN Parks status can be found at <http://www.panparks.org/visit/our-parks/kure-mountains-national-park>.

123. According to project stakeholders the PAN Parks certification process was invaluable for catalyzing stakeholder support and efforts to develop the long-term vision for development of the region, as laid out in the management plan. Working through the action plan to meet the criteria included experience sharing visits to Lithuania's Dzūkija-Cepkeliai National Park, and Georgia's Borjomi-Kharagauli National Park.

124. Output 1.4: Business plan development for the KMNP: The

project contracted an international expert to support the GDNCNP in developing a business plan for KMNP. A business plan document was produced, and according to project stakeholders has been integrated with the KMNP management plan. The report includes a sustainable financing analysis for KMNP. According to project stakeholders, the business plan was not found to be a highly useful output because it was not clearly relevant to the situation of national parks in Turkey. The government is currently the only significant source of funding for KMNP management, and is anticipated to be for the near future, if not longer. According to project stakeholders, the KMNP management directorate generally receives (or is likely to receive) its annual requested budget for capital expenditures and operational costs. The main financial shortcoming is in the allocation of staff positions from the Ministry of Finance to adequately fulfill the necessary staffing roster for the national park. Considering the national picture, significantly increasing national parks management staff has important fiscal implications in terms of the total number of government employees, and the associated socio-economic benefits, such as health insurance. At the same time, staffing Turkey's national parks at appropriate levels would not represent a significant incremental increase in the total number of government employees; it is just that convincing the Ministry of Finance of the necessity of allocating these resources is likely to take time. Given this context, it is apparent that KMNP business planning does not have as much utility as the business planning approach might in some other countries. Nonetheless, the business plan is important to the extent that it supports a clear accounting of financial needs for effective protected area management.

125. The business plan report from the international expert includes a preliminary estimate of economic valuation for KMNP and the buffer zone, based on an assessment of the range of ecosystem services produced by the region. This is a highly useful analysis that should serve to support effective management decision-making for sustainable resource use in the region.

Box 1 What is PAN Parks?

The PAN Parks Foundation was founded in 1998 by the World Wide Fund for Nature and the Dutch travel company Molecaten, with the aim of creating national parks in Europe, along the model of the Yellowstone and Yosemite National Parks in North America. The organisation aims to create a network of European wilderness areas where wilderness and high quality tourism facilities are balanced with environmental protection and sustainable local development. It attempts to achieve this through a process of auditing and verification, enabling it to certify parks owned by partners as meeting particular standards, combined with political advocacy on the local and European level. (Source: Wikipedia)

ii. Outcome 2: Sustainable natural resource management approaches demonstrated in buffer areas

126. The activities under Outcome 2 focused on the sustainable management of resources, and sustainable economic development in the KMNP buffer zone. This outcome can be assessed as successfully achieved, based on the successful institutional coordination and partnership between GDNCNP and GDF, the production of sustainable forest management plans for 17 sub-districts, the engagement of local communities, and support for successfully piloted sustainable livelihoods activities. In the long-term, sustainable development of the KMNP buffer zone will require complex multi-sectoral coordination. This vision is outlined in the KMNP management plan, but will require ongoing cooperation, collaboration, and communication among all relevant stakeholders to come to fruition.

127. The buffer zone represents an interesting model for governance and use of natural resources in the area surrounding KMNP. The buffer zone does not have specific legal protection, but the buffer zone does have specific and clear boundaries, as marked on the KMNP management plan map; the boundaries were agreed with all relevant stakeholders. The overall management plan for KMNP, including management recommendations for the buffer zone, were also agreed with all stakeholders through participatory processes. Therefore, although the buffer zone boundaries do not have a legal basis, they have an almost more important basis of being recognized and agreed by the stakeholders in the region.

128. At the same time, without legal protection, the sustainable management of resources in this zone, and long-term sustainable development of the region, relies on the variety of institutional actors to fulfill their mandates in line with the vision laid out in the management plan. A majority of the territory in the buffer zone is forest, and therefore is the responsibility of the GDF, with management carried out through the forestry sub-districts. At the same time, other government institutions have jurisdiction and mandates throughout the buffer zone as well. For example, the regional branch of the GDNCNP is also responsible for overseeing its mandate in the forestlands managed by the GDF. The Ministry of Agriculture has responsibilities related to agricultural activities in the region. Other branches of government, such as the jandarmes, also have jurisdiction for law enforcement. Local municipalities have their own mandates and jurisdictions, and the whole area is overseen by the Bartın and Kastamonu provincial governments, respectively. The buffer zone does not include major population centers, but does have 123 villages within its boundaries.

129. Output 2.1: Sustainable forest management implemented in the buffer zone of KMNP:

The most significant result under this outcome was the production of sustainable forest management plans for the 17 forestry sub-districts that have at least a portion of their territory within the KMNP buffer zone. These plans are for 10-year periods, and it is the responsibility of the forest sub-district managers and staff of the GDF to manage their territory in accordance with the approved management plan. It is difficult to qualitatively assess the environmental benefit (particularly the biodiversity conservation benefit) that will result from the development of these plans compared to the previous plans, but this evaluation assumes that the implementation of these management plans in a responsible manner will equate to sustainable management of the forest resources in the buffer zone, including the associated likely biodiversity benefits.

130. Also under this output the project produced a hydrology report, waste and pollution management action plan, and the sustainable tourism development strategy. The main actions in the sustainable tourism development strategy are also endorsed in Bartın's provincial tourism action plan. The "Wise Use of Water Training Manual" was prepared, and applied trainings for teachers were organized. The project also worked with the GDF to reforest some degraded forest lands with native fruit tree varieties, to support wildlife and help reduce human-wildlife conflicts by relieving pressure on cultivated plots.

131. Output 2.2 Enhanced capacity of local communities to advocate for minimizing adverse impacts of development projects in the buffer zones: This output included the project's on-the-ground sustainable livelihoods pilot activities, as supported through the micro-grant program. The program approved five projects with a total of approximately \$80,000 USD. The micro-grant projects included procurement of linen production machinery for a small local cooperative, improvement of market stalls for local women selling their products, and support to develop sustainable tourism with small pension owners. For example, 15 women entrepreneurs were supported in having a "Küre Mountains National Park Guest Room" in their houses as a bed and breakfast facility. Perhaps the most notable grant project was the installation of electric fencing in agricultural plots in two villages in the buffer zone on the southwest flank of the KMNP boundary. The electric fences surround two agriculture plots totalling around 12,000 square meters. Prior to installation of the fencing, the owners had to try to keep wildlife out of their crops to the best of their ability, which included sleeping in the fields at night at certain times of year. The project funded just two sites, but the success of these pilots led to the replication of electric fencing in 25 other plots in 10 other villages, with funding from the General Directorate for Forest-Village Relations, and the GEF Small Grants Programme. The agricultural plots are typically managed by one or two families, and therefore including the replicated plots the number of direct beneficiaries from this program can be estimated at approximately 100 - 150 people. According to project stakeholders, the increase in crop production facilitated by the electric fencing has resulted in improved food security, social benefits from family members not having to spend nights sleeping in the fields to keep the animals away, and economic benefits since some families have even been able to produce more crops than they need for their own subsistence use, and therefore are selling their surplus at market. In addition, there are also of course the benefits to wildlife that have avoided being injured or killed during their crop-raiding forays (though they now have access to fewer easy meals).

132. Another notable activity under this output was the partnership with the General Directorate for Forest-Village Relations to provide credits for families living in the KMNP buffer zone for small-scale solar water heaters. The government provided the funding, while the project provided information for the strategic allocation of these resources within the buffer zone with the goal of reducing fuelwood pressure on the buffer zone forest. According to the 2012 PIR, 406 solar energy heating systems (8.39% of the local population in the buffer zone) were supported. As a result 1,444.12 tons of carbon dioxide emissions were avoided in total in two years by preventing the cutting of 96.36 ha of coppice oak forest in total. This innovative program proved so successful that it is expected to be replicated and scaled-up in a forthcoming UNDP-MoFWM project.

133. Also under this output the project sought to build local civil society capacity, and WWF-Turkey carried out communications and advocacy trainings for local NGOs working on nature conservation and sustainable resource management in the region. A draft communications and advocacy plan were prepared.

134. A report on water quality was prepared, and a non-timber forest products inventory and mapping process was finalized.

135. As discussed in the 2012 PIR, during management plan workshops human-bear conflict emerged as one of the most important issues. Additional funds from the World Society for the Protection of Animals and technical support from the University of Oxford enabled the project to organize the first regional workshop on human-bear conflict. As a result, a human-bear conflict management strategy for KMNP and its buffer zone was drafted.

136. One of the project's good practices that will support overall sustainability of the results was to link the project objective in the investment priorities for the regional development agencies that have jurisdiction in Bartın and Kastamonu provinces. According to project stakeholders, KMNP and its buffer zone's priority issues, such as nature conservation, sustainable tourism practices, natural resource use and support for local and traditional products, are listed among the priorities in the strategies of the Western Black Sea Development Agency.

iii. Outcome 3: Lessons learned from demonstration work in the first established forest PAs are disseminated to the other forest hot spots in Turkey, contributing to the maturation of the PA system of Turkey

137. Outcome 3 was the most significantly modified following the project's mid-term evaluation. In the original project formulation it was under Outcome 3 that the main replication activities to the other eight forest "hotspots" were to be completed. Following the mid-term evaluation, the replication focus was limited to two other forest "hotspots", which was approved by the PSC. These were Yenice Forests and Karçal Mountains "hotspots". As discussed in Section IV.B.ii on project financial planning, only 5.2% of the project budget was actually spent under Outcome 3, which was 26.7% of the originally planned amount for Outcome 3.

138. The main outputs originally planned under Outcome 3 were:

- Output 3.1: Enhance inter-sectoral coordination in the terrestrial planning
- Output 3.2: Experience gained is shared with other forest hotspots
- Output 3.3: The experience gained in threat removal is shared with the other eight forest sites
- Output 3.4: Improved capacity of stakeholders in the eight forest sites to apply new conservation management planning tools and methodologies

139. The activities carried out under Outcome 3 supported the replication of the KMNP experiences in the Yenice Forests and Karçal Mountains forest "hotspots". A management strategy was prepared for Camili Biosphere Reserve (part of the Karçal Mountains hotspot), and the Yenice Forests Sustainable Tourism Development Strategy was prepared. The project organized trainings and on-site workshops specifically for Yenice and Karçal Mountains

hotspots. The PIR reports that “The capacity increased by over 50%” Though it is not clear how this was assessed.

140. Another result that can be attributed under Outcome 3 was the Memorandum of Understanding established between the GDNCNP and GDF, to work together in managing the KMNP and the buffer zone. According to project stakeholders, the GDNCNP and GDF are working quite well together, especially at the local implementation level. This kind of institutional collaboration between the forestry and nature protection sectors is unfortunately uncommon in the world. In Turkey’s case this coordination was likely assisted by the fact that the GDF and GDNCNP are under the same ministry, but this positive example of institutional coordination should be recognized and commended. It is not clear exactly what precipitated the GDF’s willingness to support a forest management approach in the KMNP region that deviates from traditional forest management norms (i.e. a focus on timber production for economic benefit), but according to project stakeholders this is part of a larger institutional shift within the GDF to recognize and prioritize a full range of ecosystem services, not just timber production.

iv. Turkey Forest PAs Project Communication and Outreach

141. It should be mentioned that the project did not have a specific output planned for communication and awareness raising activities, but these activities were integrated in multiple project outputs. For the most part, education and awareness activities were the domain of WWF-Turkey under the project. At the very beginning of the project WWF-Turkey prepared a communications strategy for KMNP, which helped guide the project’s work in this area. The communications strategy focused on the promotion of the biodiversity values of KMNP, but was also based on the needs and priorities of local stakeholders. The communications strategy also sought to emphasize and highlight the potential benefits that the project and KMNP could bring to the region, for example through ecotourism linked with the PAN Parks certification. Overall the project had very successful communications and awareness raising activities, reaching not only the local population in the KMNP buffer zone and associated provinces, but also extensively reaching the national and international levels. Unfortunately the project did not conduct a baseline awareness survey in the KMNP region to allow later assessment of the extent to which the project’s communications and outreach activities have produced results. This evaluation recommends that such surveys should be included when projects have significant education and awareness components.

142. The awareness raising reach of the project at the national level was significantly thanks to the IZ TV documentary series, which was an interesting and unexpected result that grew from the partnership with the private sector company IZ TV that broadcasts a nature documentary channel. Thanks to the project team’s professional networks, the project worked with IZ TV to create a nine-part documentary series called “Turkey’s Nine Forest Hotspots”, which included an episode on KMNP. The series was linked with the United Nations “International Year for Forests” in 2011. The documentaries were narrated by famous Turkish actors, and have been regularly re-broadcast on the IZ TV channel. From March 2011 to the end of project, the documentaries were aired 491 times, with an estimated audience of six million

people. The in-kind co-financing provided by IZ TV for this project is discussed in the previous Section IV.B.iii of this report.

143. Numerous articles and publications were produced about the project or about the KMNP region (estimated at more than 300 articles), including an article in Turkish National Geographic. At the international level the project team and stakeholders participated in multiple relevant international conferences, and the project was highlighted as a good practice case study in multiple outlets. As one example, the project was recognized as one of the 25 best practices on sustainable development and green economy implementations to represent Turkey at the Rio+20 conference in June 2012. The KMNP experiences were promoted to thousands of participants in Rio de Janeiro via presentations, posters, brochures and short films. An open air photo exhibit was organized with the municipalities of Bartın and Kastamonu, which showcased photos from all 41 national parks in Turkey, and the nine forest hotspots. The exhibition was visited by more than 5,000 people. As another activity, an education packet targeted for teachers was prepared, with information on the wise use of natural resources, particularly water. This information was disseminated to schools around KMNP.

B. Remaining Barriers to Effective Management of a Representative System of Protected Areas in Turkey

144. The Turkey Forest PAs project made a number of important contributions to strengthening management of not only KMNP, but also other forest “hotspots”, and Turkey’s network of other protected areas, including the 40 national parks besides KMNP. At the same time, there remains a significant need for additional work to develop a well-managed system of protected areas that conserve the country’s globally significant biodiversity.

145. Perhaps the most significant remaining barrier is the need for further individual, institutional and systemic capacity strengthening. Just as an example, KMNP has only had its management directorate for less than two years, and many other national parks do not have management directorates yet established. Even still, the KMNP management directorate has only a few technical staff members, approximately 1/10th of the total required to effectively manage the area. Multiple stakeholders interviewed for the mid-term evaluation also stated that the country as a whole needs more well-trained protected area management staff. Further, many protected areas do not have comprehensive management plans, like that developed for KMNP. At the systemic level, following the restructuring of the former Ministry of Environment in 2011-2012, responsibility for different types of protected areas is now split between two general directorates in two different ministries – the MoFWM, and the Ministry of Urbanization and Environment. This is clearly not an efficient and effective approach to protected area management, and changes will likely be required in the future to consolidate the institutional framework for protected area management in Turkey.

146. As further outlined in the recommendations of this evaluation, it appears there is a significant opportunity for further external donor support for strengthening Turkey’s national system of protected areas. For example, a GEF-funded full-sized project could potentially make a critical contribution to replicating the management plan and buffer zone approach from KMNP at other key protected areas (not necessarily forest protected areas, but potentially including them), could help develop a national program of protected area management

capacity strengthening, and could support steps to consolidate and strengthen the institutional and policy frameworks for protected areas. UNDP and the MoFWM could discuss the potential for such an initiative in the GEF-6 period.

VI. Key GEF Performance Parameters

147. Please note that the required discussion of mainstreaming of UNDP program principles is included in Annex 8 to this report.

A. Stakeholder Participation

148. A core tenant and basic premise of the Turkey Forest PAs project was that establishment of a management regime for biodiversity conservation and sustainable natural resource in the KMNP region should be through inclusive, participatory processes involving all key stakeholders. Happily, it appears this has generally been achieved. Of course it was not possible for the evaluation team to meet with all stakeholders during the terminal evaluation mission and field visit to KMNP, but specific data points and the stakeholder feedback received indicate that stakeholder participation and ownership of project results for the Turkey Forest PAs project has been excellent. The project team provided the terminal evaluation team with statistics on various project meetings and workshops. A prime example of the extent of participation and stakeholder engagement in project activities was the buffer zone forest management plan public participation meeting for the town of Cide, in October 2010, which was attended by 74 individuals.

149. Stakeholder engagement took the form of various types of partnerships. Partnership highlights include:

- The project-facilitated memorandum of agreement between the GDF and GDNCNP to work together to manage KMNP and its buffer zone;
- The partnership arrangements with WWF-Turkey to implement the project's education and awareness activities in the KMNP region;
- Collaboration with local NGOs to engage support project activities, and particularly the micro-grants implemented by the project;
- Engagement by the project with IZ TV, one of Turkey's largest private TV channels, to produce and broadcast a documentary series on Turkey's forest biodiversity hotspots.

150. *National Government* – The GDNCNP of the MoFWM was the executing partner for the project, and the project manager was a staff member from the GDNCNP. The other key national government partner was the GDF, also under the MoFWM. According to project stakeholders, the GDNCNP and GDF were fully supportive of the project's objective, and engaged to the extent necessary and possible.

151. *Regional Government* – The regional level of government was not heavily involved, but it was necessary to have regional approval for the KMNP management plan to reach approval by the MoFWM.

152. *Local Government* – Similar to regional government above. According to the project team, local government representatives were engaged and fully supportive of developing the KMNP management plan and the designated buffer zone. It was stated during the terminal

evaluation field visit that local authorities see the KMNP and buffer zone as a tool and strategy for their long-term sustainable development. This is particularly important for a region that is challenged from out-migration.

153. *Private Sector* – The private sector was not a significant player relevant for project activities, except for the individual subsistence farmers living in the KMNP buffer zone, and the individuals who are interested in pursuing sustainable tourism endeavors, such as the small pension owners who participated in project trainings. The other notable private sector actor was IZ TV, which provided significant in-kind co-financing by producing the documentary series on Turkey's forest hotspots.

154. *Civil Society* – Civil society was extensively engaged, both at the national and local levels. WWF-Turkey was a key executing partner for a significant portion of the project. At the local level, local NGOs helped support project activities by serving as communication and support mechanisms between the project and local communities and local governments.

155. *Local Communities* – Engaged through numerous public participation meetings (which were reasonably well-attended). These included public input meetings for the KMNP management plan and forest management plans for the buffer zone. Also engaged through the five micro-grants provided by the project to support local sustainable development initiatives.

156. *Academia* – Universities in Bartın and Kastamonu are involved in supporting management of KMNP through field research, and the involvement of students during the summer school break.

B. Sustainability

157. While a sustainability rating is provided here as required, sustainability is a temporal and dynamic state that is influenced by a broad range of constantly shifting factors. It should be kept in mind that the important aspect of sustainability of GEF projects is the sustainability of results, not necessarily the sustainability of activities that produced results. In the context of GEF projects there is no clearly defined timeframe for which results should be sustained, although it is implied that they should be sustained indefinitely. When evaluating sustainability, the greater the time horizon, the lower the degree of certainty possible.

158. Based on GEF evaluation policies and procedures, the overall rating for sustainability cannot be higher than the lowest rating for any of the individual components. Therefore the overall **sustainability** rating for the Turkey Forest PAs project for this terminal evaluation is **moderately likely**.

i. Financial Risks to Sustainability

159. In terms of financial resources, the most critical aspect is the government's willingness to increase staffing of the KMNP management unit to the level necessary for effective implementation of the management plan; the present level of capacity is not sufficient, and stakeholders believe additional staffing will not be forthcoming, at least in the near term. The KMNP management directorate is less than two years old, and will likely slowly increase in number of staff and overall capacity over time; but since the government is virtually the sole source of funding for national park management, this will require an ongoing financial commitment by the government. However, this does not threaten the results of the project,

though increasing the number of staff will be important in the longer-term for increasing the effectiveness of management of KMNP. Increasing funding for human resources will also be important as the number of tourists frequenting the area continues to increase. From the present perspective, this aspect of sustainability is considered moderately likely.

ii. Sociopolitical Risks to Sustainability

160. As discussed throughout this report, stakeholder ownership and support has been one of the hallmarks of the project, and as such there are few socio-political risks to the sustainability of project results – this component of sustainability is considered likely. The local government and communities are supportive of the overall approach of KMNP as a national park, and the concept of sustainable management of resources in the buffer zone, as codified in the KMNP management plan. To maintain this level of support, however, there will need to be continued development and demonstration of the community benefits leveraged by the national park, such as resolving human-wildlife conflicts, expanding micro-solar energy infrastructure, and targeted investment by the regional development agencies.

iii. Institutional Framework and Governance Risks to Sustainability

161. Following the restructuring of the former Ministry of Environment in 2011-12, the institutional arrangements for protected area management at the national level have been settled (for the time being), as well as for the KMNP site. The KMNP management plan clearly outlines the institutional framework for environmental management in the region, and there has been good cooperation between relevant institutions, indicating no notable institutional framework and governance risks to sustainability. The KMNP has an established, locally-based, management directorate, and the GDNCNP is continuing to strengthen the overall system of protected areas. This component of sustainability is considered likely.

iv. Environmental Risks to Sustainability

162. There are not acute environmental risks to project results, but longer-term broad risks do exist: there are proposals and actions underway to develop multiple large scale hydropower facilities in the buffer zone of the eastern portion of KMNP on rivers that flow through the national park, and it is not clear at this stage when or if various facilities will be further developed, and what the long-term impacts on KMNP will be. The multiple proposed hydropower facilities pose a great risk because the Environmental Impact Assessment process for any hydropower plant project is carried out on a single project basis, and there is no other Strategic Environmental Assessment process that will focus on the evaluation of cumulative impacts of hydropower plant projects to be constructed in this region. It does not appear that development of these facilities would have direct negative impacts, although one river may be diverted from a critical tourist attraction of the national park that includes scenic waterfalls. Large-scale changes to the hydrological regime in and around KMNP is likely to influence the surrounding ecosystem in some way, likely negatively, which will only become apparent over decades. For the short to medium-term perspective, this aspect of sustainability is considered moderately likely.

C. Catalytic Role: Replication and Scaling-up

163. As previously discussed in multiple sections of this report, the original project design included a significant replication component, which was to extend the management approach undertaken in KMNP to the other eight forest “hotspots” in Turkey, some of which have mixed status and levels of protection. This was too ambitious for a three-year MSP, and at the mid-term Outcome 3, which focused on replication, was scaled back to focus on just two other “hotspots”. Even with this reduced scope, it does not appear that significant progress toward replication has taken place at the two additional forest “hotspot” protected areas, Yenice Forests and Camili Biosphere Reserve (in Karcali Mountains hotspot). Stakeholder representatives from these two sites have participated in project activities in the KMNP region, and there has been an effort to further develop sustainable tourism strategies, etc. As stated in the 2012 PIR, *“Yenice Forests Sustainable Tourism Development Strategy and Camili Biosphere Reserve (located in Karcali Mountains Hotspot) Management Strategy were produced as a result of Küre Mountains National Park experiences.”* At the same time, these sites do not have anywhere near the level of developed management regime that was developed in KMNP, in terms of a local management directorate, an established and agreed buffer zone, and fully developed and government approved management plan.

164. Although significant replication has not yet occurred with the other forest hotspots, the project did contribute to some highly notable catalytic and replication effects at the national level for the protected area system as a whole. The METT tracking tool has been adopted by the GDNCNP for all 41 national parks in Turkey. The approach of developing a comprehensive, participatory management plan is also being extended to other protected areas, but it will take time to fully roll out this approach. Through the project partner WWF-Turkey, this approach is even being extended to the General Directorate responsible for protected areas in the Ministry of Urbanization and Environment. Thirdly, the project supported the development of forest district management plans that take a more holistic approach, taking into consideration ecosystem services and other benefits derived from forests, besides just timber. According to project stakeholders, this is an approach that the GDF is continuing to develop and expand in other regions.

D. Gender Mainstreaming

165. There was attention to gender mainstreaming under the project. The project paid attention to the level of participation by women in formal project activities such as trainings on protected area management, and the micro-grants supporting sustainable livelihoods in the buffer zone also specifically engaged women. The project specifically tracked participation in project meetings and workshops by gender: The project included at least 55 meetings, workshops, etc., with a total of 1,904 participants; among these, 28.1% were women.

166. The project logframe included gender-focused indicators, such as: “Number of local women producing traditional products and their total income.” As noted in the 2012 PIR:

“Project management unit and local implementation unit always pay attention to women participation in trainings and meetings. Protected areas are important for both women and men. Their different roles, experiences, traditional knowledge and wisdom in

interaction with protected areas should be considered in designing, planning and implementing project activities. The project promotes more women participation in all the capacity building and training activities to increase women's participation in protected area management planning, management and decision-making bodies (local working groups) at the project implementation site. Job creation process for women has started for ecotourism activities and home lodging. Within the project a training was organized for home lodging with 38 participants, whose 33 participants (86 %) were local women. 15 of these certified participants are supported under Pilot Applications Programme to have a "Küre Mountains National Park Guest Room" in their houses."

E. Project Monitoring, Reporting, and Evaluation

167. The Turkey Forest PAs project M&E plan is outlined in the project document (Part IV, paragraphs 74-86), and describes the roles and responsibilities of all parties with respect to M&E activities, including project oversight and reporting. The M&E plan includes the standard summary table of M&E activities, indicating responsible parties, timeframes and indicative budgets for each activity. Overall the M&E plan is based on standard UNDP-GEF project M&E procedures, and conforms to UNDP and GEF minimum standards and norms for project M&E. The M&E plan includes: inception workshop and report, Annual Progress Report/Progress Implementation Report (APR/PIR), PSC meetings and minutes, technical reports, supervision field missions, independent mid-term and terminal evaluations, a terminal report, and an annual audit. The total indicative cost of the M&E plan is \$108,000, which is fully adequate for a project of this size, equating to 11.1% of the total GEF allocation. As discussed in Section IV.B.ii on project financial planning, Output 3.2 of the project was designated for M&E activities, although many of the M&E costs overlap with other basic project management and technical activities, and thus many M&E activities do not constitute a separate budget line. However, costs associated with the independent mid-term and terminal evaluations do.

168. The M&E plan does not include a specific line item on lessons learned, though lessons are covered in the mid-term and terminal evaluations, and in the "knowledge management" section of the annual PIR. However, it would be helpful if a comprehensive set of lessons identified by the project team and stakeholders were clearly articulated and documented in the project terminal report or specific lessons notes.

169. The M&E plan has mostly been implemented as planned, with key activities taking place at the expected timeframes. For example, the PSC meetings were held (though fewer times than planned), and project reporting (i.e. PIRs, annual reports, PSC minutes) has been timely and comprehensive. UNDP supervision missions have taken place as appropriate. The mid-term evaluation was delayed by six months to compensate for the project "inception phase" during the first 10 months of the project, when few project activities were implemented. The project has not had yearly audits, but did have audits for 2010 and 2011. The audit for 2010 was conducted by the firm Deloitte, and in 2011 by the firm Rehber Consulting. The audits did not find any substantive issues.

170. The project mid-term evaluation included seven main recommendations. In the assessment of this evaluation the project fully and adequately followed-up on the

recommendations of the mid-term evaluation. A detailed assessment of this element is included as Annex 6 of this evaluation report.

171. A key element of the project M&E system is the project logframe with indicators and targets supporting a results-oriented implementation approach. According to GEF and UNDP guidelines, logframe indicators are supposed to meet “SMART” criteria. The design of the Turkey Forest PAs project logframe indicators and targets are not fully adequate to meet SMART criteria, or to support the results-oriented execution of the project. For example, the first indicator on target protection coverage of forest ecosystems does not have a target that is clearly relevant to the project results, as the project was not working to increase protection in sites other than KMNP. Further, multiple indicators relating to the replication to the other forest hotspot sites were not revised following the revision of this aspect of the project.

172. The logframe does include the GEF Tracking Tool for Strategic Priority 1 of the biodiversity focal area, the Protected Areas METT. The logframe originally included an indicator of the METT scores for all nine forest hotspots, including KMNP. Following the mid-term evaluation, only the METT score for KMNP was calculated. As previously discussed in the report, this increased to 72 from a baseline of 31, an increase of 132%. The process used to complete the METTs was explained to the mid-term evaluator, and is considered valid. The UNDP Turkey Country Office has the METTs on file, and the electronic files should accompany this report, as necessary. It is not logistically feasible to integrate the Microsoft Excel-based scorecards into an annex of this Microsoft Word document.

F. Project Impacts and Global Environmental Benefits

173. For the GEF biodiversity focal area project impacts are defined as documented changes in environmental status of species, ecosystems or genetic biodiversity resources. Global Environmental Benefits in the biodiversity focal area have not been explicitly defined, but are generally considered to involve sustained impact level results of a certain scale or significance. In the Turkey Forest PAs project document the specific global environmental benefits to be achieved are described as *“to stabilize and rehabilitate Küre Mountains’ globally significant karstic forest landscapes and its biodiversity. Flora populations and genetic assemblages will be protected and where appropriate sustainably used.”* In addition, the project document highlights the regional benefits: *“The forests of Küre Mountains are part of the Euxin section of Euro-Siberia Floristic Region and represent the best remaining examples of humid karstic forests of the Black Sea. Its protection will ensure the future of unique forest ecosystems around the Black Sea.”* In terms of specific elements of biodiversity, the project document also includes an extensive annex (Annex 2 of the project document) on the biodiversity significance of the Küre Mountains specifically, which, for example, identifies specific flora and fauna species that are rare or threatened in some manner.

174. Identifying and reporting on biodiversity impacts and global benefits generally requires some level of environmental monitoring. The project logframe did not include specific impact-level indicators, such as species-based indicators, or ecosystem extent/quality indicators. The logframe does include outcome level indicators such as hectares of globally significant ecosystems under conservation management, and proportion of forest “hotspots” under legal protection. There is not adequate biodiversity monitoring data for KMNP and buffer zone to

truly assess biodiversity trends (though biodiversity inventories have been carried out in the past). The KMNP management plan foresees a monitoring program, but the KMNP management directorate does not currently capacity to implement it. According to project stakeholders, the GDF does have good data on forest resources. Students and teachers of the nearby universities' relevant departments (i.e. biology, etc.) also carry out focused research projects in the region. The expert opinion of key project stakeholders is that trends for key biodiversity resources in the KMNP region are likely to be stable at present, as there are limited acute threats in the region. All of the above mentioned institutions would be potential future key partners for assessing biodiversity trends over time in the region (i.e. for tracking impacts).

175. The project strategy was to strengthen the effective management of KMNP over time, rather than to specifically address threats on the ground in the short term. Under this strategy, the theoretical results-chain dictates that impact level results and global environmental benefits would only be secured in the long run, once an effective management regime has been implemented for some years. This means the KMNP management plan, and the respective environmentally-friendly forest district management plans, need to be implemented over time before the project will be considered to have contributed to global environmental benefits. Many of the conditions necessary to generate global environmental benefits have been reached, considering that the buffer zone has been agreed through participatory consensus, the KMNP management plan has been produced and approved by the MoFWM, a locally-based management directorate for KMNP has been established, and sustainable forest management plans have been produced for the forest districts in the buffer zone. The most significant remaining barrier is the insufficient institutional and individual capacity to fully implement the KMNP management plan over time, and to do so in a participatory manner (which also requires capacity). If management capacity for KMNP is improved over the years to come, the project will have contributed to global benefits for biodiversity conservation.

176. The project did invest in some small-scale pilot and demonstration activities on the ground that could generate site-level impact results. Notably, the project's investment in electric fencing to surround agricultural plots is likely to reduce the amount of wildlife killed as a result of crop raiding, though there are no specific figures on the likely number of wildlife deaths avoided. The project supported fencing for two plots covering a total of approximately 12,000 square meters. With funding from the GEF Small Grants Programme and General Directorate for Forest-Village Relations, the electric fencing was further replicated in 25 plots in 10 other villages. The main animals involved in crop raiding are brown bears (*Ursus arctos*) and wild boar (*Sus scrofa*), which are species of "Least Concern" on the IUCN Red List, but nonetheless are important components of a healthy natural ecosystem, and thus should be conserved. It should also be mentioned that these activities produced socio-economic local benefits as well. An anecdote was furnished during the evaluation mission of an elderly couple who owned two plots of land: During the main growing season the man and wife would spend the night each sleeping at the different fields to keep the animals away; now with the electric fencing they are able to stay home together at night.

177. Ultimately the project's impact will need to be assessed years in the future to appropriately consider how the outcomes achieved under the Turkey Forest PAs project have

contributed to Turkey's protected area system, and if this system is adequately supporting biodiversity conservation.

VII. Main Lessons Learned and Recommendations

178. Note that the main conclusions of this evaluation are contained in the discussions under each of the main evaluation criteria in the earlier sections of the report.

A. Lessons from the Experience of the Turkey Forest PAs Project

179. Below are lessons considered by the evaluation team to be some of the more significant lessons drawn from the project experience, but should not necessarily be considered comprehensive. The project team and stakeholders should continue analyzing and drawing on the project experience to identify additional or more comprehensive lessons, and support dissemination of these lessons through documentation in knowledge products. The PIRs include a summary list of project lessons, as indicated in Box 2 at the end of this section.

180. **Lesson:** Expectations for development and integration of protected area business plans need to be clearly justified and based in the national and site context. In the case of the Forest PAs project, stakeholders have indicated that the business planning approach required in the project document was not a particularly relevant tool for KMNP, especially at this stage of development of the national park. Analysis of need and availability of financial resources is important for any protected area, but a "business plan" approach may not be appropriate for some contexts, especially where the government is and is expected to remain the primary source of PA financing. The financial requirements for protected areas do need to be strategically considered by government however. Even in the case where government is the main source of financing, it is important for all protected areas to have a strategic financial plan to secure the financial support necessary. This is important in the context of Turkey because the key basis of the current national fiscal policy in Turkey is dependent on strategic planning and strategic budgeting. Thus the business plan approach can support this, if appropriately adapted. With respect to national budgeting for protected areas, it would be useful for policy-makers to ensure that both the MoFWA, as the implementing institution, and the Ministry of Finance and Ministry of Development, which provide the financial support, take into account the strategic financial plans of protected areas.

181. **Lesson:** The sustainability of project results and scaling up of project good practices can benefit from integration with the long-term plans and strategies of other stakeholders. The Forest PAs project was able to integrate the project objective in the strategies of the relevant regional development agencies, and therefore it is anticipated that the regional agencies will be an ongoing source of support for activities supporting the conservation of biodiversity and sustainable use of resources in KMNP and its buffer zone.

182. **Lesson:** Successful biodiversity conservation and sustainable development requires a Importance of participatory approach. This is a lesson that has been seen innumerable times in biodiversity conservation projects across the world (including throughout the GEF portfolio), and it is a lesson that was only re-enforced by the experience of the Forestry PAs project. Only through a participatory approach was the project able to produce a management plan for the region that has legitimacy and the buy-in of all relevant stakeholders.

183. **Lesson:** To strengthen local community support for a protected area it is important to not only have education and awareness activities, but also to have some practical pilot or demonstration activities on the ground that directly contribute to livelihood benefits. The Forest PAs project was focused on many “process oriented” activities, such as producing the KMNP management plan and supporting the GDF in developing sustainable forest management plans, but the project also included activities with tangible and immediate benefits for local stakeholders. Project stakeholders indicated that these types of activities were at least as important as education and awareness activities in generating community support for the protected area.

Box 2 Project Identified Lessons (Source: 2012 PIR)

1. “Pilot applications program” supported projects have increased local participation and ownership, and empowered effects of the project.
2. Working with a NGO partner has empowered project at national and local level. Additional co-funding was allocated for enhancing national protected area system activities.
3. Building national park visitor centers and entrance gates is an effective tool for public awareness, and increases interest of local decision-makers more increase attention of the local decision-makers.
4. Partnership with national TV channels on documentaries enables us to reach more people. “Turkey’s 9 Forest Hotspots” documentary series reached to nearly 6 million people.
5. For project sustainability and implementation of strategies and plans, partnerships with regional development agencies, which are main development actors in Turkey, are crucial.
6. Organizing first regional workshop on hot topics like “Human-Bear Conflict Management” shows the way to related authorities on preparation of regional strategies and action plans.
7. Experiencing PAN Parks international verification process in Lithuania helped the project management unit for better preparations and a successful verification process. During KMNP PAN Parks international verification process representatives from Kackar Mountains National Park (Firtina Valley forest hot spot) participated to gain experience.
8. Regular participation in annual conferences organized by PAN Parks Fund increased the momentum and support for KMNP PAN Parks certification process.
9. Applying for and being rewarded in “Turkey’s Best Practice for Rio+20” makes project experiences to reach more people in national and international media and conferences.

184. **Lesson:** A lesson related to the above is that oftentimes pilot or demonstration activities can be sufficient to catalyze broader adoption and scaling up. Even if it is not possible to generate benefits for the entire population, activities that produce benefits for at least some community members demonstrate the potential sustainable development benefits a protected area can help catalyze. People need to see to believe. The Forestry PAs project supported two demonstrations of the potential value of electric fencing for agricultural plots to keep animals out to solve human-wildlife conflicts (especially for brown bears), and subsequently an additional 25 plots in 10 villages were funded through other sources.

185. **Lesson:** Given that stakeholder ownership and engagement is critical for success of biodiversity conservation projects, if a project has a long development and approval process it is important to take time after approval to re-engage all key stakeholders. The development process for the Forestry PAs project took many years, and thus once the project was approved a long “inception” period was necessary to re-activate and engage with stakeholders at all levels.

186. **Lesson:** Local communities and governments can see protected areas as tools to catalyze sustainable development. The exact circumstances for all protected areas may vary, but in cases where protected areas are surrounded by human habitation – such as KMNP – it is important to highlight the potential value of protected areas as drivers of sustainable development.

B. Recommendations and Opportunities for Consolidation and Sustainability of Results from the Turkey Forest PAs Project

187. The recommendations from this terminal evaluation are provided below, with the targeted audiences included in brackets after each recommendation. Although the project has ended, there is still scope for recommendations to be followed-up by the project partners and UNDP. In addition to the recommendations relating to the sustainability and results of the project, there are a number of opportunities for future work building on the successes of the project. This evaluation highlights a number of opportunities below, immediately following the recommendations.

188. **Recommendation 1:** The KMNP management plan includes a provision for a Planning Area Advisory Steering Committee as part of the management structure, following on the legacy of the participatory process for developing the management plan. The GDNCNP should ensure the activation of this steering committee in KMNP management operations, for example, with the support of the MoFWM District 10 regional branch (see Recommendation 3 below). This requires that the KMNP management directorate has the capacity necessary to fulfill the secretariat functions for this committee by planning meeting, disseminating documents, and ensuring communication. While it is too late to activate the committee for budgeting and workplanning for 2014, the committee must be activated in 2014 to be able to provide input and feedback on management planning for 2015. *[MoFWM-GDNCNP, MoFWM-District 10 Directorate]*

189. **Recommendation 2:** The KMNP management plan includes planning for an ecological monitoring program for the region, which would support biodiversity conservation through effective management of KMNP and buffer zone. This monitoring program should be implemented as soon as possible. Until adequate resources for monitoring are directly available to the KMNP management directorate, partnerships could be established with universities and other interested parties to bring together all available resources. A community-based monitoring program could also play a role (see “Opportunity C” below). *[MoFWM-KMNP Management Directorate, MoFWM-District 10 Directorate]*

190. **Recommendation 3:** Until the KMNP Management Directorate has the capacity necessary to fully implement the KMNP management plan, a possible interim arrangement would be for KMNP management plan implementation to be supported by the regional branch

of the MoWFM (Forestry and Water Management Directorate for District 10). According to project stakeholders, the regional branch has the capacity to provide support for activating the Planning Area Advisory Steering Committee (see Recommendation 1 above), and to support activities such as initiating a monitoring program through partnerships with universities and other interested parties, to bring together all available resources. This evaluation recommends that the MoFWM enable the regional branch (the District 10 Directorate) to support the KMNP Management Directorate in all necessary matters as the KMNP Management Directorate builds the necessary capacity over time. *[MoFWM, MoFWM-District 10 Directorate, MoFWM-KMNP Management Directorate]*

191. **Recommendation 4:** Multiple aspects of the Forest PAs project can and should be replicated for other national parks and protected areas in Turkey. Most critically is the buffer zone approach, which brought together the government agencies that have mandates in the buffer zone to establish a coordinated approach for sustainable natural resource use in the buffer zone. The second pillar of effective management was the development of the KMNP management plan (covering the buffer zone) through a highly participatory process. These two major elements should be replicated for other national parks and relevant protected areas (e.g. wildlife reserves, special environmental protected areas, etc.). While the MoFWM GDNCNP should continue working on this of its own accord, the replication process could be supported through additional external support (see “Opportunity A” below). *[MoFWM]*

192. **Recommendation 5:** Hydropower plant projects planned for construction within this ecosystem, near the eastern boundary of KMNP, constitute one of the significant environmental threats for the moist Mediterranean forest ecosystem to which KMNP belongs, and which has national and global significance. These planned constructions are a particular threat because there is not a Strategic Environmental Assessment process in place that would consider the cumulative impacts of these facilities on the ecosystem. The MoFWM should consider carrying out a cumulative environmental impact review process to assess the potential negative impact of these facilities on this sensitive ecosystem. The MoWFM should also consider the social views and expectations in the area, about hydropower plant projects. Civil society partners in the region and in Turkey generally should also support this process and continue to advocate for responsible hydropower development, as it does not appear likely that the hydropower developments will otherwise be avoided. 2014 is likely to be a pivotal year for progress of the hydropower proposals and action will need to start early in 2014 to have a chance of influencing the determination process. *[MoFWM, Civil society partners]*

193. **Recommendation 6:** The KMNP management plan should immediately be posted and available on the KMNP website. *[MoFWM-GDNCNP, MoFWM-KMNP Management Directorate, MoFWM-District 10 Directorate, UNDP]*

194. **Recommendation 7:** Future environmental conservation projects that include communication, education, and awareness activities should carry out baseline surveys or studies to track the influence and changing attitudes of target populations over time. *[UNDP]*

195. **Recommendation 8:** While the fact that the KMNP directorate has assumed responsibility for managing the KMNP website is a very positive approach for the project’s exit strategy, there should also be a mechanism instituted for occasional updates to the English portion of the website. This could be as basic as commissioning external translation of a

paragraph quarterly news item, but the website would really benefit if all information about visiting the KMNP region were available in English. Having at least quarterly updates maintains the website's relevance, and ensures the appearance of an actively maintained website. [MoFWM-GDNCNP, MoFWM-KMNP Management Directorate, MoFWM-District 10 Directorate]

196. **Opportunity A:** There is still a need for external support to strengthen Turkey's national system of protected areas to reach a representative and effectively managed national system. The Forest PAs project provided a good foundation and demonstration approach to showcase the possibilities for all protected areas. Even still, management for KMNP still requires significant capacity strengthening, and insufficient management capacity at the individual, institutional and systemic levels is one of the key remaining barriers for Turkey's PAs highlighted in this evaluation. This evaluation sees an opportunity for further external donor support for strengthening Turkey's national system of protected areas. For example, a GEF-funded full-sized project could potentially make a significant contribution to replicating the management plan and buffer zone approach from KMNP at other key protected areas, could help develop a national program of PA management capacity strengthening, could support steps to consolidate and strengthen the institutional and policy frameworks for PAs. UNDP and the MoFWM could discuss the potential for such an initiative in the GEF-6 period. [UNDP, MoFWM]

197. **Opportunity B:** The Forest PAs project helped focus support from the Government of Turkey for micro-solar installations in villages in the buffer zone surrounding KMNP, to help reduce pressure for fuel wood in the region. This is an excellent initiative that provides socio-economic, biodiversity, and climate change benefits. UNDP and the Government of Turkey should explore opportunities for scaling up and replicating this approach at other protected area sites in Turkey, as appropriate. [UNDP, Government of Turkey]

198. **Opportunity C:** KMNP does not currently have an effective environmental monitoring program. The civil society partners and the KMNP management directorate should consider developing a community-based monitoring program as one part of a larger monitoring effort. Community-based monitoring can be a cost-effective way of collecting some basic monitoring data on aspects such as water quality, as inexpensive water quality testing kits are available and non-technical lay persons can easily be trained to use them. Such programs also provide added benefits of increasing environmental awareness, and can even be effectively implemented through grade schools. However, successful startup and implementation of such a program does require significant logistical and organizational effort. Two examples of such programs are:

- c. Georgia (USA) Adopt-a-Stream program, which currently has more than 3,000 volunteers monitoring waters across the state - <http://www.georgiaadoptastream.com/db/Default.asp>
- d. The Cook Inlet keeper Citizen's Environmental Monitoring Program (Alaska, USA) - <http://inletkeeper.org/clean-water/citizen-monitoring>.

[KMNP region civil society partners, MoFWM-KMNP Management Directorate]

199. **Opportunity D:** With the ongoing development and rising profile of the KMNP region, there is an opportunity to initiate a feasibility study for a KMNP-specific local eco-label for products produced in the region in an environmentally friendly manner. Such a licensing/certification scheme could be a valuable component of the overall strategy to

generate increased economic benefits related to the existence of the national park. There are numerous examples of such schemes in Eastern Europe, including from previous UNDP-GEF projects. These include:

- e. “Barycz Valley Recommends” Regional Brand and Trademark (Barycz River Valley, Poland) - <http://www.dbpoleca.barycz.pl/>.
- f. “Beskydy Original Product” Regional Brand and Trademark (Moravia, Czech Republic) - <http://www.regionalni-znacky.cz/beskydy/>.
- g. “Living Tisza” Regional Brand and Trademark (Tisza River Valley, Hungary) - <http://www.elotisza.hu/>.
- h. Additional information and examples on regional branding in Europe can be found at <http://www.regional-products.eu/>.

[KMNP region civil society partners, MoFWM-KMNP Management Directorate]

VIII. Annexes

Annex 1: Evaluation Terms of Reference

Annex 2: GEF Operational Principles

Annex 3: Evaluation Matrix

Annex 4: Interview Guide

Annex 5: Assessment of Turkey Forest PAs Logframe Indicators and Targets

Annex 6: Follow-up of Mid-term Evaluation Recommendations

Annex 7: Evaluation Itinerary and List of Persons Interviewed

Annex 8: Assessment of Mainstreaming of UNDP Program Principles

Annex 9: Documents Reviewed

Annex 1: Terminal Evaluation Terms of Reference

Note: For space considerations and to avoid repetition Annexes A, C, E, F, and G of the TORs have not been included.

INTRODUCTION

In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP support GEF financed projects are required to undergo a terminal evaluation upon completion of implementation. These terms of reference (TOR) sets out the expectations for a Terminal Evaluation (TE) of the project *Improving coverage and management effectiveness of the Protected Area System of Moldova* (PIMS 4016)

The essentials of the project to be evaluated are as follows:

PROJECT SUMMARY TABLE

Project Title:		Improving coverage and management effectiveness of the Protected Area System of Moldova		
GEF Project ID: UNDP-GEF PIMS:	3675 4016		<u>at endorsement (US\$)</u>	<u>at completion (US\$)</u>
UNDP proj. num.: Atlas Project ID: Atlas Output ID:	50699 62742	GEF financing:	950,000	950,000
Country:	Republic of Moldova	IA/EA own:	22,850	45,000
Region:	Europe and CIS	Government:	882,820	935,620
Focal Area:	Biodiversity	Other (Local Public Authorities):	130,000	130,000
FA Objectives, (OP/SP):	SP1	Total co-financing:	1,035,670	1,110,620
Executing Agency:	Ministry of Environment	Total Project Cost:	1,985,670	2,060,620
Other Partners involved:	"Moldsilva" Forest Agency, Local public Authorities	ProDoc Signature (date project began):		14.04.2009
		(Operational) Closing Date:	Proposed: 31 May 2013	Actual: 31 December 2013

OBJECTIVE AND SCOPE

The project was designed to: build the capacity of protected area institutions in Moldova to more effectively establish and administer a representative system of protected areas in Moldova. It will seek to achieve this by: (i) reviewing, revising and reforming the conservation management tenure of the current protected areas; (ii) developing a strategic and operational decision-support tool to support the ongoing consolidation and expansion of the national protected area system; (iii) piloting the establishment of a national park, the first in Moldova, in the Orhei district as a mechanism to rationalize and expand existing, but spatially and institutionally fragmented, protected areas; (iv) reforming and restructuring the governance of, and institutional arrangements for, protected areas; (v) developing national norms and standards, operational guidelines and financing mechanisms for the PAS; (vi) developing protected area planning and management competence and skills of professional and technical staff in the protected area institutions; (vii) designing a national strategic framework for coordinating the implementation of conservation education and awareness programmes; and (viii) implementation of a focused

outreach program in and around Orhei to support the piloted establishment of the National Park in the Orhei district.

The globally significant biodiversity of Moldova is only partially protected through a system of protected areas covering 4.65% of the territory. Under current conditions, the Protected Area System (PAS) of Moldova is not effectively safeguarding the country's unique biodiversity: a number of natural ecosystem processes, habitats and species are not adequately represented in the existing PAS; the capacity of the institutions responsible for the management of the PAS is generally weak; and the value of the PAS to the socio-economic well-being of society is poorly understood and demonstrated.

The TE will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects.

The objectives of the evaluation are to assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming.

EVALUATION APPROACH AND METHOD

An overall approach and method¹² for conducting project terminal evaluations of UNDP supported GEF financed projects has developed over time. The evaluator is expected to frame the evaluation effort using the criteria of **relevance, effectiveness, efficiency, sustainability, and impact**, as defined and explained in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects. A set of questions covering each of these criteria have been drafted and are included with this TOR ([Annex C](#)). The evaluator is expected to amend, complete and submit this matrix as part of an evaluation inception report, and shall include it as an annex to the final report.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Technical Adviser based in the region and key stakeholders. The evaluator is expected to conduct a field mission to *Chisinau, Republic of Moldova*, including the following project sites: *Orhei National Park area and other major protected areas (as required)*. Interviews will be held with the following organizations and individuals at a minimum:

- UNDP Moldova CO
- Ministry of Environment
- "Moldsilva" Forest Agency
- Academy of Science
- Local Public Authorities from Orhei Region at the District and Local levels
- NGO "Ecological Movement of Moldova" and/or other NGO's
- Administration of one of the major protected areas (e.g. Codrui Reserve)

The evaluator will review all relevant sources of information, such as the project document, project reports – including Annual APR/PIR, project budget revisions, midterm review, progress reports, GEF focal area tracking tools, project files, national strategic and legal documents, and any other materials that the evaluator considers useful for this evidence-based assessment. A list of documents that the project team will provide to the evaluator for review is included in [Annex B](#) of this Terms of Reference.

¹² For additional information on methods, see the [Handbook on Planning, Monitoring and Evaluating for Development Results](#), Chapter 7, pg. 163

EVALUATION CRITERIA & RATINGS

An assessment of project performance will be carried out, based against expectations set out in the Project Logical Framework/Results Framework (see [Annex A](#)), which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will at a minimum cover the criteria of: **relevance, effectiveness, efficiency, sustainability and impact**. Ratings must be provided on the following performance criteria. The completed table must be included in the evaluation executive summary. The obligatory rating scales are included in [Annex D](#).

Evaluation Ratings:			
1. Monitoring and Evaluation	rating	2. IA& EA Execution	rating
M&E design at entry		Quality of UNDP Implementation	
M&E Plan Implementation		Quality of Execution - Executing Agency	
Overall quality of M&E		Overall quality of Implementation / Execution	
3. Assessment of Outcomes	rating	4. Sustainability	rating
Relevance		Financial resources:	
Effectiveness		Socio-political:	
Efficiency		Institutional framework and governance:	
Overall Project Outcome Rating		Environmental :	
		Overall likelihood of sustainability:	

PROJECT FINANCE / COFINANCE

The Evaluation will assess the key financial aspects of the project, including the extent of co-financing planned and realized. Project cost and funding data will be required, including annual expenditures. Variances between planned and actual expenditures will need to be assessed and explained. Results from recent financial audits, as available, should be taken into consideration. The evaluator(s) will receive assistance from the Country Office (CO) and Project Team to obtain financial data in order to complete the co-financing table below, which will be included in the terminal evaluation report.

Co-financing (type/source)	UNDP own financing (mill. US\$)		Government (mill. US\$)		Partner Agency (mill. US\$)		Total (mill. US\$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Actual	Actual
Grants								
Loans/Concessions								
• In-kind support								
• Other								
Totals								

MAINSTREAMING

UNDP supported GEF financed projects are key components in UNDP country programming, as well as regional and global programmes. The evaluation will assess the extent to which the project was successfully mainstreamed with other UNDP priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and gender.

IMPACT

The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project

has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements.¹³

CONCLUSIONS, RECOMMENDATIONS & LESSONS

The evaluation report must include a chapter providing a set of **conclusions, recommendations** and **lessons**.

IMPLEMENTATION ARRANGEMENTS

The principal responsibility for managing this evaluation resides with the UNDP CO in the Republic of Moldova. The UNDP CO will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team. The Project Team will be responsible for liaising with the Evaluators team to set up stakeholder interviews, arrange field visits, coordinate with the Government etc.

EVALUATION TIMEFRAME

The total duration of the evaluation will be 20 days according to the following plan:

Activity	Timing	Completion Date
Preparation	4 days	August 30
Evaluation Mission	6 days	September 16 – 21
Draft Evaluation Report	8 days	October 08
Final Report	2 days	October 31

EVALUATION DELIVERABLES

The evaluation team is expected to deliver the following:

Deliverable	Content	Timing	Responsibilities
Inception Report	Evaluator provides clarifications on timing and method	No later than 2 weeks before the evaluation mission.	Evaluator submits to UNDP CO
Presentation	Initial Findings	End of evaluation mission	To project management, UNDP CO
Draft Final Report	Full report, (per annexed template) with annexes	Within 3 weeks of the evaluation mission	Sent to CO, reviewed by RTA, PCU, GEF OFPs
Final Report*	Revised report	Within 1 week of receiving UNDP comments on draft	Sent to CO for uploading to UNDP ERC.

*When submitting the final evaluation report, the evaluator is required also to provide an 'audit trail', detailing how all received comments have (and have not) been addressed in the final evaluation report.

TEAM COMPOSITION

The evaluation team will be composed of one international and one national evaluator. The consultants shall have prior experience in evaluating similar projects. Experience with GEF financed projects is an advantage. The international evaluator will be designated as the team leader and will be responsible for finalizing the evaluation report. The evaluators selected should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities.

¹³ A useful tool for gauging progress to impact is the Review of Outcomes to Impacts (ROtI) method developed by the GEF Evaluation Office: [ROtI Handbook 2009](#)

The Team members must present the following qualifications:

- Minimum 7 years of relevant professional experience
- Knowledge of UNDP and GEF
- Previous experience with results-based monitoring and evaluation methodologies;
- Technical knowledge in the targeted focal area(s)
- Fluent in English both written and spoken; Knowledge of Russian or Romanian will be a strong asset

EVALUATOR ETHICS

Evaluation consultants will be held to the highest ethical standards and are required to sign a Code of Conduct (Annex E) upon acceptance of the assignment. UNDP evaluations are conducted in accordance with the principles outlined in the [UNEG 'Ethical Guidelines for Evaluations'](#)

PAYMENT MODALITIES AND SPECIFICATIONS

The consultants will be hired for maximum 20 days under Individual Contract (IC) with maximum 14 days of home-based work and maximum 6 days of mission to Moldova. DSA payments will be made based actual days spent in Moldova in according to local DSA rate. Fee payments will be made based on following milestones:

%	Milestone
10%	At contract signing
40%	Following submission and approval of the 1ST draft terminal evaluation report
50%	Following submission and approval (UNDP-CO and UNDP RTA) of the final terminal evaluation report

APPLICATION PROCESS

Applicants are requested to apply online (<http://jobs.undp.org> and http://www.undp.md/jobs/current_jobs) by May 24. Individual consultants are invited to submit applications together with their CV for these positions. The application should contain a current and complete C.V. in English with indication of the e-mail and phone contact. Shortlisted candidates will be requested to submit a price offer indicating the total cost of the assignment (including daily fee, per diem and travel costs).

UNDP applies a fair and transparent selection process that will take into account the competencies/skills of the applicants as well as their financial proposals. Qualified women and members of social minorities are encouraged to apply.

Annex A: Project Logical Framework

Annex B: List of Documents to be Reviewed

1. Project document and its annexes;
2. MTE report
3. Project Inception Report;
4. Annual/Quarter work plans;
5. Project financial work plans and expenditure reports;
6. Annual/Quarter operational and progress reports;
7. 2010, 2011 and 2012 UNDP/GEF Project Implementation Reviews (PIR);
8. Minutes of the PSC meetings;
9. Minutes of the stakeholder meetings;
10. 2011 and 2012 Mission reports of the RTS on BD, UNDP RBEC;

11. Mission Reports of International Experts;
12. Reports of International and National Experts
13. Media information;
14. Research results, Maps;
15. Protected area legislation
16. METT and Financial scores for initially assessed PAs
17. GEF Monitoring and Evaluation Policies;
18. Handbook on planning, monitoring and evaluating for development results;
19. Other upon request

Annex C: Evaluation Questions

Annex D: Rating Scales

<i>Ratings for Outcomes, Effectiveness, Efficiency, M&E, Implementation and Execution</i> 6: Highly Satisfactory (HS): no shortcomings 5: Satisfactory (S): minor shortcomings 4: Moderately Satisfactory (MS): moderate shortcomings 3: Moderately Unsatisfactory (MU): significant shortcomings 2: Unsatisfactory (U): major problems 1: Highly Unsatisfactory (HU): severe problems	<i>Sustainability Ratings</i> 4. Likely (L): negligible risks to sustainability 3. Moderately Likely (ML): moderate risks 2. Moderately Unlikely (MU): significant risks 1. Unlikely (U): severe risks	<i>Relevance Ratings</i> 2. Relevant (R) 1. Not relevant (NR) <i>Impact Ratings</i> 3. Significant (S): Large-scale impacts 2. Minimal (M): Site-based impacts 1. Negligible (N): Little or no impacts
<i>Additional ratings where appropriate</i> Not Applicable (N/A) Unable to Assess (U/A)		

Annex E: Evaluation Consultant Code of Conduct and Agreement Form

Annex F: Evaluation Report Outline

Annex G: Evaluation Report Clearance Form

Annex 2: Evaluation Criteria and Matrix

Primary GEF and UNDP Evaluation Criteria¹⁴

Relevance
<ul style="list-style-type: none"> The extent to which the activity is suited to local and national development priorities and organizational policies, including changes over time. The extent to which the project is in line with the GEF Operational Programs or strategic priorities under which the project was funded. Note: Retrospectively, the question of relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances.
Effectiveness
<ul style="list-style-type: none"> The extent to which an objective has been achieved or how likely it will be achieved.
Efficiency
<ul style="list-style-type: none"> The extent to which results have been delivered with the least costly resources possible; also called cost-effectiveness or efficacy.
Results
<ul style="list-style-type: none"> The positive and negative, foreseen and unforeseen changes to and effects produced by a development intervention. In GEF terms, results include direct project outputs, short to medium-term outcomes, and longer-term impact including global environmental benefits, replication effects and other local effects.
Sustainability
<ul style="list-style-type: none"> The likely ability of an intervention to continue to deliver benefits for an extended period of time after completion. Projects need to be environmentally, as well as financially and socially sustainable.

Evaluation Questions	Indicators	Sources	Data Collection Method
Evaluation Criteria: Relevance			
<ul style="list-style-type: none"> Did the project's objective align with the priorities of the local government and local communities? 	<ul style="list-style-type: none"> Level of coherence between project objective and stated priorities of local stakeholders 	<ul style="list-style-type: none"> Local stakeholders Document review of local development strategies, environmental policies, etc. 	<ul style="list-style-type: none"> Local level field visit interviews Desk review
<ul style="list-style-type: none"> Did the project's objective fit within the national environment and development priorities? 	<ul style="list-style-type: none"> Level of coherence between project objective and national policy priorities and strategies, as stated in official documents 	<ul style="list-style-type: none"> National policy documents, such as National Biodiversity Strategy and Action Plan, National Capacity Self-Assessment, etc. 	<ul style="list-style-type: none"> Desk review National level interviews

¹⁴ Source: UNDP. 2012. "Project-level Evaluation: Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-financed Projects."

Evaluation Questions	Indicators	Sources	Data Collection Method
<ul style="list-style-type: none"> Did the project concept originate from local or national stakeholders, and/or were relevant stakeholders sufficiently involved in project development? 	<ul style="list-style-type: none"> Level of involvement of local and national stakeholders in project origination and development (number of meetings held, project development processes incorporating stakeholder input, etc.) 	<ul style="list-style-type: none"> Project staff Local and national stakeholders Project documents 	<ul style="list-style-type: none"> Field visit interviews Desk review
<ul style="list-style-type: none"> Did the project objective fit GEF strategic priorities? 	<ul style="list-style-type: none"> Level of coherence between project objective and GEF strategic priorities (including alignment of relevant focal area indicators) 	<ul style="list-style-type: none"> GEF strategic priority documents for period when project was approved Current GEF strategic priority documents 	<ul style="list-style-type: none"> Desk review
<ul style="list-style-type: none"> Did the project's objective support implementation of the Convention on Biological Diversity? Other relevant MEAs? 	<ul style="list-style-type: none"> Linkages between project objective and elements of the CBD, such as key articles and programs of work 	<ul style="list-style-type: none"> CBD website National Biodiversity Strategy and Action Plan 	<ul style="list-style-type: none"> Desk review
Evaluation Criteria: Efficiency			
<ul style="list-style-type: none"> Was the project cost-effective? 	<ul style="list-style-type: none"> Quality and adequacy of financial management procedures (in line with GEF Agency and national policies, legislation, and procedures) Financial delivery rate vs. expected rate Management costs as a percentage of total costs 	<ul style="list-style-type: none"> Project documents Project staff 	<ul style="list-style-type: none"> Desk review Interviews with project staff
<ul style="list-style-type: none"> Were expenditures in line with international standards and norms? 	<ul style="list-style-type: none"> Cost of project inputs and outputs relative to norms and standards for donor projects in the country or region 	<ul style="list-style-type: none"> Project documents Project staff 	<ul style="list-style-type: none"> Desk review Interviews with project staff
<ul style="list-style-type: none"> Was the project implementation approach efficient for delivering the planned project results? 	<ul style="list-style-type: none"> Adequacy of implementation structure and mechanisms for coordination and communication Planned and actual level of human resources available Extent and quality of engagement with relevant partners Quality and adequacy of project monitoring mechanisms (oversight bodies' input, quality and timeliness of reporting, etc.) 	<ul style="list-style-type: none"> Project documents National and local stakeholders Project staff 	<ul style="list-style-type: none"> Desk review Interviews with project staff Interviews with national and local stakeholders

Evaluation Questions	Indicators	Sources	Data Collection Method
<ul style="list-style-type: none"> Was the project implementation delayed? If so, did that affect cost-effectiveness? 	<ul style="list-style-type: none"> Project milestones in time Planned results affected by delays Required project adaptive management measures related to delays 	<ul style="list-style-type: none"> Project documents Project staff 	<ul style="list-style-type: none"> Desk review Interviews with project staff
<ul style="list-style-type: none"> What was the contribution of cash and in-kind co-financing to project implementation? 	<ul style="list-style-type: none"> Level of cash and in-kind co-financing relative to expected level 	<ul style="list-style-type: none"> Project documents Project staff 	<ul style="list-style-type: none"> Desk review Interviews with project staff
<ul style="list-style-type: none"> To what extent did the project leverage additional resources? 	<ul style="list-style-type: none"> Amount of resources leveraged relative to project budget 	<ul style="list-style-type: none"> Project documents Project staff 	<ul style="list-style-type: none"> Desk review Interviews with project staff
Evaluation Criteria: Effectiveness			
<ul style="list-style-type: none"> Are the project objectives likely to be met? To what extent are they likely to be met? 	<ul style="list-style-type: none"> Level of progress toward project indicator targets relative to expected level at current point of implementation 	<ul style="list-style-type: none"> Project documents Project staff Project stakeholders 	<ul style="list-style-type: none"> Field visit interviews Desk review
<ul style="list-style-type: none"> What were the key factors contributing to project success or underachievement? 	<ul style="list-style-type: none"> Level of documentation of and preparation for project risks, assumptions and impact drivers 	<ul style="list-style-type: none"> Project documents Project staff Project stakeholders 	<ul style="list-style-type: none"> Field visit interviews Desk review
<ul style="list-style-type: none"> What are the key risks and barriers that remain to achieve the project objective and generate Global Environmental Benefits? 	<ul style="list-style-type: none"> Presence, assessment of, and preparation for expected risks, assumptions and impact drivers 	<ul style="list-style-type: none"> Project documents Project staff Project stakeholders 	<ul style="list-style-type: none"> Field visit interviews Desk review
<ul style="list-style-type: none"> Are the key assumptions and impact drivers relevant to the achievement of Global Environmental Benefits likely to be met? 	<ul style="list-style-type: none"> Actions undertaken to address key assumptions and target impact drivers 	<ul style="list-style-type: none"> Project documents Project staff Project stakeholders 	<ul style="list-style-type: none"> Field visit interviews Desk review
Evaluation Criteria: Results			
<ul style="list-style-type: none"> Have the planned outputs been produced? Have they contributed to the project outcomes and objectives? 	<ul style="list-style-type: none"> Level of project implementation progress relative to expected level at current stage of implementation Existence of logical linkages between project outputs and outcomes/impacts 	<ul style="list-style-type: none"> Project documents Project staff Project stakeholders 	<ul style="list-style-type: none"> Field visit interviews Desk review
<ul style="list-style-type: none"> Are the anticipated outcomes likely to be achieved? Are the outcomes likely to contribute to the achievement of the project 	<ul style="list-style-type: none"> Existence of logical linkages between project outcomes and impacts 	<ul style="list-style-type: none"> Project documents Project staff Project stakeholders 	<ul style="list-style-type: none"> Field visit interviews Desk review

Evaluation Questions	Indicators	Sources	Data Collection Method
objective?			
<ul style="list-style-type: none"> Are impact level results likely to be achieved? Are the likely to be at the scale sufficient to be considered Global Environmental Benefits? 	<ul style="list-style-type: none"> Environmental indicators Level of progress through the project's Theory of Change 	<ul style="list-style-type: none"> Project documents Project staff Project stakeholders 	<ul style="list-style-type: none"> Field visit interviews Desk review
Evaluation Criteria: Sustainability			
<ul style="list-style-type: none"> To what extent are project results likely to be dependent on continued financial support? What is the likelihood that any required financial resources will be available to sustain the project results once the GEF assistance ends? 	<ul style="list-style-type: none"> Financial requirements for maintenance of project benefits Level of expected financial resources available to support maintenance of project benefits Potential for additional financial resources to support maintenance of project benefits 	<ul style="list-style-type: none"> Project documents Project staff Project stakeholders 	<ul style="list-style-type: none"> Field visit interviews Desk review
<ul style="list-style-type: none"> Do relevant stakeholders have or are likely to achieve an adequate level of "ownership" of results, to have the interest in ensuring that project benefits are maintained? 	<ul style="list-style-type: none"> Level of initiative and engagement of relevant stakeholders in project activities and results 	<ul style="list-style-type: none"> Project documents Project staff Project stakeholders 	<ul style="list-style-type: none"> Field visit interviews Desk review
<ul style="list-style-type: none"> Do relevant stakeholders have the necessary technical capacity to ensure that project benefits are maintained? 	<ul style="list-style-type: none"> Level of technical capacity of relevant stakeholders relative to level required to sustain project benefits 	<ul style="list-style-type: none"> Project documents Project staff Project stakeholders 	<ul style="list-style-type: none"> Field visit interviews Desk review
<ul style="list-style-type: none"> To what extent are the project results dependent on socio-political factors? 	<ul style="list-style-type: none"> Existence of socio-political risks to project benefits 	<ul style="list-style-type: none"> Project documents Project staff Project stakeholders 	<ul style="list-style-type: none"> Field visit interviews Desk review
<ul style="list-style-type: none"> To what extent are the project results dependent on issues relating to institutional frameworks and governance? 	<ul style="list-style-type: none"> Existence of institutional and governance risks to project benefits 	<ul style="list-style-type: none"> Project documents Project staff Project stakeholders 	<ul style="list-style-type: none"> Field visit interviews Desk review
<ul style="list-style-type: none"> Are there any environmental risks that can undermine the future flow of project impacts and Global Environmental Benefits? 	<ul style="list-style-type: none"> Existence of environmental risks to project benefits 	<ul style="list-style-type: none"> Project documents Project staff Project stakeholders 	<ul style="list-style-type: none"> Field visit interviews Desk review

Annex 3. GEF Operational Principles

<http://www.gefweb.org/public/opstrat/ch1.htm>

TEN OPERATIONAL PRINCIPLES FOR DEVELOPMENT AND IMPLEMENTATION OF THE GEF'S WORK PROGRAM

1. For purposes of the financial mechanisms for the implementation of the Convention on Biological Diversity and the United Nations Framework Convention on Climate Change, the GEF will **function under the guidance of, and be accountable to, the Conference of the Parties (COPs)**. For purposes of financing activities in the focal area of ozone layer depletion, GEF operational policies will be consistent with those of the Montreal Protocol on Substances that Deplete the Ozone Layer and its amendments.
2. The GEF will provide new, and additional, grant and concessional funding to meet the agreed **incremental costs** of measures to achieve agreed global environmental benefits.
3. The GEF will ensure the **cost-effectiveness** of its activities to maximize global environmental benefits.
4. The GEF will fund projects that are **country-driven** and based on national priorities designed to support sustainable development, as identified within the context of national programs.
5. The GEF will maintain sufficient **flexibility** to respond to changing circumstances, including evolving guidance of the Conference of the Parties and experience gained from monitoring and evaluation activities.
6. GEF projects will provide for **full disclosure** of all non-confidential information.
7. GEF projects will provide for consultation with, and **participation** as appropriate of, the beneficiaries and affected groups of people.
8. GEF projects will conform to the **eligibility** requirements set forth in paragraph 9 of the GEF Instrument.
9. In seeking to maximize global environmental benefits, the GEF will emphasize its **catalytic role** and leverage additional financing from other sources.
10. The GEF will ensure that its programs and projects are **monitored and evaluated** on a regular basis.

Annex 4: Interview Guide

Overview: The questions under each topic area are intended to assist in focusing discussion to ensure consistent topic coverage and to structure data collection, and are not intended as verbatim questions to be posed to interviewees. When using the interview guide, the interviewer should be sure to target questions at a level appropriate to the interviewee. The interview guide is one of multiple tools for gathering evaluative evidence, to complement evidence collected through document reviews and other data collection methods; in other words, the interview guide does not cover all evaluative questions relevant to the evaluation.

Key

Bold = GEF Evaluation Criteria

Italic = GEF Operational Principles

I. PLANNING / PRE-IMPLEMENTATION

A. **Relevance**

- i. Did the project's objectives fit within the priorities of the local government and local communities?
- ii. Did the project's objectives fit within national priorities?
- iii. Did the project's objectives fit GEF strategic priorities?
- iv. Did the project's objectives support implementation of the relevant multi-lateral environmental agreement?

B. *Incremental cost*

- i. Did the project create environmental benefits that would not have otherwise taken place?
- ii. Does the project area represent an example of a globally significant environmental resource?

C. *Country-drivenness / Participation*

- i. How did the project concept originate?
- ii. How did the project stakeholders contribute to the project development?
- iii. Do local and national government stakeholders support the objectives of the project?
- iv. Do the local communities support the objectives of the project?
- v. Are the project objectives in conflict with any national level policies?

D. Monitoring and Evaluation Plan / Design (*M&E*)

- i. Were monitoring and reporting roles clearly defined?
- ii. Was there either an environmental or socio-economic baseline of data collected before the project began?

II. MANAGEMENT / OVERSIGHT

A. Project management

- i. What were the implementation arrangements?
- ii. Was the management effective?
- iii. Were workplans prepared as required to achieve the anticipated outputs on the required timeframes?

- iv. Did the project develop and leverage the necessary and appropriate partnerships with direct and tangential stakeholders?
- v. Were there any particular challenges with the management process?
- vi. If there was a steering or oversight body, did it meet as planned and provide the anticipated input and support to project management?
- vii. Were risks adequately assessed during implementation?
- viii. Did assumptions made during project design hold true?
- ix. Were assessed risks adequately dealt with?
- x. Was the level of communication and support from the implementing agency adequate and appropriate?

B. Flexibility

- i. Did the project have to undertake any adaptive management measures based on feedback received from the M&E process?
- ii. Were there other ways in which the project demonstrated flexibility?
- iii. Were there any challenges faced in this area?

C. Efficiency (cost-effectiveness)

- i. Was the project cost-effective?
- ii. Were expenditures in line with international standards and norms?
- iii. Was the project implementation delayed?
- iv. If so, did that affect cost-effectiveness?
- v. What was the contribution of cash and in-kind co-financing to project implementation?
- vi. To what extent did the project leverage additional resources?

D. Financial Management

- i. Was the project financing (from the GEF and other partners) at the level foreseen in the project document?
- ii. Were there any problems with disbursements between implementing and executing agencies?
- iii. Were financial audits conducted with the regularity and rigor required by the implementing agency?
- iv. Was financial reporting regularly completed at the required standards and level of detail?
- v. Did the project face any particular financial challenges such as unforeseen tax liabilities, management costs, or currency devaluation?

E. Co-financing (catalytic role)

- i. Was the in-kind co-financing received at the level anticipated in the project document?
- ii. Was the cash co-financing received at the level anticipated in the project document?
- iii. Did the project receive any additional unanticipated cash support after approval?
- iv. Did the project receive any additional unanticipated in-kind support after approval?

F. Monitoring and Evaluation (M&E)

- i. Project implementation M&E

- a. Was the M&E plan adequate and implemented sufficiently to allow the project to recognize and address challenges?
 - b. Were any unplanned M&E measures undertaken to meet unforeseen shortcomings?
 - c. Was there a mid-term evaluation?
 - d. How were project reporting and monitoring tools used to support adaptive management?
 - ii. Environmental and socio-economic monitoring
 - a. Did the project implement a monitoring system, or leverage a system already in place, for environmental monitoring?
 - b. What are the environmental or socio-economic monitoring mechanisms?
 - c. Have any community-based monitoring mechanisms been used?
 - d. Is there a long-term M&E component to track environmental changes?
 - e. If so, what provisions have been made to ensure this is carried out?
- E. *Full disclosure*
 - i. Did the project meet this requirement?
 - ii. Did the project face any challenges in this area?

III. ACTIVITIES / IMPLEMENTATION

A. Effectiveness

- i. How have the stated project objectives been met?
- ii. To what extent have the project objectives been met?
- iii. What were the key factors that contributed to project success or underachievement?
- iv. Can positive key factors be replicated in other situations, and could negative key factors have been anticipated?

B. Stakeholder involvement and public awareness (*participation*)

- i. What were the achievements in this area?
- ii. What were the challenges in this area?
- iii. How did stakeholder involvement and public awareness contribute to the achievement of project objectives?

IV. RESULTS

A. Outputs

- i. Did the project achieve the planned outputs?
- ii. Did the outputs contribute to the project outcomes and objectives?

B. Outcomes

- i. Were the anticipated outcomes achieved?
- ii. Were the outcomes relevant to the planned project impacts?

C. Impacts

- i. Was there a logical flow of inputs and activities to outputs, from outputs to outcomes, and then to impacts?
- ii. Did the project achieve its anticipated/planned impacts?
- iii. Why or why not?

- iv. If impacts were achieved, were they at a scale sufficient to be considered Global Environmental Benefits?
 - v. If impacts or Global Environmental Benefits have not yet been achieved, are the conditions (enabling environment) in place so that they are likely to eventually be achieved?
 - D. Replication strategy, and documented replication or scaling-up (*catalytic role*)
 - i. Did the project have a replication plan?
 - ii. Was the replication plan “passive” or “active”?
 - iii. Is there evidence that replication or scaling-up occurred within the country?
 - iv. Did replication or scaling-up occur in other countries?
- V. LESSONS LEARNED
 - A. What were the key lessons learned in each project stage?
 - B. In retrospect, would the project participants have done anything differently?
- VI. SUSTAINABILITY
 - A. Financial
 - i. To what extent are the project results dependent on continued financial support?
 - ii. What is the likelihood that any required financial resources will be available to sustain the project results once the GEF assistance ends?
 - iii. Was the project successful in identifying and leveraging co-financing?
 - iv. What are the key financial risks to sustainability?
 - B. Socio-Political
 - i. To what extent are the project results dependent on socio-political factors?
 - ii. What is the likelihood that the level of stakeholder ownership will allow for the project results to be sustained?
 - iii. Is there sufficient public/stakeholder awareness in support of the long-term objectives of the project?
 - iv. What are the key socio-political risks to sustainability?
 - C. Institutions and Governance
 - i. To what extent are the project results dependent on issues relating to institutional frameworks and governance?
 - ii. What is the likelihood that institutional and technical achievements, legal frameworks, policies and governance structures and processes will allow for the project results to be sustained?
 - iii. Are the required systems for accountability and transparency and the required technical know-how in place?
 - iv. What are the key institutional and governance risks to sustainability?
 - D. Ecological
 - i. Are there any environmental risks that can undermine the future flow of project impacts and Global Environmental Benefits?

Annex 5: Assessment of Turkey Forest PAs Logframe Indicators and Targets

Table 5 Turkey Forest PAs Project Results Framework Level of Achievement

Description	Description of Indicator	Baseline Level	Target Level at end of project	Level at 30 June 2009	Level at 30 June 2010	Level at 30 June 2012	TE Assessment
Objective: To enhance coverage and management effectiveness of the Forest Protected Areas (FPAs) through demonstrating cost-effective approaches for effective conservation and sustainable resource management at Küre Mountains National Park and taking initial steps towards the replication of this model at the remaining eight forest hot spots	Surface of globally significant habitats (grasslands, old growth forests) under conservation management (either legal protection or under sustainable forest management)	37,000 ha	600,000 ha	421,000 ha	492,921 ha	603,452 ha	It is not clear what the target level for this indicator refers to, and the baseline is also not correct. Although KMNP (covering 37,753 ha) was established prior to the project, it did not have a sufficiently functioning conservation management regime (i.e. METT baseline of 31). If we take the indicator to refer only to the forest hotspots, the baseline could be considered as zero, although a more detailed assessment of the effectiveness of management of the other forest "hotspots" would be required. The project succeeded in establishing the conservation management regime for KMNP (37,753), and sustainable forest management for the buffer

Description	Description of Indicator	Baseline Level	Target Level at end of project	Level at 30 June 2009	Level at 30 June 2010	Level at 30 June 2012	TE Assessment
							zone (134,366). The project may have secondary influence on the other forest hotspots and the other national parks, but this has not been documented.
	Proportion of 9 forest hot spots under legal protection	0.1	1	66,6 % (forest hotspots with more than 20% legal protection status: Baba Dağı, Datça-Bozburun Peninsula, Firtına Valley, Istanbul Forests, Yenice Forests, Küre Mountains)	66,6%	66.6%	According to information in the project document, the forest "hotspots" cover approximately 1.19 million ha, and of this, approximately 345,000 ha had some form of protected status at the time of project development, while the remainder was mainly managed production forests. This equates to 28.9%. The project did not formally change the degree of legal protection for KMNP or the buffer zone, and did not aim to change the level of protection of the other forest "hotspots".
	Forest management performance at the 9 forest hot spots, as measured with METT	The baseline will be assessed at the beginning of implementation phase	Performance score increased by 15%	Baseline yet to be established	Baseline: Küre Mountains Forest Hotspot (Küre Mountains National Park - 2005: 31)	Küre Mountains Forest Hotspot (Küre Mountains National Park - 2012: 72,04) Performance	Concur with self-reported results.

Description	Description of Indicator	Baseline Level	Target Level at end of project	Level at 30 June 2009	Level at 30 June 2010	Level at 30 June 2012	TE Assessment
					<p>Datca and Bozburun Peninsula Forest Hotspot (Datca and Bozburun Peninsula SEPA- 2008: 58; Gokova SEPA - 2008: 57)</p> <p>Amanos Mountains Forest Hotspot – 2007: 38</p> <p>Karcil Mountains Forest Hotspot (Camili Biosphere Reserve – 2007: 64)</p> <p>[A national training workshop will be held in second half of 2010 to establish a national METT system for national parks in Turkey]</p>	score increased by 132% in the project timeline.	
	Number of local women producing traditional products and their total income	Baseline data will be assessed at the beginning of implementation	Income rate: increase by 10% in 3 years. No. of participating women: increase by 5% in 3 years	Baseline yet to be established	<p>Baseline 2009: average income rate of women per month is 250 TL (due to natural resources collection seasons) No. Of participating women is over 2%</p> <p>Level at 30 June 2010: average income rate of women per month is 250 TL No. of participating women is over 6%.</p> <p>Project aims to increase average income to 300 TL through ecotourism home lodging</p>	Average income rate of women per month is 300 TL. No. Of participation women is over 6%.	This indicator does not appear to be directly related to the project's work, though such an indicator would be relevant to the long-term overall objective of effective conservation and sustainable development in KMNP and buffer zone. It is not clear how the number of women participating would be defined, since production of traditional products is

Description	Description of Indicator	Baseline Level	Target Level at end of project	Level at 30 June 2009	Level at 30 June 2010	Level at 30 June 2012	TE Assessment
					activities.		typically not a full-time occupation. There may have been an increase in average income, but it does not appear likely to be a result of the project. Further, the annual rate of inflation in Turkey has averaged approximately 8% from 2008 through 2013, and thus a value of 250 TL would be approximately 397 TL in 2013, just based on inflation.
	The overall performance of the national PA system (specially forest PA) using WWF's Rapid Assessment and Prioritization of PA Management Methodology (RAPPAM) which is based on the WCPA framework	The baseline will be assessed within in the first year.	Performance score increased by 10% at the end of the project	Baseline yet to be established	RAPPAM assessment was carried out in 2009 and comparisons were made with 2005 implementation. There is no performance score in RAPPAM analyses. The results show that increase in number and surface area of protected areas and acceleration in management planning processes are the main achievements since 2005.	"Monitoring and Evaluation System of Turkey's National Parks System" is established and started METT process for 41 national parks. This process will be finalized in 2012.	Concur with self-reported results. Overall results for the 41 national parks was not reported to the terminal evaluation.
Outcome 1: Cost-effective conservation management approaches for forest protected areas are implemented at Küre Mountains National Park	Use of business methods at Küre MNP level and existence of a PA performance monitoring system	There is no business planning at Küre MNP level and no institutionalized PA performance monitoring system	Business planning is an integral part of PA management, supported by an M&E system at the park level	No business plan yet	Draft business plan is prepared. Draft will be finalised in parallel to KMNP management plan.	Draft business plan is inserted in Küre Mountains National Park management plan.	Concur with self-reported results. According to project stakeholders the business plan has been integrated with the KMNP management

Description	Description of Indicator	Baseline Level	Target Level at end of project	Level at 30 June 2009	Level at 30 June 2010	Level at 30 June 2012	TE Assessment
(KMNP)							plan. However, it is not clear how useful this output has been.
	Available funds are in line with management requirements	Available funds cannot cover management costs of effective protection	Management costs are being covered through national funding sources in line with a financial plan	No financial plan yet	Draft financial business plan is prepared. Draft will be finalised in parallel to KMNP management plan. The management costs are being allocated by the central bodies in accordance to this draft plan.	Küre Mountains National Park Directorate is established and working on effective budgeting and developing new follow up projects.	The government does provide the current management budget. However, the number of staff allocated for the KMNP management directorate is approximately 1/7 th the number required. With additional staff the KMNP would also be able to mobilize a larger operations and capital expenditures budget.
Outcome 2: Sustainable natural resource management is demonstrated in the buffer area of Küre Mountain National Park	Use of sustainable forest management approaches in the buffer area of KMNP is institutionalized by the Department of Forestry as a tool for sustainable natural resource management to be used in all forest PAs	No sustainable forest management guidelines applied in Küre and other forest hotspots	Sustainable forest management guidelines developed and implemented at KMNP and institutionalized by the Department of Forestry as a tool for sustainable natural resource management to be used in all forest PAs	Process for 4 forestry units in KMNP buffer zone is initiated.	Draft sustainable forest management guidelines were prepared and pilot implementation are carried out in KMNP buffer zone. Sustainable forest management guidelines for forest protected areas will be prepared during the ecosystem-based multifunctional forest management planning process of the national park.	Sustainable forest management plan guidelines were developed. Stemming from the Küre experience, 3 new forestry functions are listed in the national forestry management planning scheme (GDF wildlife reserves, biodiversity conservation reserves, landscape protection). KMNP ecosystem-based multifunctional forest management plan is in action	Concur with self-reported results.

Description	Description of Indicator	Baseline Level	Target Level at end of project	Level at 30 June 2009	Level at 30 June 2010	Level at 30 June 2012	TE Assessment
						for forest conservation and management in the national park.	
	Extent and percentage of forest area under comprehensive sustainable forest management plan	0 hectares of forest in the buffer zone is under SFM	40% of forest area is under SFM	The work has just been initiated	35% - 28.421 ha There are 17 forest subdistricts in the KMNP buffer zone. With 5 forest subdistrict ecosystem-based multifunctional forest management plans done under this project, totally 7 of them have sustainable forest management plans. Sustainable forest management process for 9 remaining forest subdistricts has been initiated in 2010. At the end of the project nearly 95% of the buffer zone will be under SFM. The forestry officials try to enlarge the buffer zone with SFM applications.	100%. All buffer zone is under SFM. Ecosystem-based multifunctional forest management plans for all 17 forest subdistricts are in action.	Concur with self-reported results.
	Female participation percentage in training programmes related to productive and conservation activities	5% participation	At least 20% females at the end of project	Around 10 % participation for the project meetings	Over 20% (participation in meetings, trainings, etc.; in ecotourism, home lodging trainings it was 86%)	Nearly 30%	Concur with self-reported results. Verified through review of the aggregate attendance statistics of project meetings and workshops.

Description	Description of Indicator	Baseline Level	Target Level at end of project	Level at 30 June 2009	Level at 30 June 2010	Level at 30 June 2012	TE Assessment
	Area of degraded forest land	40000 hectares	5% decline in degraded forest areas	The work has just been initiated	Percentage to be determined The forest cover in the region is enlarged after NP declaration and accelerated with high level of migration. So the degraded forest level is decreased and it is difficult to find areas for reforestation. So this target has already be met by natural forces. Reforestation work for 90 ha in the northern part is started. When the forest management plans are completed, the exact percentage of degraded forests will be determined.	More than 5% decline in degraded forest areas of the national park since all forests are legally protected and improved their status. In the buffer zone, afforestation activities to support wildlife species were carried out as exemplary actions in Turkey.	Concur with self-reported results.
	Local population percentage generating income form alternative livelihoods	70% of local population depends on resource harvest from the forest to generate income	At least 5% of local population is generating income from alternative livelihoods	0.01	At least 3% (This ratio will increase by local grants and cooperation with local directorates of Turkish Employment Organization)	At least 4 %. Pilot Application Programme impacts will be seen more effectively at the next years.	Concur with self-reported results, but unclear how this is assessed, as there does not appear to be clear documentation of the total population in the buffer zone.
	Local population percentage meeting fuel needs from renewable energy resources	70% local populations rely on the forest to meet fuel needs	At least 2% of local population meets fuel needs from non-forest sources	The work has just been initiated	Over 4% of local population (in the buffer zone is supported for solar energy heating systems by General Directorate of Forest-Village Relations)	8,39%. Ministry support forest villagers for solar heating energy systems, which reduce forest resources usage for water heating.	Concur with self-reported results.
Outcome 3: Lessons learned from demonstration work at KMNP are disseminated to the other forest hot	Capacity increase rate for the staff working in the nine forest sites	The conservation management capacity of the staff responsible for forest sites is very low	The capacity is increased by 60%	Related staffs are invited to the trainings, which will start soon.	Capacity assessment analyses were done and the training programmes are drafted. The training will be held in October	Trainings and on-site workshops were organized specifically for Yenice and Karçal Mountains hotspots. The	Trainings and other capacity strengthening activities were carried out, but unclear how capacity increase was assessed. If

Description	Description of Indicator	Baseline Level	Target Level at end of project	Level at 30 June 2009	Level at 30 June 2010	Level at 30 June 2012	TE Assessment
spots in Turkey, contributing to the maturation of the national protected area system					when the forest fire season is over.	capacity increased by over 50%.	assessed through a simple post-exercise survey, this would not really be adequate to provide a results-focused documentation of results.
	Instances of "methodology replication" at other sites	0	By project end, 3 recorded instances of 'methodology replication' at GtE sites or elsewhere (supported through leveraged co-financing)	0	1 (Forest subdistricts in Yenice forest hotspot have been planned through an ecosystem-based multifunctional forest management plan. Rapid ecological assessment and participatory management planning process in various wildlife reserves located in other forest hotspots are under implementation).	2. Yenice Forests Sustainable Tourism Development Strategy and Camili Biosphere Reserve (located in Karcil Mountains Hotspot) Management Strategy were produced as a result of Küre Mountains National Park experiences.	Concur with self-reported results. Results from KMNP not fully replicated in other sites, but some initiation of the replication of certain activities. In addition, some project activities have been replicated at the national level, such as the application of the METT to all national parks.

Annex 6. Turkey Forest PAs Project Follow-up on Mid-term Evaluation Recommendations

Recommendation	Follow-up
Main Recommendations	
<p>Recommendation 1</p> <ul style="list-style-type: none"> - Level of local participation in the planning process, - The degree to which this participation will continue to the implementation to these plans, <p><i>Project engages an external facilitator to drive local community (further beyond muhtars) and civic institutional participation in the planning process.</i></p>	<p>Completed. The KMNP management plan process appears to have been highly participatory, including at the local level. There remains a need to continue this local level participatory approach, as identified in the recommendations from this evaluation.</p>
<p>Recommendation 2</p> <ul style="list-style-type: none"> - The need for a strategic vision and plan to guide the various planning agencies (State Hydraulic Works, Municipalities, General Directorates of Highways etc.) as well as forest villages within the buffer zone area, <p><i>Current Forest Management Plans have a limited strategic vision due to the sequencing in the Project Work Plan. A strategic planning structure is necessary to include the multiplicity of interest involved in land use in the buffer Zone. The first task would be to develop the strategic vision of the buffer Zone.</i></p> <p><i>This planning structure would also need to regularly monitor and evaluate the implementation and effectiveness of land use planning and management within the buffer Zone to ensure that management is adaptive in light of experience and changing circumstances.</i></p> <p><i>The Project should consider the planning structure established for the Yildiz Mountains Biosphere in 2009 and see what lessons might be used to develop a buffer zone planning committee or similar body.</i></p>	<p>Completed. The KMNP management plan serves as the strategic vision for the region, including for the buffer zone. There always will be a multiplicity of government agencies with mandates in the region, but since local level government was involved in the development of the KMNP management plan, and the plan has been approved at the ministerial level, there should be sufficient oversight and guidance for general land use in the region. There will, however, always remain a need for vigilant oversight of implementation of the plan, as well as regular updating, and continued engagement of all stakeholders.</p>
<p>Recommendation 3</p> <ul style="list-style-type: none"> - Strengthening natural resource governance within the buffer zone area (cost and benefit of conservation management, authority and responsibility for resource management, pricing and tenure of natural resources), <p><i>The Project should identify a small number of forest villagers and focus its attention on activities to develop pilot (experimental) village level resource management plans within the framework of the Forest Management Plan.</i></p> <p><i>To have relevance and ownership at the Forest Village level the plan should include all aspects of the Forest Villagers livelihoods and reflect the degree of collective decision-making and conflict resolution that may exist within the local community. An important principle should be that the unit for collective management should be as small as practicable and functionally efficient within ecological and socio-political constraints. From a</i></p>	<p>Completed.</p>

Recommendation	Follow-up
<p><i>social dynamics perspective scale is an important consideration; large-scale externally imposed structures tend to be ineffective, increasing the potential for corruption, evasion of responsibility and lethargy in respect of broad participation. Where collective management structures are based on existing collective decision-making structures and are at a scale that ensures regular contact of the members, it becomes possible to enforce conformity to rules through peer pressure and control individual actions through collective sanction.</i></p> <p><i>Some principles for developing community-based resource management are given in Annex 7. The purpose of this level of planning is to place the decision-making process (within the larger objectives of the FMP) at a level that empowers Forest Villagers to make decisions about their resource management.</i></p> <p><i>Consideration should be given to engaging an external contractor to facilitate this process and could be linked to increasing the participation (Recommendation 1). Designing collaborative management systems involves considerable negotiation between state and community and an external facilitator can afford to take a neutral position on contentious issues in order to “broker” an agreement.</i></p>	
<p>Recommendation 4</p> <ul style="list-style-type: none"> - The capacity of local team (Local Branch Managers are very capable but overstretched), <p><i>Additional human resources should be made available at the level of National Park. The required skills and experience should be decided during the revision of the Project Strategy.</i></p>	<p>Completed. The local management unit for KMNP – the KMNP Management Directorate – has been established, and has a number of staff. However, there is still a significant need for additional human resources.</p>
<p>Recommendation 5</p> <ul style="list-style-type: none"> - The Project is not sufficiently challenging inequalities and inefficiencies in the enabling the environment (policies, legal framework etc.) <p><i>Project could challenge inequalities and inefficiencies in the enabling the environment more (policies, legal framework etc.) (Ex: Article 12 of the MoU signed between the Project Partners), “Article 12 – The parties initiate the necessary actions to suggest changes in the present legislations to provide the implementation of experiences and outcomes which are to be obtained during or in the project.”</i></p> <p><i>This could be in the form of a small number of pilot or experimental projects with Forest Villagers, the publication of “position papers” or “briefing papers” identifying weaknesses and inefficiencies between the policy direction and the enabling legislation, an analysis of policy and legislation constraints, etc.</i></p>	<p>Completed. The project supported a number of small pilot projects with forest villagers to address income inequalities among the rural poor.</p>
<p>Recommendation 6</p> <ul style="list-style-type: none"> - The time available for achieving the Objectives (initial Project time frame is unrealistic) 	<p>Completed. The project was extended for 12 months, and refocused the replication approach on two of the forest hotspots.</p>

Recommendation	Follow-up
<p><i>On condition that there is consensus following the exercise of revising the Project Strategy the Project requests a budget neutral extension of not less than 12 months (1-2 years depending on the available funds)</i></p> <p><i>It is unrealistic to disseminate the Project Methodology to 8 additional hot spots therefore the Project should consider the following:</i></p> <ul style="list-style-type: none"> <i>i. Abandoning the idea of disseminating the Project to other hot spots,</i> <i>ii. Scaling down the number of hot spots by selecting 2 or 3 and concentrating on those</i> <p><i>This decision should be made as soon as possible and not in the closing moments of the Project so that plans can be made in the knowledge that they have time to be implemented. Any delay in taking this decision and making the application for an extension will cause the Project to “drift” and will damage the high morale and enthusiasm of the Partners.</i></p>	
<p>Recommendation 7</p> <ul style="list-style-type: none"> - Overreliance on an alternative livelihoods trade off strategy. <p><i>The opportunity costs of conservation management are impacting most heavily on forest villagers and contribute significantly to rural de-population. A more balanced mix of sustainable use as well as alternative livelihoods will not only reduce vulnerability of the forest villagers but also provide incentives for the wise management of forest resources.</i></p> <p><i>The package of support to local communities (particularly from organisations such as General Directorate of Forest-Village Relations (ORKOY) should be targeted at adding value at the local level to forest resources through processing and marketing where there is a recognised system for sustainable harvesting in place.</i></p>	<p>Completed.</p>

Annex 7. Itinerary and List of Persons Met and Interviewed During Evaluation Mission

Government & Environmental authorities

Day	Time	Institution	Participants/content
Monday, November 18	09.30 – 10.00	Meeting at UNDP Turkey Office	UNDP Programme Manager, Dr. Katalin Zaim
	10.00 – 12.00	Meeting with Deputy Project Manager at UNDP Turkey Office	Yıldırım Lise
	12.30 – 13.30	Lunch	
	14.00 – 15.00	Meeting at General Directorate of Nature Conservation and National Park	Head of Branch, Mustafa Yılmaz
	15.00 – 16.00	Meeting at General Directorate of Nature Conservation and National Park	Head of Branch, Local Project Manager, Ercan Yeni

Project Site Visit

Day	Time	Meeting	Participants/contents
Tuesday, November 19	All day	Meeting with the local authorities (Bartın, Kastamonu)	KMNP Director, Ahat Deliorman Head of NGO and Grantee, Galip Arslan Head of NGO and Grantee, Coşkun Yılmaz
Wednesday, November 20	All day	Meeting with the local authorities (Bartın, Kastamonu)	Branch Manager, Local Project Manager, İsmail Menteş First PAN Parks certificated pension, Hanbahçe hostel owner, Uğur Gürsoy

Office/finalizing work

Day	Time	Institution	Participants/content
Thursday, November 21	10:00 – 10:30	WWF Turkey	Conservation Director, Sedat Kalem
	10:30 – 11:00	İZ TV	Partner, Director, Vedat Atasoy
	11:00 – 12:00	UNDP, Turkey Office	Communication Expert, UNDP Turkey ESD Programme, Deniz Tapan
	12:30 – 13:30	Lunch	
	14:00 – 15:00	UNDP, Bureau for Development Policy, Energy and Environment Group	Regional Technical Advisor, biodiversity & ecosystems, Maxim Vergeichik
	15:00 – 17:00	UNDP, Turkey Office	Team session, first conclusions
Friday, November 22	09:30 – 12:00	UNDP, Turkey Office	Team session, conclusions
	12:00	Departure	

List of Persons Met and Interviewed

Name	Company	Title	Place	Tel.
Dr. Katalin Zaim	UNDP Turkey	ESD Programme Manager	Ankara	0533 604 90 91
Mr. Mustafa Yılmaz	General Directorate of Nature Conservation and National Park (Ministry of Forestry and Water Works)	Head of Branch	Ankara	0532 667 13 99
Mr. Ercan Yeni	General Directorate of Nature Conservation and National Park (Ministry of Forestry and Water Works)	Head of Branch (Local Project Manager)	Ankara	0533 698 52 23
İlksen Ateş	National Parks and Nature	Bartın Provincial Director	Bartın	

	Conservation – Bartın Provincial Directorate (Ministry of Forestry and Water Works)			
Mr. İsmail Menteş	National Parks and Nature Conservation – Kastamonu Provincial Directorate (Ministry of Forestry and Water Works)	Kastamonu Provincial Director (Local Project Manager- Info on grants)	Kastamonu	0531 242 53 05
Mr. Ahat Deliorman	Küre Mountain National Park Directorate (Ministry of Forestry and Water Works)	National Park Director	Bartın	0541 368 57 78
Mr. Galip Arslan	Ulus İlçesi Aşağıçerçi Köyü Kalkındırma-Güzelleştirme Ortak Mallarını Yaptırma ve Yaşatma Derneği (AÇDER)	Head of NGO and Grantee	Bartın	0532 497 16 57
Mr. Coşkun Yılmaz	Bartın ve Çevresinde Yaşayan Uluslular Kültür Dayanışma ve Yardımlaşma Derneği	Head of NGO and Grantee	Bartın	0 532 330 22 78
Dr. Sedat Kalem	WWF Turkey	Conservation Director	İstanbul	0530 787 62 42
Vedat Atasoy	İZ TV	Partner, Director	İstanbul	0532 352 71 32
Mr. Maxim Vergeichik	UNDP-GEF Bratislava Regional Center	UNDP Regional Technical Advisor	Skype	

Annex 8. Turkey Forest PAs Project's Mainstreaming of UNDP Program Principles

UNDAF / CPAP / CPD Linkage	
Poverty-Environment Nexus / Sustainable Livelihoods	The project was particularly focused on sustainable livelihoods and the poverty-environment nexus, based on the activities carried out in the KMNP buffer zone, where there are numerous villages. The overall objective of the project incorporated the idea of sustainable livelihoods and sustainable development in the buffer zone, and the project took a number of specific activities to support this. Notably, the project's support to address human-wildlife conflict in agricultural areas of the buffer zone was particularly useful. The other micro-grants provided by the project also addressed sustainable livelihoods, including supporting a women's cooperative for selling products in the local market, seed investments in linen production, and support for development of eco-tourism.
Disaster Risk Reduction, Climate Change Mitigation / Adaptation	This was not a particular focus of the project. There is some relevance of climate change activities in terms of potential long-term effects on the moist Mediterranean forest zone comprising KMNP, but there are not acute or direct immediate threats to be addressed. For example, forest fires are apparently not a significant issue in the region. There is some concern about forest pests that may be boosted by climate changes, but again this is not an acute threat. Other types of climate-related disasters are not a concern.
Crisis Prevention and Recovery	Not particularly relevance in the context of this project.
Gender Equality / Mainstreaming	See Section VI.D in the main body of this report. The project did pay attention to gender equality and mainstreaming.
Capacity Development	Strengthening protected area management capacity was a focus of the project, and the project engaged local and national levels to address this. For example, the project supported the establishment of the specific KMNP management directorate, based at the regional level. The project also supported trainings on protected area management.
Rights	This was not particularly relevant in the context of the project.

Annex 9. Documents Reviewed

Project documents, including:

- Project document
- Request for CEO Endorsement
- Inception Workshop Report
- Audit Reports
- PSC Meeting Reports
- PIRs for 2009, 2010, 2011, and 2012
- Mid-term Evaluation Report
- KMNP Management Plan
- Technical Output Reports (consultant reports)
- WWF-Turkey 2009 Rapid Assessment (“RAPPAM”) Report
- Budget and financial documents
- KMNP government website and KMNP PAN Parks website
- Project published brochures, articles, etc.

Other external documents were referenced or cited in this report, including:

- GEF website, and relevant GEF council documents, including focal area strategy documents
- UNDAF, CPAP, and CPD documents for Turkey
- UNDP Turkey Environment and Sustainable Development Programme: Outcome Evaluation of the Environment and Sustainable Development Programme
- Turkey’s NBSAP
- CBD website
- WWF-Turkey website