

Terminal Evaluation Report

2014 November-December

Version: Final

Strengthening Protected Area Network of Turkey: Catalyzing Sustainability of Marine and Coastal Protected Areas (MCPA)

GEF Project ID: 3550

UNDP PIMS ID: 3697

Country:	Turkey
Focal Area:	Biodiversity
Funding Source:	GEF Trust Fund
GEF Agency:	United Nations Development Programme
Management Arrangement:	National Implementation Modality (NIM)
Executing Agency:	Ministry of Environment and Urbanization
Project Timeframe:	September 2009 to April 2014



Map of pilot and newly established/expanded MCPA's (source: PMU)

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Terminal Evaluation Opening Page:

Project Name:	Strengthening Protected Area Network of Turkey - Catalyzing Sustainability of Marine and Coastal Protected Areas	
GEF Project ID:	3550	
UNDP PIMS ID:	3697	
Country:	Turkey	
Region:	Europe and Central Asia	
Funding Source:	GEF Trust Fund	
Focal Area:	Biodiversity, SO-1	
Focal Area Objectives (OP/SP):	BD-SP 2	
PIF Approval:	26 November 2007	
PPG Approval:	27 March 2008	
Approval Date:	22 February 2008	
CEO Endorsement Date:	17 April 2009	
Implementing Agency:	United Nations Development Programme (UNDP)	
Management Arrangement:	National Implementation Modality (NIM)	
Executing Agency:	Ministry of Environment and Urbanization (MoEU)	
Implementation Timeframe:	September 2009 – April 2014	
Project Cost (after extension):	USD 6,348,221	
GEF Grant (after extension):	USD 2,200,000 (does not include USD 100,000 PPG grant)	
Co-Financing (after Project Document Extension agreed on 13 March 2013):	USD 4,148,221 UNDP: USD 25,011 Government of Turkey (Cash): USD 2,631,969 Government of Turkey (In-Kind): USD 1,491,241	
Terminal Evaluation Timeframe:	November-December 2014	
Evaluator:	James Lenoci, International Consultant	
Language of Evaluation Report:	English	

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Table of Contents

Executive Summary	i
Abbreviations and Acronyms	viii
1. Introduction	1
1.1. Purpose of Evaluation	1
1.2. Evaluation Scope and Methodology	1
1.3. Structure of the Evaluation Report	1
1.4. Evaluation Ratings	3
1.5. Ethics	4
1.6. Response to Review Comments	4
1.7. Limitations	4
2. Project Description	4
2.1. Project Start and Duration	4
2.2. Problems that the Project Sought to Address	5
2.3. Immediate and Development Objectives of the Project	5
2.4. Baseline Indicators Established	6
2.5. Main Stakeholders	7
2.6. Expected Results	8
2.7. Budget and Financing Breakdown	9
3. Findings	9
3.1. Project Design / Formulation	9
3.1.1. Analysis of Logical Results Framework	9
3.1.2. Assumptions and Risks	11
3.1.3. Lessons from other Relevant Projects	13
3.1.4. Planned Stakeholder Participation	13
3.1.5. Replication Approach	14
3.1.6. UNDP Comparative Advantage	14
3.1.7. Linkages between Project and other Interventions	14
3.1.8. Management Arrangements	15
3.2. Project Implementation	15
3.2.1. Adaptive Management	15
3.2.2. Partnership Arrangements	16
3.2.3. Feedback from M&E Activities used for Adaptive Management	17
3.2.4. Project Finance	17
3.2.5. Monitoring & Evaluation	20
3.2.6. Implementing Agency (IA) and Implementing Partner (Executing Agency-EA) Execution	23
3.3. Project Results	24
3.3.1. Overall Results (Attainment of Objective)	24
3.3.2. Knowledge Management	34
3.3.3. Relevance	36
3.3.4. Efficiency	37
3.3.5. Country Ownership	38
3.3.6. Mainstreaming	38
3.3.7. Sustainability	39
3.3.8. Catalytic Role	43
3.3.9. Impact	44
4. Conclusions, Recommendations, Lessons, Good Practices	47
4.1. Conclusions	47
4.2. Recommendations	50
4.3. Good Practices and Lessons Learned	51

5. Annexes

Annex 1: Evaluation Mission Itinerary (2-11 November 2014)

Annex 2: List of Persons Interviewed

Annex 3: Summary of Field Visits

Annex 4: List of Information Reviewed

Annex 5: Evaluation Matrix

Annex 6: Matrix for Rating Achievement of Project Objective and Outcomes

Annex 7: Evaluation Consultant Code of Conduct Agreement Form

Annex 8: Draft Report Review Comments and Evaluator Responses

Annex 9: Terms of Reference

List of Exhibits:

Exhibit 1	Project Summary Table
Exhibit 2	Evaluation Rating Table
Exhibit 3	SMART Criteria
Exhibit 4	Rating Scales
Exhibit 5	Project Budget and Financing Breakdown
Exhibit 6	Breakdown of Actual Expenditures and Co-Financing
Exhibit 7	Expenditure Distribution (procurement 2009 and actual)
Exhibit 8	Co-Financing Table
Exhibit 9	Breakdown of Marine Protected Areas Before and After Project
Exhibit 10	Map of Pilot and Newly Established/Expanded MCPA's
Exhibit 11	Sea Turtle Nest Counts at Dalyan Beach, 1997-2013
Exhibit 12	Monk Seal Sightings at Foça SEPA, 2008-2013
Exhibit 13	Management Effectiveness Tracking Tool Scorecard Results
Exhibit 14	Capacity Assessment Scorecard Results
Exhibit 15	Financial Sustainability Scorecard Results
Exhibit 16	Self-Funded Revenue Compared to Inflation Adjustment Estimations
Exhibit 17	Map of No Fishing Areas, Gökova Bay
Exhibit 18	Map of No Fishing Areas, Datça-Bozburun SEPA
Exhibit 19	Total fish biomass measured in Gökova Bay No-take fishing zones, 2013 and 2014
Exhibit 20	Ambient Pollution Levels Measured in 3 SEPA's from 2009 through 2013
Exhibit 21	Monk Seal Conservation Status by Mediterranean Country in 2011
Exhibit 22	Outcome to Impacts Pathway
Exhibit 23	Review of Outcome to Impacts

Executive Summary

Exhibit 1: Project Summary Table				
Project Title:	Strengthening Protected Area Network of Turkey - Catalyzing Sustainability of Marine and Coastal Protected Areas		at endorsement (USD million)	at completion (USD million)
GEF Project ID:	3550	GEF financing:	2.2	2.19
UNDP Project ID:	3697	IA own:	0.02	0.025
Country:	Turkey	Government:	4.0	4.472
Region:	Europe and Central Asia	Other:	0	0
Focal Area:	Biodiversity, SO-1	Total co-financing:	4.02	4.497
Operational Programme:	2	Total Project Cost:	6.22	6.69
Implementation Modality:	National Implementation (NIM)	Date project began:		Sep 2009
Other Partners Involved:	Ministry of Environment and Urbanization (MEU)	(Operational) Closing Date:	Proposed: Sep 2013	Actual: Apr 2014

Note: GEF financing amount at completion includes expected expenditures for 2014

Project Description

The project was designed to facilitate expansion of the national system of marine and coastal protected areas (MCPA's) and improve its management effectiveness.

The marine areas bordering Turkey's lengthy coastline are endowed with abundant, highly diverse and globally significant biodiversity. Among these extensive biological resources, there are two endangered species of sea turtle, the loggerhead (*Caretta caretta*) and the green (*Chelonia mydas*), and; the Mediterranean monk seal (*Monachus monachus*), one of Europe's most endangered species, of which fewer than 100 individuals still survive along Turkish coasts. Some 480 species of marine fish have been identified in Turkish waters, of which 50% are believed to be in danger of local extirpation.

The major threats facing Turkey's marine areas are habitat degradation associated with changes in coastal human populations and distributions and associated sea/coast use pressures. Protected areas have a potentially significant, yet largely unrealized, role to play in eliminating these threats to marine area biodiversity in Turkey. Currently, about 4% of Turkey's territorial waters are protected.

The proposed long-term solution for marine biodiversity conservation in Turkey's territorial sea is a reconfigured Marine and Coastal Protected Area (MCPA) network designed to protect biodiversity while optimizing its ecological service functions – under effective and sustainable adaptive management. Working together with its partners, the project aimed to achieve the following three outcomes and make progress towards the long-term solution:

- Outcome 1: Responsible institutions have the capacities and internal structure needed for prioritizing the establishment of new MCPAs and for more effectively managing existing MCPAs;
- Outcome 2: MCPA financial planning and management systems are facilitating effective business planning, adequate levels of revenue generation and cost-effective management; and
- Outcome 3: Inter-agency coordination mechanisms in place to regulate and manage economic activities within multiple use areas of the MCPAs.

Terminal Evaluation Purpose and Methodology

This terminal evaluation was conducted to provide conclusions and recommendations about the relevance, efficiency, effectiveness, sustainability, and impact of the Project. The evaluation also aimed to identify lessons from the Project for future similar undertakings, and to propose recommendations for ensuring the sustainability of the results. The evaluation was an evidence-based assessment and relied on feedback from persons who have been involved in the design, implementation, and supervision of the project, review of available documents and records, and findings made during field visits.

Summary of Findings and Conclusions

Strengths and Major Achievements

Global environmental benefits were enhanced through expansion of the MCPA system, specifically through increasing marine area under protection by 106,230 ha, bringing the total in the country to 346,446 ha, or 4% of the marine and coastal ecological zone, which is up from 2.8% before the project started. This expansion in MCPA coverage has led to an increased level of interest among local and central level stakeholders, as evidenced by the proposal submitted in January 2013 for a new SEPA, the Karaburun, which would significantly expand the protection of key habitats of the monk seal. Government stakeholders also stressed strategic plans to proclaim MCPA's in the Sea of Marmara and the Black Sea, both of which ecosystems do not yet host marine protected areas.

The project delivered high quality and relevant trainings and workshops on state-of-the-art protected area management approaches to a wide range of stakeholders, including central level ministerial staff, provincial level branch directorate staff members, local government officials, academic professionals, civil society representatives, enforcement officials, and others. Not only did the project-sponsored trainings and workshops lead to strengthened individual and institutional capacities, but also fostered inter-sectoral collaborative connections that are likely to last long after the project closes. The project also facilitated the production of a series of professional policy guidelines and technical reports, taking into account the underlying principle of the ecosystem-based approach to marine and coastal zone management. Some examples of these include the following:

- i. Draft 10-year National MCPA Strategy;
- ii. Economic analyses for each of the 6 pilot MCPA's, reportedly one of the first times such analyses were made in Turkey;
- iii. Socio-economic studies of the communities within the 6 pilot MCPA's;
- iv. Biodiversity inventories (the one for Ayvalık Adaları Nature Park was fully supported by the project)
- v. Draft management plans for the Gökova and Foça MCPA's

Effective partnerships led to meaningful contributions to local communities. For example, through leveraged funding provided by COMDEKS, administered through the SGP, and with implementation support by national and local NGO's, the project supported local initiatives in three of the six pilot MCPA's that were relevant to the socio-economic concerns of the communities and complementary to the conservation advocacy efforts.

The project also effectively demonstrated innovative marine and coastal zone management approaches, including Facilitating the establishment of more than 3,500 ha of No-take fishing zones (NFZ's) in two of the pilot MCPA's: Gökova SEPA and Datça-Bozburun SEPA, and supporting prohibition of anchoring in Göcek Bay, above sea grass (*Posidonia oceanica*) beds, and demonstrating alternative mooring systems. These efforts not only contributed toward enhancing the conservation of the sensitive sea grass beds, but also promotes the "blue carbon" concept, where such plants having high carbon storage capacity offsets emissions from land-based sources.

The quality of the project management services was one of the main strengths of the project. The dedicated and qualified project management team was intact throughout the entire implementation phase, and the project manager, a renowned Turkish marine scientist with extensive professional connections, was able to effectively facilitate participation of a wide spectrum of stakeholders across academic, civil, and governmental sectors. The project management team was also effective at keeping the project on track and adapting to the significant change in the organization of the executing agency, when the original EA, the EPASA, was merged into the newly formed Ministry of Environment and Urbanization, following the 2011 national elections.

Finally, the project implemented a proactive and professional knowledge management strategy, including building a well-designed website hosted by the MoEU (www.mpa.gov.tr), developing an E-Learning system that is also accessed on the ministry's website, facilitating establishment of MCPA training and implementation centers in Akyaka (Muğla province) and Foça (İzmir province), establishing an efficient document control system, and producing professionally laid-out technical reports and information materials.

Shortcomings

From a design perspective, the set of indicators included in the logical results framework did not provide a representative characterization of the added value of the project. Realization of such global environmental benefits often require considerably more time than allowed under a 4-year project horizon, so changes in ecological status are more appropriate impact-level indicators than objective or outcome level indicators. More appropriate indicators might have been the number of approved management plans, amount of government funding allocated for expanded biodiversity monitoring, etc.

Also, monitoring protocols and associated costs and timeframes were not worked out to respond to certain indicators in the logical results framework. For example, evaluating water quality data from the existing marine monitoring stations did not provide a representative indication of water quality improvements associated with ship-based waste handling at select MCPA's. And a monitoring plan and budget should have been developed coincident with setting a target of achieving a 30% recovery of fish stocks at the no-take fishing zones within 2 years of declaration.

Even though the project did a good job adapting to the institutional landscape changes made following the 2011 elections, overall project efficiency was diminished as a result of the time required for re-grouping. The six-month no-cost time extension had some inherent inefficiencies associated with it, e.g., the additional management costs required to support the PMU team during this extended period. Sustainability was also impacted by the institutional restructuring and associated management decisions, including the ruling to abandon the idea of establishing local management units at the pilot MCPA's. Based upon international best practice, without dedicated site-level management, the management effectiveness and degree of financial sustainability of MCPA's are weakened. This was more or less confirmed in the results of the METT

and financial sustainability scorecard results, which did not reach the intended targets, and in the case of financial sustainability, the end of project scores essentially the same as assessed for the baseline in 2009.

Understandably, the project had a strong emphasis on delivering capacity building through a series of trainings and workshops. There were also substantial contributions made with respect to draft management plans for the pilot MCPA's, including completion of economic analyses, socio-economic studies, biodiversity inventories (e.g., for Ayvalık Adaları Nature Park). But, it seems that more focus should have been placed on finalizing the management plans and associated business plans, at least for the Gökova and Foça MCPA's.

At the time of closure there remain a number of activities requiring management decisions, including, but not limited to the following:

- i. The process of finalizing the National MCPA Strategy is unclear. Who is championing the process, for example?
- ii. Financing the operation of the two training centers, in Akyaka and Foça, remains uncertain. Local beneficiaries appear to be waiting for decisions from Ankara.
- iii. The process of finalizing the management plans for the Gökova and Foça MCPA's is unclear, and also how the other pilot MCPA's will follow up with their management plans.
- iv. Monitoring, surveillance, and control of the no-take fishing zones have not been fully worked out, and it is unclear which responsible parties will lead and finance these activities.
- v. Continued management and updating of the www.mpa.gov.tr website is uncertain.

There was no sustainability strategy prepared, outlining roles and responsibilities for spear-heading further development of these issues.

Lastly, there seemed to be insufficient synergies with Turkey's efforts aimed at harmonization toward EU directives. For example, through the project's extensive capacity building outreach, it might have been advisable to incorporate the process of determining good environmental status, in the context of the EU Marine Strategy Framework Directive.

Evaluation Ratings

The overall performance of the project is rated as **satisfactory**, as the key intended outcomes were achieved. Evaluation ratings are tabulated below in **Exhibit 2**.

Exhibit 2: Evaluation Rating Table		
Criteria	Rating	Comments
1. Monitoring and Evaluation (M&E)		
M&E Design at Entry	Moderately Satisfactory	The M&E plan was reasonably extensive, and sufficient activities and funds were allocated. However, the M&E plan was not sufficiently designed to capture the indicator targets included in the logical results framework.
M&E Plan Implementation	Satisfactory	The M&E plan was more or less implemented as designed. Reporting was thorough and timely, and the management responses to the mid-term review recommendations helped the project adapt to the changes in the institutional landscape that followed the 2011 national elections.
Overall Quality of M&E	Satisfactory	
2. Implementing Agency (IA) and Lead Implementing Partner (Executing Agency - EA) Execution		
Quality of IA (UNDP) Execution	Satisfactory	The UNDP CO and GEF RTA were actively involved in the project, both in terms of supervision and also strategic guidance. Leveraging their extensive regional and global experience in facilitating biodiversity projects, and comparative advantages in managing multi-sectoral projects, the UNDP effectively executed the successful performance of this project.

Exhibit 2: Evaluation Rating Table

Criteria	Rating	Comments
Quality of EA (UNOPS) Execution	Satisfactory	The quality of the project management services was one of the main strengths of the project. The PMU team was intact for the entire duration of the implementation phase, and the project manager was effective at guiding the implementation partners and facilitating support from key stakeholders. Governmental ownership was consistently good throughout the project, including the transition period when the EPASA was merged into the MoEU.
Overall IA-EA Execution	Satisfactory	
3. Assessment of Outcomes		
Relevance	Relevant	The project was relevant across a wide range of criteria, including: Ninth Development Plan (2017-2013); researching, protecting and utilizing the biological diversity and genetic resources in Turkey and for transforming them into economic value will be accelerated; The National Biological Diversity Strategy and Action Plan, specifically Goal 9: to develop and implement effective methods for the conservation of coastal and marine biological diversity, the maintenance of ecological functions provided by coastal and marine ecosystems, and the sustainable use of these ecosystems; The GEF-4 biodiversity focal area strategy and strategic programming for GEF-4 (2007 – 2010), particularly with respect to Strategic Objective One (SO-1): To Catalyze Sustainability of Protected Area Systems; and The UNDP Country programme document for Turkey (2011-2015), particularly under Key result area 4.1., Mainstreaming environment and energy.
Effectiveness	Satisfactory	The project was successful in achieving key outcomes, including expansion in the marine area under protection in the country, and extensive trainings and workshops strengthened individuals and institutions mandated with improving the management effectiveness and financial sustainability of the MCPA system.
Efficiency	Satisfactory	Considering incremental cost criteria, the GEF funding filled some of identified the gaps with respect to sustainable management of the MCPA system in Turkey. Project efficiency was also bolstered by the fact that co-financing sums exceeded the committed amounts. However, there was limited progress made with respect to strengthening systems for sustainable MCPA financing (Outcome 2). Project efficiency was also diminished as a result of the approximate six-month long no-cost time extension, primarily required for re-grouping following the institutional reorganizations in 2011-2012.
Overall Outcome Rating	Satisfactory	The key outcomes were achieved, and there is reasonable evidence of governmental commitment in further supporting the progress made.
4. Sustainability		
Financial Risks	Moderately Likely	Financing and planning of MCPA’s is highly centralized, and local level authorities have increasingly limited influence on allocation of funds or setting priorities for MCPA management. The financial sustainability scorecard result at the end of the project was 60%, well short of the 78% target.
Socio-Economic Risks	Moderately Likely	Through field-level implementation, the project demonstrated meaningful models for engaging local communities in the sustainable management of MCPA’s. There is continued focus on further developing coastal areas, e.g., for the tourism sector, thus collaborative cross-sectoral stakeholder involvement will be required to overcome these socio-economic risks.
Institutional Framework and Governance Risks	Moderately Likely	Capacities of key stakeholders strengthened through the extensive trainings and demonstration interventions supported by the project. But, there remains essentially no local management of MCPA’s, thus limiting management effectiveness. In terms of governance, the trend in Turkey is also toward progressively more centralization.
Environmental	Likely	The effects of climate change on marine biodiversity have not yet fully characterized, but the government is increasing monitoring and research

Exhibit 2: Evaluation Rating Table

Criteria	Rating	Comments
Risks		spending. Environmental risks associated with invasive species also remain significant, but increased governmental spending into this issue has led to a higher level of understanding of the causes and impacts, and strategies are being developed to combat further ecosystem damage and adapt to situations that are likely impracticable to reverse.
Overall Likelihood of Sustainability	Moderately Likely	The approval of an additional 106,230 ha of MCPA during the timeframe of the project reflects a strong commitment among governmental stakeholders with respect to marine biodiversity conservation. The strengthened individual and institutional capacities facilitated with project support also enhance the likelihood that achieved outcomes will be sustained after closure. But, there remains essentially no local management of MCPA's. Financing and planning of MCPA's is highly centralized, and local level authorities have increasingly limited influence on allocation of funds or setting priorities for MCPA management.

Recommendations

ACTIONS TO FOLLOW UP OR REINFORCE INITIAL BENEFITS FROM THE PROJECT

- Develop a sustainability strategy, defining roles, responsibilities, timeframes, and cost estimations for addressing outstanding issues, including but not limited to the following:
 - Finalization of the National MCPA Strategy.
 - Financing the operation of the two training centers, in Akyaka and Foça.
 - Finalizing the management plans for the Gökova and Foça MCPA's.
 - Monitoring, surveillance, and control for the no-take fishing zones.
 - Continued management and updating of the www.mpa.gov.tr website.
- Designate and support a champion for at least 2 years to oversee the implementation of the sustainability strategy outlined in Recommendation No. 1.
- Develop a management plan for the newly established Saros Gulf SEPA; also covering biodiversity monitoring, possibilities for collaborative management, etc.
- Explore financing options for securing resources for monitoring, surveillance, and control (MCS) of the no-take fishing zones. For example, it might be feasible to allocate a certain proportion of the income from the daily site use revenue to fund the MCS activities.
- Advocate development of a database for compiling biodiversity monitoring data from the MCPA system. Based upon the findings from the TE mission, it seems like it would be advisable to consolidate biodiversity monitoring information into a common platform, e.g., possibly hosted by the website developed by the project for the ministry: www.mpa.gov.tr

PROPOSALS FOR FUTURE DIRECTIONS UNDERLINING MAIN OBJECTIVES

- Implement a biodiversity mainstreaming project among one or more selected provinces, as a way to engage productive sectors, including tourism and local economic development agencies, as well as the private sector, into conservation issues.
- Complement ongoing assistance from the EU toward harmonizing to the Marine Strategy Framework Directive, by developing methodologies for determining good environmental status for a particular MCPA, or a group of MCPA's, according to geographic or administrative boundaries.

8. In line with the EU Maritime Spatial Planning Directive (2014/89/ER), promote collaborative development of maritime spatial plans for one or more provinces or for a specific geographic region.
9. Identify and promote a model community, as an example of sustainable coastal and marine resource management linked with local economic development. It is important to demonstrate to community leaders that committing to improved conservation can also have economic benefits, e.g., visitors more interested to visit areas of high natural and cultural value, many customers are willing to pay a premium for sustainably sourced goods and services, etc.
10. At the national level, advocate for a rationalization of the roles and responsibilities between the Ministry of Environment and Urbanization (MoEU) and the Ministry of Forestry and Water Affairs (MFWA), with respect to biodiversity conservation and planning and management of marine protected areas.

Abbreviations and Acronyms

Exchange Rates on 7 November 2014: Turkish Lira (TRY): USD = 2.25

BNRMP	Biodiversity and Natural Resource Management Project
CBD	Convention on Biological Diversity
CO	Country Office
COMDEKS	Community Development and Knowledge Management for the Satoyama Initiative
EA	Executing Agency
EPASA	Environment Protection Agency for Special Areas
GDNCNP	General Directorate for Nature Conservation and National Parks
GDPNA	General Directorate for Protection of Natural Assets (under MoEU)
GEF	Global Environment Facility
ha	hectare
IA	Implementing Agency
IPA	Instrument for Pre-Accession Assistance (European Union)
MARA	Ministry of Agriculture and Rural Affairs
MCPA	Marine and Coastal Protected Area
MCS	Monitoring, Control, Surveillance
MEA	Multilateral Environmental Agreement
METT	Management Effectiveness Tracking Tool
MFAL	Ministry of Food, Agriculture, and Livestock
MFWA	Ministry of Forestry and Water Affairs
M&E	Monitoring and Evaluation
MoEU	Ministry of Environment and Urbanization
MPA	Marine Protected Area
MSFD	Marine Strategy Framework Directive (European Union)
MTR	Mid-Term Review
NBSAP	National Biodiversity Strategy and Action Plan
NGO	Non-governmental organization
NIM	National Implementation Modality
NOAA	National Oceanic and Atmospheric Administration (USA)
NPAS	National protected area system
OECD	Organization for Economic Co-operation and Development
PA	Protected area
PIF	Project Identification Form
PIR/APR	Project Implementation Review / Annual Project Review
SEPA	Special Environmental Protected Area
SGP	Small Grants Program
SPAMI	Specially Protected Areas of Mediterranean Importance
TE	Terminal Evaluation
UNDP	United Nations Development Programme
WWF	Worldwide Fund for Nature

1. INTRODUCTION

1.1. Purpose of Evaluation

The objectives of the evaluation were 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.

1.2. Evaluation Scope and Methodology

The terminal evaluation was an evidence-based assessment and relied on feedback from persons who have been involved in the design, implementation, and supervision of the project, and also review of available documents and findings made during field visits.

The overall approach and methodology of the evaluation followed the guidelines outlined in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects¹.

The evaluation was carried out by one international consultant, and included the following activities:

- ✓ An evaluation mission was carried out from 3-10 November 2014; the itinerary is compiled in **Annex 1**.
- ✓ Key project stakeholders were interviewed for their feedback on the project; interviewed persons are listed in **Annex 2**.
- ✓ Field visits were made to two of the provinces where some of the pilot MCPA's are located: Muğla and İzmir. Visits were also made to a local fishing cooperative, one of the no-take fishing areas, and the training center in the town of Akyaka. A summary of the field visits is presented in **Annex 3**;
- ✓ The evaluator completed a desk review of relevant sources of information, such as the project document, project progress reports, financial reports, mid-term review, and key project deliverables. A complete list of information reviewed is compiled in **Annex 4**;
- ✓ At the end of the evaluation field mission on 10 November 2014, the evaluator presented the findings at a debriefing held in Ankara.

As a data collection and analysis tool, an evaluation matrix was adapted from the preliminary set of questions included in the TOR (see **Annex 5**). Evidence gathered during the fact-finding phase of the evaluation was cross-checked between as many sources as practicable, in order to validate the findings. The project logical results framework was also used as an evaluation tool, in assessing attainment of project objective and outcomes (see **Annex 6**).

1.3. Structure of the Evaluation Report

The evaluation report starts out with a description of the project, indicating the duration, main stakeholders, and the immediate and development objectives. The findings of the evaluation are broken down into the following sections in the report:

- ✓ Project Formulation
- ✓ Project Implementation
- ✓ Project Results

¹ Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects, 2012, UNDP.

The discussion under **project formulation** focuses on an evaluation of how clear and practicable were the project's objectives and components, and whether project outcomes were designed according to SMART criteria (see **Exhibit 3**).

Exhibit 3: SMART Criteria	
S	Specific: Outcomes must use change language, describing a specific future condition
M	Measurable: Results, whether quantitative or qualitative, must have measurable indicators, making it possible to assess whether they were achieved or not
A	Achievable: Results must be within the capacity of the partners to achieve
R	Relevant: Results must make a contribution to selected priorities of the national development framework
T	Time-bound: Results are never open-ended. There should be an expected date of accomplishment
Source: Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects, 2012, UNDP	

Also, project formulation covers whether or not capacities of executing agencies were sufficiently considered when designing the project, and if partnership arrangements were identified and negotiated prior to project approval. An assessment of how assumptions and risks were taken into account in the development phase is also included.

The report section on **project implementation** first looks at how the logical results framework was used as an M&E tool during the course of the project. Also, the effectiveness of partnerships and the degree of involvement of stakeholders are evaluated. Project finance is assessed, by looking at the degree of co-financing that was materialized in comparison to what was committed, and also whether or not additional or leveraged financing was secured during the implementation phase. The cost-effectiveness of the project is evaluated by analyzing how the planned activities met or exceeded the expected outcomes over the designed timeframe, and whether an appropriate level of due diligence was maintained in managing project funds.

The quality of execution by both the implementing agency and the lead implementing partner (executing agency) is also evaluated and rated in the project implementation section of the report. This evaluation considers whether there was sufficient focus on results, looks at the level of support provided, quality of risk management, and the candor and realism represented in the annual reports.

The project implementation section also contains an evaluation and rating of the project M&E system. The appropriateness of the M&E plan is assessed, as well as a review of how the plan was implemented, e.g., compliance with progress and financial reporting requirements, how were adaptive measures taken in line with M&E findings, and management response to the recommendations from the mid-term review.

In GEF terms, **project results** include direct project outputs, short- to medium-term outcomes, and longer term impact, including global environmental benefits, replication efforts, and local effects. The main focus is at the outcome level, as most UNDP supported GEF financed projects are expected to achieve anticipated outcomes by project closing, and recognizing that global environmental benefit impacts are difficult to discern and evaluating outputs is insufficient to capture project effectiveness.

Project outcomes are evaluated and rated according to relevance, effectiveness, and efficiency:

Relevance: The extent to which the activity is suited to local and national development priorities and organizational policies, including changes over time. Also, relevance considers the extent to which the project is in line with GEF Operational Programs or the strategic priorities under which the project was funded.

Effectiveness: The extent to which an objective has been achieved or how likely it is to be achieved.

Efficiency: The extent to which results have been delivered with the least costly resources possible; also called cost effectiveness or efficacy.

In addition to assessing outcomes, the report includes an evaluation of country ownership, mainstreaming, **sustainability** (which is also rated), catalytic role, mainstreaming, and impact.

With respect to **mainstreaming**, the evaluation assesses 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.

In terms of **impact**, the evaluator assessed 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.

Finally, the evaluation presents **recommendations** for reinforcing and following up on initial project benefits. The report concludes with a discussion of **lessons learned** and **good practices** which should be considered for other GEF and UNDP interventions.

1.4. Evaluation Ratings

The findings of the evaluation are compared against the targets set forth in the logical results framework, and also analyzed in light of particular local circumstances. The effectiveness and efficiency of project outcomes are rated according to the 6-point GEF scale, ranging from Highly Satisfactory (no shortcomings) to Highly Unsatisfactory (severe shortcomings). Monitoring & evaluation and execution of the implementing and executing agencies were also rated according to this scale. Relevance is evaluated to be either relevant or not relevant.

Sustainability is rated according to a 4-point scale, ranging from Likely (negligible risks to the likelihood of continued benefits after the project ends) to Unlikely (severe risks that project outcomes will not be sustained). Impact was rated according to a 3-point scale, including significant, minimal, and negligible. The rating scales are compiled below in **Exhibit 4**.

Exhibit 4: Rating Scales		
Ratings for Effectiveness, Efficiency, M&E, I&E Execution 6. Highly Satisfactory (HS): The project had no shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency 5: Satisfactory (S): There were only minor shortcomings 4. Moderately Satisfactory (MS): There were moderate shortcomings 3. Moderately Unsatisfactory (MU): The project had significant shortcomings 2. Unsatisfactory (U): There were major shortcomings in the achievement of project objectives in terms of relevance, effectiveness, or efficiency 1. Highly Unsatisfactory (HU): The project had severe shortcomings	Sustainability Ratings: 4: Likely (L) Negligible risks to sustainability 3. Moderately Likely (ML): Moderate risks to sustainability 2. Moderately Unlikely (MU): Significant risks to sustainability 1. Unlikely (U): Severe risks to sustainability	Relevance Ratings: 2. Relevant (R) 1. Not relevant (NR) Impact Ratings: 3. Significant (S) 2. Minimal (M) 1. Negligible (N)
Additional ratings where relevant: Not Applicable (N/A) Unable to Assess (U/A)		
Source: Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects, 2012, UNDP		

1.5. Ethics

The evaluation was conducted in accordance with the UNEG Ethical Guidelines for Evaluators, and the evaluator has signed the Evaluation Consultant Code of Conduct Agreement form (**Annex 7**). In particular, the evaluator ensures the anonymity and confidentiality of individuals who were interviewed and surveyed. In respect to the UN Declaration of Human Rights, results are presented in a manner that clearly respects stakeholders' dignity and self-worth.

1.6. Response to Review Comments

Review comments regarding the draft TE report will be compiled and tabulated into **Annex 8**, along with responses from the evaluator. Relevant modifications to the report will be incorporated into the final version.

1.7. Limitations

The evaluation was carried out over the period of November-December 2014; including preparatory activities, field mission, desk review, and completion of the evaluation report, according to the guidelines outlined in the Terms of Reference (**Annex 9**).

As time was limited, not all of the demonstration sites could be visited. The information obtained over the course of the evaluation is assumed to be representative of the performance of the project.

It is important to point out that the project closed in April 2014, while the TE was made in November-December 2014. Due to this time gap between closure and the evaluation, there is some concern that some of the interviewed stakeholders did not recall project specifics. The advantage of carrying out the TE a few months after project closure is that governmental level stakeholders have had a few months to conclude arrangements that would enhance sustainability of project results.

2. PROJECT DESCRIPTION

2.1. Project Start and Duration

Key project dates are listed below:

PIF Approval:	26 November 2007
PPG Approval Date:	27 March 2008
CEO Endorsement Date:	17 April 2009
First Disbursement (Start of Project):	September 2009
Inception Workshop:	12 November 2009
Inception Report:	10 March 2010
Mid-Term Review:	September-November 2011
Project completion (original)	September 2013
Project completion (actual)	April 2014
Terminal evaluation	November-December 2014

The project was reportedly first conceptualized in 2005, resulting in preparation of a project identification form (PIF), which was approved in November 2007. Approval for a USD 100,000 grant for the approximate one-year project preparation phase (PPG) was granted in March 2008,

and the full-scale project secured CEO endorsement in April 2009. The project manager was hired in September 2009, the same month when the first disbursement was made, so this is considered the effective start date of the project.

An inception workshop was held on 12 November 2009, and the inception report was finalized in March 2010. At the approximate mid-point of the project implementation timeframe, in June 2011, broad institutional restructuring was realized in Turkey following national elections, and the original executing agency, the EPASA, was reorganized into the General Directorate for Protection of Natural Assets (GDPNA), under the new Ministry of Environment and Urbanization (MoEU), formerly the Ministry for Public Works. This institutional reorganization was a significant disruption on the duration of the project, resulting in a six-month no-cost time extension, from the original closure date of September 2013 prolonged to April 2014.

2.2. Problems that the Project Sought to Address

As outlined in the Project Document, overall some 3,000 plant and animal species have been identified in Turkey's territorial sea.¹ Among these are about 20 species of marine mammals, including: two endangered species of sea turtle, the loggerhead (*Caretta caretta*) and the green (*Chelonia mydas*), and; the Mediterranean monk seal (*Monachus monachus*), one of Europe's most endangered species, of which fewer than 100 individuals still survive along Turkish coasts. Some 472 species of marine fish have been identified in Turkish waters, of which 50% are believed to be in danger of local extirpation. Economically important fish species include anchovy, horse mackerel, bonito, sardine, bluefish, mullet and turbot. Avian fauna dependent on Turkey's marine environment include Audouin's gull (*Larus audouinii*), as well as the migratory summer visitor Eleonora's falcon (*Falco eleonora*). The major threats facing Turkey's marine areas are habitat degradation associated with changes in ungulate populations and distributions and associated hunting pressures. Protected areas have a potentially significant, yet largely unrealized, role to play in eliminating these threats to marine area biodiversity in Turkey. When the project was under preparation, about 2.8% of Turkey's territorial waters were under protection. The proposed long-term solution for marine biodiversity conservation in Turkey's territorial sea is a reconfigured MCPA system designed to protect biodiversity while optimizing its ecological service functions – under effective and sustainable adaptive management. This long-term solution is seen to rest on three main pillars. First, the solution depends on adequate capacities on the part of key management agencies to identify, and focus suitable management efforts on, highly sensitive and/or biologically significant areas within the existing MCPA structure, while also being able to target gaps in representation that can be filled through MCPA expansion. Second, it requires a system of sustainable financing involving the integration of sustainable financing mechanisms and the application of economics into the planning and management of MCPAs. Third, the solution needs to be based on effective mechanisms for inter-sectoral co-operation that bring to bear the relevant strengths of various management agencies and branches of Government and civil society to solve marine biodiversity conservation challenges.

2.3. Immediate and Development Objectives of the Project

The project **objective** was *to facilitate expansion of the national system of marine and coastal protected areas and improve its management effectiveness.*

Through achievement of this objective, Turkey's marine and coastal biodiversity would benefit from a concentrated effort to extend conservation areas in a reconfigured MCPA system designed

¹ The National Biological Diversity Strategy and Action Plan, Republic of Turkey, 2007, ISBN: 978-605-393-030-3

to protected biodiversity while optimizing its ecological service function, under effective and sustainable adaptive management.

The global environmental objective of GEF support was conservation of marine biodiversity within Turkey's territorial waters.

2.4. Baseline Indicators Established

Baseline indicators established are listed below.

i. Marine areas were under-represented in Turkey's PA system

- a. At baseline, approximately 2.8% of Turkey's marine territorial waters, i.e., 240,216 ha, were legally established protected areas. And, no new SEPAs having marine coverage had been established since 1990.

ii. Continued reduction in populations of threatened, near threatened and vulnerable species

- a. Sea turtle emergences at Fethiye and Dalyan SEPA's were represented by an average of 250 nest counts annually.
- b. Average 60 annual sightings of Mediterranean Monk seal (*Monachus monachus*) at the Foça SEPA in the last three years before the project was developed, i.e., 2006-2008.
- c. Average 15 annual sightings of sandbar sharks *Carcharinus plumbeus* at Gökova SEPA.

iii. Management of marine protected areas inadequately addressing conservation goals

- a. Most MCPA's in Turkey are multiple use areas, which were not designed in terms of management arrangements to protect biodiversity or optimize ecosystem benefits.
- b. Regulatory authority over MCPA's was fragmented both horizontally and vertically, and there was no site-based management by locally-based personnel.
- c. Management effectiveness of the 6 pilot MCPA's, measured using the METT, were as follows:

Datça-Bozburun SEPA: 58%

Fethiye-Göcek SEPA: 51%

Foça SEPA: 52%

Gökova SEPA: 56%

Köyceğiz-Dalyan SEPA: 63%

Ayvalık Adaları Nature Park: 37%

iv. Turkey's marine biodiversity had been seriously impacted by anthropogenic pressures

- a. Numerous commercial fish species that were abundant in the 1960s and 1970s were classified as threatened by the 1990s, their numbers depleted by a combination of over and illegal fishing, the presence of alien species, marine pollution and habitat degradation and loss.
- b. No Fishing Restricted Areas had been established within SEPA's.

v. EPASA (MoEU) lacked capacity and tools for developing sustainable finance options

- a. Accounting activities including financial reporting are centralized in Ankara, and regional staff have very little input.
- b. EPASA (MoEU) depends upon the central government budget for some 95% of its funding. The remaining 5% comes from revenues earned by the renting out of sites for refreshments and other services provided to the public.

- c. While the government budget provides for the basic level of services, current funding does not include an allowance for expansion of the marine areas nor the introduction of a program to introduce sustainable financing mechanisms and the undertaking of economic studies.

2.5. Main Stakeholders

Based upon the stakeholder analysis presented in the Project Document, there was a wide spectrum of project stakeholders, extending from national to the local level, and also spread across sectors, including fisheries, environmental protection, forestry, land use planning, rural development, social services, and academia. The main stakeholders are listed below.

Stakeholder	Roles and Responsibilities
Environmental Protection Agency for Special Areas (EPASA)/ MoEF	EPASA will be responsible for the overall coordination of the project. It will also be a primary beneficiary of project activities.
Department of Foreign Relations and EU/MoEF	Department of Foreign Relations and EU will work in close collaboration with EPASA.
General Directorate for Nature Conservation and National Parks (GDNCNP)/MoEF	GDNCNP will work in close cooperation with EPASA. It will contribute to the project through sustainable management of marine and coastal national parks.
General Directorate of Environmental Management/MoEF	The General Directorate of Environmental Management will contribute to the project implementation on the need bases.
Marine and Coastal Management Department/ General Directorate of Environmental Management/ MoEF	MCMD is one of the main beneficiary of the project. It will also be a member of the Steering Committee and will contribute to the project especially in the project implementation process.
General Directorate of Environmental Impact Assessment and Planning (GDEIAP)/MoEF	GDEIAP will make sure that the Terrestrial Plans of the region will be completed.
The Undersecretariat for Maritime Affairs	UMA is one of the main partners of the project as a member of the Steering Committee and will contribute to the project in shore safety.
Turkish Naval Forces Command	NFC is one of the main partners of the project. It will be a member of the Steering Committee and will contribute in the area of shore safety.
Turkish Coast Guard Command	TCGC is one of the main partners of the project. It will also be a member of the Steering Committee and will contribute to the project in shore safety.
Ministry of Culture and Tourism (MCT) and local units	MCT is one of the main partners of the project. It will also be a member of the Steering Committee and will contribute to the project in sustainable management of marine and coastal natural sites.
Ministry of Agriculture and Rural Affairs (MARA), Department of Fisheries	MARA is one of the main partners of the project. It will also be a member of the Steering Committee and contribute to the project in sustainable fishery through its local units.
The Ministry of Transportation and Communication, Directorate General of Coastal Safety	GDCG is one of the main partners of the project. It will contribute to the project in shore safety
Ministry of Public Works and Settlement	The Ministry is one of the main partners of the project. It will also be a member of the Steering Committee and contribute to the project in physical planning.
State Planning Organization (SPO)	SPO taking into consideration of the development plans, will contribute to the project implementation process. SPO prepares the annual state investment programmes.
National press and media	The project will cooperate with national press and media on public awareness issues.
Universities	Universities having marine and coastal related departments will contribute through scientific surveys and educational activities. One representative of the universities will be a member of the Steering Committee.
Research Institutes	Relevant regional research institutes such as TUBITAK will contribute project in scientific surveys and educational activities.

Stakeholder	Roles and Responsibilities
National NGOs	Relevant national NGOs such as SAD-AFAG and TURMepa, will contribute public awareness and training. One representative from the national NGOs will be a member of the Steering Committee.
Chambers/Unions	Turkish Chamber of Shipping and The Chamber of City Planners will play technical and advisory role in the project implementation process
Governorships	Governorships in selected pilot area will be represented in all local committees and involved in relevant project activities.
Municipalities	Municipalities in selected pilot areas will be represented in the local committees and involved in relevant project activities.
Rural Security	The rural security units (Gendarme) in selected pilot areas will support project especially in resource protection activities.
Local press and media	The project will cooperate with local press and media at selected pilot areas on public awareness issues.
Local NGOs	Local NGOs (such as water production cooperatives, fishing cooperatives) based in the selected pilot project areas will be invited to local committees and they will be encouraged to take active role in implementing project activities.
Representatives of local communities (villages)	Inhabitants of the villages within the selected pilot project areas will be made aware of the issues and invited to take part in the decision making process. They will be represented in the local committees by village headmen and actively involved in the project activities. Their cooperation will be sought in implementing project activities including resource protection, alternative income development (ecotourism, organic agriculture), awareness raising, etc. The village headmen will be the main counterparts in linking the project objectives and activities to the needs of the people in the project area.
UNDP-Turkey	The roles and responsibilities of UNDP-Turkey will include: Ensuring professional and timely implementation of the activities and delivery of the reports and other outputs identified in the project document; Coordination and supervision of the activities; Assisting and supporting EPASA for organizing coordinating and where necessary hosting all project meetings; Contracting of and contract administration for qualified project team members; Manage and be responsible of all financial administration to realize the targets envisioned in consultation with EPASA; Establishing an effective networking between project stakeholders, specialized international organizations and the donor community.

2.6. Expected Results

The expected results of the project through the incremental GEF funding were the following:

- i. The country's MCPAs would be expanded by approximately 100,000 ha., or 44% compared with baseline levels;
- ii. As part of this expansion, fisheries restricted areas would be created which are potentially critical tools in Turkey's future efforts to conserve marine biodiversity;
- iii. Management capacities on the part of key MCPA managing authorities would be strengthened;
- iv. An agreed national-level plan would be in place to guide further expansion;
- v. Systems for sustainable MCPA financing would be strengthened, further enabling management of existing sites while providing a solid platform for further expansion; and
- vi. Critical new inter-agency coordinating structures would be established, to jointly address both land-based and marine-based threats to marine biodiversity.

2.7. Budget and Financing Breakdown

The project implementation budget was USD 2.2 million (GEF grant), as shown below in **Exhibit 5** among the three outcomes and project management.

Exhibit 5: Project Budget and Financing Breakdown		
<i>Item</i>	GEF Grant Prodoc Budget % of Total	Pledged Government Co-Financing (GFD)
Outcome 1: Responsible institutions have the capacities and internal structure needed for prioritizing the establishment of new MCPAs and for more effectively managing existing MCPAs	USD 900,000 41%	USD 2,300,000
Outcome 2: MCPA financial planning and management systems are facilitating effective business planning, adequate levels of revenue generation and cost-effective management	USD 600,000 27%	USD 500,000
Outcome 3: Inter-agency coordination mechanisms in place to regulate and manage economic activities within multiple use areas of the MCPAs	USD 500,000 23%	USD 800,000
Project Management	USD 200,000 9%	USD 400,000
Total	USD 2,200,000	USD 4,000,000

Source: Project Document

Government of Turkey Co-Financing, Cash:	USD 2,000,000
Government of Turkey Co-Financing, In-Kind:	USD 2,000,000
Other Co-Financing (UNDP):	USD 20,000

The USD 4 million of pledged Government co-financing was split with 50% (USD 2 million) in the form of cash contributions and the other 50% through In-Kind contribution. An additional USD 20,000 of co-financing was committed by the UNDP for activities under Outcome 3.

3. FINDINGS

3.1. Project Design / Formulation

3.1.1. Analysis of Logical Results Framework

The project design addressed the key issues of the governmental stakeholders identified during the preparation phase, i.e., to facilitate the expansion of marine areas under protection and to contribute toward the strengthening of individual and institutional capacities to effectively manage the MCPA's in the country. The planned activities and the balance of focus between central and site-level stakeholders were well designed over the 4-year implementation timeframe.

Several of the indicators assigned to the logical results framework, however, were not consistent and not appropriate with respect to the underlying goal of the project. At the project objective level, there were two basic indicators, expansion of the MCPA system and improvements in the status of key indicator species in the ecosystem, specifically the monk seal (*Monachus monachus*), marine turtle (*Caretta caretta* and *Chelonia mydas*), and sandbar shark (*Carcharinus plumbeus*). The additional approximately 106,000 ha of marine area under protection were already in the process of gazetting during the project preparation phase, and was achieved in the first year of project implementation. However, by project closure there are no approved management plans

for the pilot MCPA's, including the newly established Saros Gulf SEPA. A more appropriate indicator of added value from the GEF funding might have been realization of approved management plans.

With respect to changes in the number of emergencies and/or sightings of the three indicator species, it was unreasonable to expect that a 4-year intervention, entailing mostly capacity building activities, would be sufficient to impart such verifiable improvements. Changes in the ecological status of these key biological resources are certainly valid indicators of the impact of the project results, but measuring impacts requires significantly longer timeframes than the 4-year project horizon. A more appropriate objective-level indicator might have been increase in governmental funding in biodiversity monitoring, including expansion of the monitoring spatial coverage, e.g., within the newly established/expanded MCPA's.

The logical results framework also included the following scorecards as indicators: management effectiveness tracking tool (METT), capacity assessment scorecard, and financial sustainability scorecard. The evaluator concurs with the requirement to use these scorecards should be included on GEF biodiversity projects, as they provide semi-quantitative indication of strengths and weaknesses on both an individual and institutional level. But, these scorecards do not necessarily need to be incorporated into the logical results framework. For example, it might have been more advisable to use the results of these scorecards to determine the focus of the capacity building efforts, i.e., as a determination of where there are critical gaps. In the opinion of the evaluator, these scorecards, however, are not appropriate indicators of project performance. Firstly, the 4-year timeframe, which effectively means only a couple of years of effectiveness interaction, is too short to expect institutional level change. Also, completion of the scorecards was rather subjective, mostly filled out by the national coordinator, and thus many not provide a valid representation of the capacity or performance of an entire institution. It might have been more appropriate to focus on facilitating development and implementation of management plans for the MCPA's.

In addition to the financial sustainability scorecard, Outcome 2 also included indicators on introduction of tools to enable the governmental beneficiaries to expand their self-financing capabilities. These are relevant indicators. The economic analyses prepared for the pilot MCPA's provide genuine guidance for decision makers when development management and business plans for the MCPA system. The target of increasing self-funded revenue to 25% of the total MCPA operating budgets proved to be not representative, as the proportion of self-funded income to the overall budget changes as government contributions to operating budgets increase. Focusing on project performance on diversification of self-funded revenue might have been a more appropriate target.

Outcome 3 focused on strengthening inter-sectoral collaboration, and one of the main indicators under this component of the project was the establishment of No-take fishing zones (NFZ's). This is a relevant indicator, and this turned out to be a particularly positive outcome of the project. While fish stocks can recover over short periods of time, the target of realizing a 30% increase in fish stocks after 2 years of declaring the NFZ's was not particularly supported with the required monitoring protocol. A more appropriate indicator of the project results might have been securing financial commitment for monitoring, surveillance, and control of the proclaimed NFZ's.

The final indicator under Outcome 3 was associated with marine pollution, and a target of a 25% reduction in ambient pollution levels associated with ship-based sources in 3 of the pilot MCPA's was assigned. Again, in the opinion of the evaluator, the 4-year project timeframe is insufficient to allow for achieving verifiable improvements in such water quality conditions. Firstly, it takes time

to identify the main issues, then advocate for changes in policies/regulations, followed by implementation of these measures. Also, a focused monitoring program would have needed to be developed to allow for assessing water quality improvements resulting in the implementation of improvements in the handling of ship-based wastes. The existing marine pollution sampling stations monitored at the MCPA's were not designed to provide such a narrow evaluation. A more appropriate indicator might have been strengthening the capacities of local stakeholders in assessing the ecological status of their coastal and marine ecosystems, consistent with the requirements of the EU Marine Strategic Framework Directive.

3.1.2. Assumptions and Risks

A risk analysis was included in the project document, consisting of a list of five risks, risk ratings, and an outline of risk mitigation measures that would be implemented. A few additional risks were added during the inception workshop; see below.

Risk	Risk rating	Risk mitigation strategy
<i>Institutional / regulatory: unexpected changes in institutional structure and/or responsibility for specific PAs.</i>	L	<i>The risk of major institutional changes, such as the creation of a single agency for managing protected areas, appears to have decreased since the project was originally conceived. A potentially significant disruption to project activities based on institutional restructuring therefore now appears unlikely.</i>
TE Comments: This risk materialized after institutional restructuring was implemented following the 2011 national elections. These institutional changes led to even more of a centralized focus on biodiversity conservation, and the Project was challenged to adapt to the new structures put into place.		
<i>An expected legal change which would enable the Fisheries Department to establish Restricted Fishing Areas may not materialize.</i>	M	<i>This risk has been mitigated by a plan to utilize the fisheries Department's existing authority to create new No Fishing Areas, in case the expanded powers to create Fisheries Restricted Areas are not forthcoming. The impact on the project's ability to achieve its outcomes would therefore be limited.</i>
TE Comments: The MFAL was a proactive partner during establishing the Fisheries Restricted Areas (FRA's); thus this risk was mitigated through stakeholder outreach and participation.		
<i>Stakeholder support and understanding of the project could be undermined by staff changes in the responsible institutions, hampering the project's ability to achieve improved conservation management.</i>	M-L	<i>The project is designed to further the goals and objectives of the Ministry of Environment SEPA program and the Strategic Plan of EPASA goals and objectives and as such, should be able to withstand such changes. The project emphasizes the creation of partnerships that go beyond individual staff.</i>
TE Comments: The Project did a good job mitigating this risk, through both vertical (e.g., within a particular organization) and horizontal (e.g., across sectors) stakeholder inclusion in various capacity building and awareness raising activities.		
<i>Council of Ministers might not approve EPASA requests for new SEPAs.</i>	M	<i>This risk has been mitigated since EPASA accepted the views of relevant institutions on establishment of new SEPAs during the project preparation stage.</i>
TE Comments: Although the risk was mitigated for the Saros Gulf SEPA and the expanded Gökova SEPA, the risk is still valid for other MCPA's, unrelated to the project. For example, approval for the proposed Karaburun SEPA is being held up in the Council of Ministers due to objection by the Ministry of Energy.		
<i>Unwillingness of EPASA, relevant organizations, NGOs and local people to</i>	M	<i>The project aims to develop a strategy for financial sustainability ensuring that MCPA financial planning and</i>

Risk	Risk rating	Risk mitigation strategy
<i>develop and implement proposed financial planning and management systems.</i>		<i>management systems are facilitating effective business planning, adequate levels of revenue generation and cost-effective management. As part of this process, willingness-to-pay and other studies are envisaged that will help to convince policymakers in EPASA other relevant organizations, NGOs, and local people of the essential validity of various potential revenue generating mechanisms.</i>
TE Comments: Based upon information gathered during the TE mission, the MoEU-GDPNA appears to have ambitious plans to increase self-generated revenues, e.g., through procuring operation of some of the natural sites (SIT's). In fact, certain stakeholders stressed concern that conservation priorities at some of these sites might not be sufficiently factored into the revenue-generating plans.		
<i>Climate change: marine ecosystems are susceptible to climate change impacts</i>	<i>M</i>	<i>The PPG has conducted an initial survey of baseline work related to the potential impacts of climate change on marine ecosystems. The Middle East Technical University (METU-Erdemli) has built up a potentially useful set of oceanographic data on, inter alia, sea water temperatures. In order to mitigate this risk, the project will support EPASA efforts to develop an improved understanding of marine ecosystem resiliency in the face of likely climate change impacts on sea levels and on water temperatures, and to develop associated management strategies. This will include incorporating climate change resilience analysis into EPASA's MCPA monitoring programme.</i>
TE Comments: Although a specific climate change resilience analysis was not reviewed during the course of the TE, there was evidence in the field of climate change monitoring efforts by both governmental and civil society. And, climate change is prominently included in the draft National MCPA Strategy developed under Project support and direction.		
<i>Other relevant organizations, NGOs, academics and local people are not open to cooperate to strengthen MCPA institutional structure and capacity.</i>	<i>M</i>	<i>EPASA has relevant experience of working with relevant agencies at five project sites. A stakeholder analysis was undertaken during the preparation stage and a participation plan was designed. Site-based management capacity will be further strengthened through enhanced collaboration with relevant agencies and local ownership. All of the stakeholders will be involved in the activities implemented by the project.</i>
TE Comments: This risk was amplified as a result of the change in institutional landscape that took place in 2011.		
<i>Not all the relevant agencies are willing to collaborate and share knowledge.</i>	<i>M</i>	<i>A stakeholder analysis was undertaken during the preparation stage and a participation plan was designed. All the relevant agencies will be actively involved in establishment of local and national coordination mechanisms.</i>
TE Comments: Stakeholder participation was quite good during project implementation.		
<i>Fisheries Cooperatives' partners will not accept 'No Fishing Areas' as fishery management tool.</i>	<i>M</i>	<i>The management boards and partners of Fisheries Cooperatives will be informed about benefits of the "No Fishing Areas" by interviews along with trainings and questionnaires.</i>
TE Comments: The project field officers were instrumental in advocating the no-take fishing zones with the local fishers.		

Risk management was briefly discussed in quarterly and annual reports. There was no evidence of a systematic risk management process, in which risks were evaluated, responsibilities assigned, and mitigation measures implemented and reported.

3.1.3. Lessons from other Relevant Projects

This was one of the first marine projects within the UNDP CO environmental portfolio, so there were not specific lessons from other marine projects incorporated into the design. The project did benefit from lessons learned under the WB/GEF Biodiversity and Natural Resource Management Project (BNRMP), and the BNRMP team was involved in the design of this project.

3.1.4. Planned Stakeholder Participation

The project did a generally good job with respect to stakeholder participation. On a national level, the key line ministries with mandates covering marine issues were engaged; this included the Ministry of Environment and Urbanization (MoEU), the Ministry of Forestry and Water Affairs (MFWA), and the Ministry of Food, Agriculture and Livestock (MFAL). The Ministry of Culture and Tourism were indicated to be one of the main partners on the project, and they did have representation on the project steering committee, but their involvement otherwise seemed to have been fairly limited. As development from the tourism sector represents some of the more significant pressures on marine and coastal ecosystems, this ministry is indeed a key institutional stakeholder.

One of the positive aspects of the institutional reorganization that occurred in 2011, when the EPASA was effectively merged into the GDPNA of the MoEU, was that staff members from the former Ministry of Public Works (which changed to the MoEU) were now involved in the project. These people, who were mostly experienced on infrastructure based projects, had little previous exposure to biodiversity conservation issues, so from an institution perspective, the project contributed to capacity building in this regard.

Several of the interviewed stakeholders stressed how they appreciated the cross-sectoral focus of the project, through training workshops, awareness raising events. For example, the inter-ministerial process of establishing the fishing restricted areas, which were declared by the MFAL.

Involvement by the academic sector was also commendable during the project. Experts from local universities provided technical services on activities such as biodiversity monitoring, and assisted in delivering trainings, workshops, etc. The technical support from universities to provincial level agencies has been a long-standing practice, and the project helped to further foster these collaborations.

The support extended to local communities and NGOs during the second half of the project, when the project partnered with the COMDEKS funded interventions administered through the Small Grants Program, proved to be a good way to make inroads in reaching out to a broader range of local stakeholders. And, there seems to be a good chance to sustain these engagements, as local NGOs and community leaders stressed commitment and interest to further expand upon the results supported by the project. For example, since the project has closed, there has been support by other local donors in ensuring local safe-guarding of the fishing restricted areas within the Gökova SEPA is maintained.

There were some shortcomings with respect to involvement of certain stakeholders, including the energy sector, and also private sector tourism and marine transport operators. There was also

not a concerted effort to engage municipality level planners in integrating MCPA management concerns into their master plans and local development initiatives.

3.1.5. Replication Approach

The key mechanism in the project design for ensuring replication was the 10-year action plan (i.e., strategy) for MCPA management and expansion. The project supported development of this strategy, and although approval had not been realized by the time of project closure, there does seem to be a reasonably high level of governmental level ownership to facilitate the process further, particularly as the strategy complements the country's efforts to fulfill regional agreements.

3.1.6. UNDP Comparative Advantage

The UNDP comparative advantage in the design of the Project was based on their extensive experience working in Turkey, and their favorable standing among national stakeholders. Through UNDP's large portfolio of GEF-financed biodiversity projects, the agency has built up a considerable body of work and knowledge on facilitating sustainable management of both marine and terrestrial protected areas.

UNDP's global and national reach with respect to providing development assistance on policy, governance, institutional capacity, and their experience working across sectors and with multiple stakeholders further contributed to their qualifications to supervise the project.

3.1.7. Linkages between Project and other Interventions

There did not seem to be direct linkages between the project and other interventions. But, there were indirect linkages with regional programs and projects, such as the Mediterranean Action Plan¹. The project collaborated with the Kas Kekova pilot project, which was part of the MedPAN South project, led by WWF Mediterranean, that aimed to enhance the effective conservation of regionally important coastal and marine biodiversity features by assisting eligible countries, in the southern and eastern parts of the Mediterranean, to improve the management of their MPAs and to promote the establishment of new MPAs.

There were also some linkage with the project: Integrated Coastal and Marine Management Planning of the Gökova SEPA and development of Model Management Planning in Turkey (January 2009 to November 2010), which involved the Rubicon Foundation (within the BBI Matra Program of the Netherlands Agriculture Ministry), SAD-AFAG (Turkish NGO), Environmental Protection Agency for Special Areas, Ministry of Agriculture and Rural Affairs. The Rubicon project aimed to protect the Gökova Bay and its biodiversity by developing sustainable marine and coastal management planning and integration with socio-economic activities.

During the project's implementation timeframe, Turkey produced a national monk seal action plan. In 2014, a EU-IPA funded, 3-year and EUR 2.5 million project entitled "Capacity Building on Marine Strategy Framework Directive (MSFD)" has started, and some of the same central level governmental stakeholders are involved. The purpose of the EU-IPA project is to develop necessary institutional and technical capacity for the transposition and implementation of the MSFD (2008/56/EC).

¹ United Nations Environment Program, Mediterranean Action Plan for the Barcelona Convention, www.unepmap.org

3.1.8. Management Arrangements

The selection of the Environmental Protection Agency for Special Areas (EPASA) as the executing agency was a logical choice, as they had a specific mandate for managing SEPA's. A project management unit (PMU) was formed and embedded into the EPASA office, which was an efficient arrangement for promoting institutional level capacity building. The PMU consisted of a national coordinator, who had a senior position with the EPASA, a project manager recruited specifically for the project, and a project assistant/financial officer. Following the mid-term review, the PMU was expanded with three field officers, stationed in the areas where the six pilot MCPA's are located.

After the institutional reorganizations in 2011, the executing agency role was fulfilled by the GDPNA of the MoEU. The same people from EPASA transferred into this newly formed ministry, so the consistency with respect to staff involvement was maintained. But, certain adjustments proved necessary after this restructuring; for example, the concept of establishing local management units at each of the pilot SEPA's was withdrawn due to management decisions.

The project steering committee was well represented by senior level staff from key line ministries, coast guard, maritime affairs, academia, national NGOs, and the UNDP. The frequency of steering committee meetings was indicated to be quarterly in the project document, but this was rationalized to twice per year during the inception workshop, and finally the committee met generally once per year. Considering there were senior level officials represented on the steering committee, having annual meetings was a reasonable and appropriate arrangement.

3.2. Project Implementation

3.2.1. Adaptive Management

The most significant adaptive management measure implemented during the project was related to the change in the executing agency, after the national elections in 2011 resulted in a widespread institutional restructuring, including the dissolution of the EPASA, the original executing agency, and assigning responsibility for the SEPA's to the General Directorate for the Protection of Natural Assets, part of the Ministry of Environment and Urbanization (GDPNA). Most of the staff members from the EPASA who were involved in the beginning of the project, including the national coordinator, were transferred to the GDPNA, but this institutional change did have impacts on both the effectiveness and sustainability of the project. Firstly, additional time was required, for the executing agency and project management team to adapt and re-group after this change. The original project closure date of September 2013 was extended, with the final end being April 2014. This no-cost extension diminished the cost-effectiveness of the project, as more management time was required to bridge this approximate 7-month long period. Also, certain key aims of the project could not be realized, such as the establishment of local management units at the pilot MPA's. The institutional reorganization seems to have resulted in a more centralized arrangement, with less involvement by local officials in MPA management, financing decisions, etc.

One response to the decision not to proceed with local management units was the establishment of local working groups for the pilot MPA's, to help facilitate management improvements of these protected areas at the local level. Local working groups were established in 2013 and convened at least once before the closure of the project. These groups are not permanent institutional structures, but interviewed stakeholders indicated that the members could be brought together in short notice, on an as-needed basis.

The partnership with the GEF Small Grants Program (SGP) and their work with the Community Development and Knowledge Management for the Satoyama Initiative (COMDEKS), financed by the Japan Biodiversity Fund and implemented by the UNDP, was a noteworthy adaptive management measure, allowing the project with the opportunity to support community-based demonstration and outreach activities, including capacity building on marine ranger system establishment, responsible fisheries with artisanal fishermen and fish restaurants, ghost-net clean-ups and with fisherwomen at some of the pilot MPA project sites. Under the highly centralized administration of MPA management in Turkey, these activities substantially increased participation at the local level.

As more local activities were added to the project's implementation agenda, three PMU field officers were recruited in 2012, following a recommendation during the mid-term review. Hiring these officers was a timely and appropriate response, and through proactive outreach to local level stakeholders, the overall sustainability of project results was accordingly enhanced.

Another beneficial adaptive management response was the support and promotion of the MCPA training centers, established in Akyaka (Muğla province) and Foça (İzmir province). Although there are uncertainties with respect to financing the continued operation of these facilities after project closure, there are strong indications that local NGOs and regulatory authorities recognize the potential benefit of having such centers, to facilitate further capacity building and stakeholder involvement at the local, regional, and international levels. With respect to training, the project also made a significant contribution to the MCPA management and financing sustainability through establishing an Internet based learning platform (e-learning), which is deployed on the MPA website and available to stakeholders throughout the country.

The field intervention showcasing the promotion of carbon sequestration by sea grass (*Posidonia oceanica*) was also a noteworthy contribution by the project, in response to increasing focus on blue carbon solutions to climate change mitigation.

3.2.2. Partnership Arrangements

Partnerships with the international and national NGOs were an important feature of the project, and some examples included an agreement between UNDP and WWF-MedPO for development of the curriculum for the MCPA Training and Implementation Center, and a feasibility study for the Mediterranean Scale Capacity Building Program. The UNDP also realized an agreement with WWF-Turkey to carry out an inventory of the marine biodiversity of the Ayvalik Adalari Nature Park. The partnership arrangement with COMDEKS resulted in collaboration with several national and local NGOs for community-based activities, including agreement with the Underwater Research Society for promoting responsible fishing among artisanal fishers and fish restaurants in Datça-Bozburun SEPA; partnering with the Gökova Sailing Club on ghost-net awareness raising and clean-up work at the established No Fishing Areas (NFA's); and an agreement with the Mediterranean Conservation Society on establishment of a local marine ranger system for safeguarding the NFA's in the Gökova SEPA, and also on capacity building efforts among fisherwomen groups in Datça-Bozburun SEPA.

Other partnerships included the following:

- ✓ EPASA (later GDPNA), the executing Agency and Municipality of Akyaka signed an agreement on the temporary use of the MCPA Training and Implementation Center;
- ✓ EPASA (later GDPNA), Muğla University and UNDP signed a memorandum of understanding to facilitate the work of the newly established MCPA Training and Implementation Center;

- ✓ UNDP and TUSSIDE (Turkish Industrial Management Institute signed a memorandum of understanding to facilitate the preparation of the National MCPA Strategy and Action Plan;
- ✓ EPASA, NOAA, WWF MedPO, and UNDP drafted a memorandum of understanding on development of the MCPA Training and Implementation Centre Curriculum & delivery of trainings.

3.2.3. Feedback from M&E Activities used for Adaptive Management

Feedback from M&E activities was mostly followed up through annual progress reports (PIRs/APRs) and project steering committee meetings. Progress reports were comprehensive and input from key implementation and execution stakeholders was included. The project steering committee meetings were convened once per year, with detailed records of discussions and decisions made. Attendance seemed to be consistently good, i.e., by high level governmental officials and other key stakeholders.

3.2.4. Project Finance

Financial Expenditures and Control

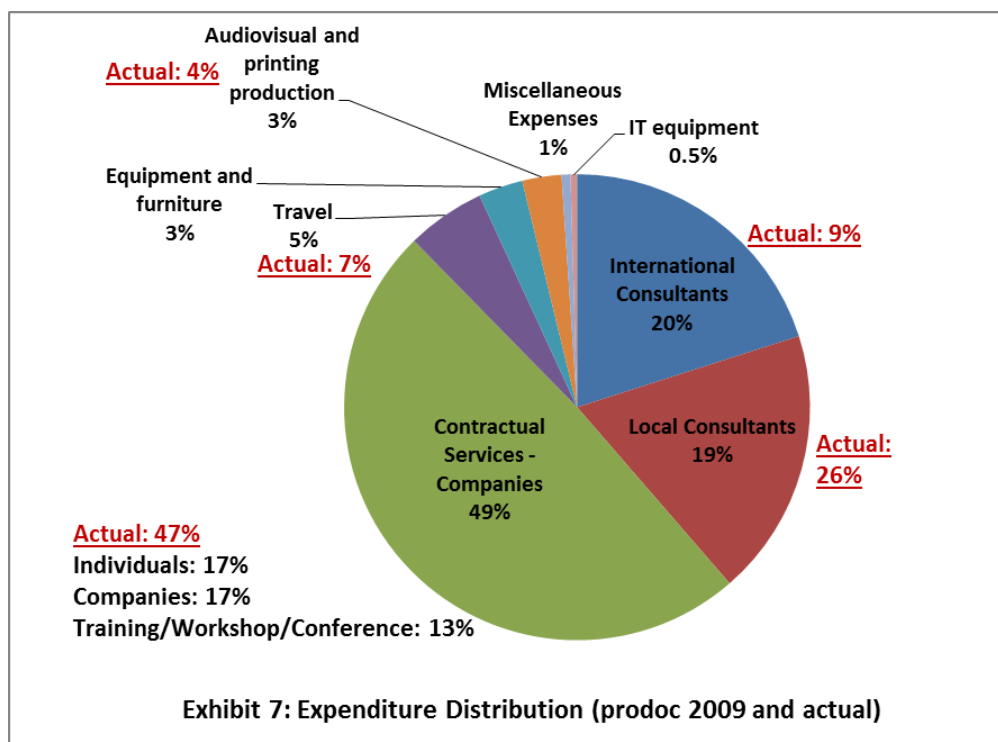
The breakdown of actual expenditures among the three outcomes and project management matches fairly well with the sums budgeted in the prodoc (see **Exhibit 6**).

Exhibit 6: Breakdown of Actual Expenditures and Co-Financing				
<i>Item</i>	GEF Grant <i>Prodoc Budget</i> <i>% of Total</i>	<i>Actual Expenditures</i>	Pledged Government Co-Financing (GFD)	Actual Co-Financing
Outcome 1:	USD 900,000 41%	USD 899,196 41%	USD 2,300,000	
Outcome 2:	USD 600,000 27%	USD 617,020 28%	USD 500,000	
Outcome 3:	USD 500,000 23%	USD 448,304 20%	USD 800,000	
Project Management	USD 200,000 9%	USD 228,732 10%	USD 400,000	
Total	USD 2,200,000	USD 2,193,252	USD 4,000,000	USD 4,471,592

Source: Project Document and PMU records

Government of Turkey Co-Financing, Cash:	USD 2,000,000	USD 2,983,628
Government of Turkey Co-Financing, In-Kind:	USD 2,000,000	USD 1,487,964
Other Co-Financing (UNDP):	USD 20,000	USD 25,011

Actual costs were broken down more or less according to the distribution outlined in the project document for the three outcomes and project management. With respect to cost categories, the breakdown of actual expenditures compared to that estimated in the prodoc budget is shown below in **Exhibit 7**.



Contributions by international consultants were considerably lower than budgeted in the prodoc: 9% of total expenditures, rather than 20%. The involvement of local consultants was, in turn, higher than planned, representing 26% of the total actual expenditures, compared to 19% estimated. Travel costs were 7% of the total expenditures, which is a bit more than the 5% level estimated in the prodoc budget.

Financial expenditure records, including asset registers, were found in order and well managed. Assets purchased with project funds including office furniture, computer equipment, telecommunication equipment, and some field supplies. Available transfer of title records, between the UNDP and the Government of Turkey, were reviewed. A transfer of title record signed on 11.07.2013 was for 15 galvanized waste containers (80x70x65 cm); these containers were delivered to the pilot SEPA's, to help manage ship-based wastes.

Based upon available records, there were two independent financial audit made during the project implementation timeframe. According to the audit reports, prepared by REHBER Consulting for calendar years 2011 and 2012, the statements of expenditures for those years were in conformity with the approved project budget, in compliance with UNDP regulations and rules, and supported by properly approved vouchers and other supporting documents.

Co-Financing:

The total amount of proposed co-financing was USD 4.02 million, which included USD 4 million from the Government of Turkey and USD 20,000 from the UNDP.

Based upon the detailed co-financing records maintained by the PMU, the actual co-financing realized totaled USD 4.497 million, which is approximately 12% more than the committed amount (see **Exhibit 8**).

Exhibit 8: Co-Financing Table							
Co-Financing Source	Type	Government (USD million)		IA own Financing (USD million)		Total Co-Financing (USD million)	
		Planned	Actual	Planned	Actual	Planned	Actual
Cash:		2.0		0.020	0.025		
Year 2009	Cash		0.594				
Year 2010	Cash		0.655				
Year 2011	Cash		0.871				
Year 2012	Cash		0.409				
Year 2013	Cash		0.431				
Year 2014	Cash		0.023				
Sub-Total, Cash:	Cash	2.0	2.984	0.020	0.025	2.02	3.01
In-Kind:		2.0					
Year 2009	In-Kind		0.017				
Year 2010	In-Kind		0.180				
Year 2011	In-Kind		0.509				
Year 2012	In-Kind		0.385				
Year 2013	In-Kind		0.302				
Year 2014	In-Kind		0.095				
Sub-Total, In-Kind:	In-Kind	2.0	1.488			2.0	1.488
Total Co-Financing for Project Implementation:		4.0	4.472	0.040	0.050	4.02	4.497

Source: PMU, Nov 2014

Cash co-financing contributions from the Government of Turkey totaled USD 2.984 million, and included the following government-funded activities, among others:

- ✓ Fethiye and Göcek SEPA Turtle Conservation and Monitoring Project
- ✓ Koycegiz-Dalyan SEPA Turtle Conservation and Monitoring Project
- ✓ Water Quality Monitoring Project (for the 5 pilot SEPA's)
- ✓ Monitoring the Current Status of Fisheries Restricted Areas designated in Gökova SEPA

The in-kind contributions from the Government of Turkey included rent of office space, office services, communication costs, use of vehicles for project purposes, and salaries of agency staff participating on the project. The total of in-kind co-financing was USD 1.488 million, which is short of the USD 2 million estimated.

The UNDP contributed USD 25,011 of own funds as project co-financing, exceeding the USD 20,000 committed.

Leveraged Resources:

The project was also successful in leveraging funds for the following activities:

- ✓ **USD 33,917** was provided by WWF MedPO for the organization of the Communication and Stakeholder Engagement Training for the pre-selected 8 Mediterranean Countries as mentors (including 4 Turkish representatives) under GEF funded Large Marine Ecosystem Regional Project (MedPartnership) in June 2011;
- ✓ **USD 38,600** was provided by COMDEKS-SGP to the Underwater Research Society to implement a responsible fishing practices project in the Datça Peninsula;

- ✓ **USD 21,000** was provided by COMDEKS-SGP to the Gökova Global Sailing and Marine Sports Society for increasing awareness of marine debris, specifically ghost nets (derelict nets that entrap fish and other marine organisms) in Gökova Bay, and leading efforts to remove some of the identified debris. The UK-based organization Fauna & Flora International also supported this intervention, through their local partner The Mediterranean Conservation Society;
- ✓ **USD 35,000** was provided by COMDEKS-SGP to The Mediterranean Conservation Society for capacity building among fisherwomen groups of the Datça-Bozburun Peninsula.

The NOAA also provided leveraged resources for sponsoring training workshops; but the sums of funding contributed were recorded.

3.2.5. Monitoring & Evaluation

Monitoring & Evaluation design at entry is rated as: Moderately Satisfactory

The M&E plan was reasonably extensive, sufficient activities and funds were allocated. The total indicative cost for Project M&E was 157,000 USD¹, which is approx. 7% of the USD 2.2 million GEF grant for implementation. This cost level exceeds the generally acceptable range, typically 3-5% of total cost. But, the costs in the M&E plan were itemized over general activities, and sufficiently specific for monitoring and evaluating the intended project results. Several of the indicators in the project logical results framework required fairly robust monitoring, e.g., tracking changes in ecological status, recovery of fish stocks in the No-take fishing zones, improves in water quality conditions, etc. It would have been advisable to work out a project-specific monitoring plan and associated costs, thus clarifying the required resources for supporting the results framework. The process of preparing such a plan might have resulted in a rationalization of some of the targets, realizing that the available funds could not support the monitoring requirements.

Implementation of Monitoring & Evaluation Plan is rated as: Satisfactory

Implementation of the M&E plan essentially started during the November 2009 project inception workshop. The M&E plan was reviewed at that time, outputs were defined in more detail, and some clarifications were made to the outcome level indicators, mostly in terms of phrasing, but not content. Participation at the inception workshop was good, and the records of the decisions made at the meeting were well documented in the inception report.

One topic that did not seem to be included in the discussions during the inception workshop is EU harmonization, and how some of the project activities might have adjusted to address Turkey's efforts in approximating EU directives, such as the Marine Strategy Framework Directive.

The M&E plan was more or less implemented as planned. Progress reporting was consistently delivered, and internal ratings made in annual progress reports were realistic and consistent with external evaluation results, including the mid-term review completed in 2012. With respect to project activities, the project did a good job at monitoring, and the team produced several professionally produced monitoring reports. Monitoring project results was partly restricted to inherent limitations of the agreed indicators, and also constrained by the subjective scorecard tallies. As discussed in Section 3.1.1. of this evaluation report, the indicators included in the project logical results framework do not provide a consistently appropriate representation of project results.

¹ As indicated in the Project Document, 28 April 2009, and also reflected in the March 2010 inception report.

The mid-term review (MTR) was made at the time the project was adapting to the institutional restructurings in the country which included merging the EPASA, the original executing agency, into the newly formed MoEU. Changes were made to project implementation as a result of the MTR recommendations, including appointing field officers and taking a more decentralized approach. An assessment by the TE evaluation of how the project responded to the MTR recommendations is summarized below.

Mid-Term Review (MTR) Recommendation	Comments by TE Evaluator on Responses to MTR Recommendations
<i>1. The Project Steering Committee and implementation partners should approve at the next Steering Committee meeting an official project extension to October 2013, to account for the period between approval and actual implementation start so that the project can still have a four-year implementation period. In addition, the Steering Committee should consider a further six-month extension to address delays resulting from the current government institutional restructuring. Thus a total of a one-year extension would be appropriate.</i>	A full one-year no-cost extension was agreed to during the steering committee meeting held on 02 May 2012.
<i>2. The project design is ambitious in scope for the amount of resources and planned implementation period. At this stage the project team and partners should revise the project workplan to consolidate some outputs and activities, particularly under Outcome 1, which was adjusted at inception to include ten outputs. Some outputs under multiple outcomes are overlapping and could be consolidated to focus on key results. A workplan revision is also necessary to adaptively manage the government institutional restructuring.</i>	This recommendation was discussed during the 02 May 2012 steering committee, and a consolidated workplan was eventually prepared accordingly.
<i>3. Once the landscape of institutions involved in and responsible for management of SEPA sites is clear, the project team should re-assess the Steering Committee membership, and ensure involvement of all necessary stakeholders, including for example the Gendarmes. Any newly involved stakeholders will need to be fully updated on the project objective and planned activities. The reconstituted Steering Committee can then approve the necessary changes in the project workplan, logframe, budget, etc. for the second-half of implementation.</i>	Representatives from the Gendarme Forces participated during the 02 May 2012 steering committee meeting, and also later ones. As the steering committee already had representation from 21 institutions involved in marine issues, no further expansion of participation was determined warranted.
<i>4. To respond to the institutional restructuring, this evaluation recommends the project take a decentralized implementation approach for the second-half of the project. This would involve broadly increasing the focus on site and provincial level activities, and on strengthening local management. For example, there will be a need to increase involvement of provincial directorates of the General Directorate of Fisheries & Aquaculture, the former GDNCNP, and the private sector (especially the tourism sector). Reflecting this increased decentralized focus, it would be useful to hold site-level meetings with the participation of all stakeholders (including media) to refresh the local awareness about the project, get further local feedback on key issues and suggestions for implementation.</i>	The project made substantial efforts in this regard, e.g., by recruiting 3 project field officers. The partnership with the COMDEKS-SGP was also beneficial to the outreach to local communities where some of the pilot MCPA's are located. Branch directorates of the MoEU were indeed involved, but the trend toward progressively more centralization has increased since the institutional restructuring initiated in 2011.
<i>5. The project strategy originally envisioned the establishment of LMUs for each of the sites to facilitate effective management. The project had made progress toward this goal through capacity development activities for EPASA staff recruited for this purpose, but the institutional restructuring occurred before the LMUs were officially established, and made operational. This evaluation recommends that the establishment of site-level LMUs remain a top priority, and that these should be established before the end of the</i>	The project diligently advocated for establishment of local management units, but the MoEU made a decision to extend management responsibility of SEPA's to provincial branch directorates. However, these directorates have limited discretionary authority in terms of both financing and planning.

Mid-Term Review (MTR) Recommendation	Comments by TE Evaluator on Responses to MTR Recommendations
<i>project. Alternative approaches of having management staff based in provincial headquarters would not be nearly as effective for managing marine and coastal resources.</i>	
<i>6. After the establishment of the new ministry (the MoEU) and new institutional arrangements at the provincial level, in the view of this evaluation the best way to establish the Local Working Groups (LWGs) would be under the chairmanship of the local governor at each site, with the participation of all related institutions and organizations. This evaluation recommends this issue be given priority in the remaining project period to better implement the project activities in the provincial level and to give more power and authority to the local level establishments for the future of the project.</i>	Local working groups were established and they participated for approximately 2 years, during the period of May 2012 through May 2014.
<i>7. facilitate a decentralized implementation approach, this evaluation recommends the addition of site-based project officers to catalyze and guide local level activities. One or two project officers may be appropriate, depending on the division of responsibilities. Previous UNDP-GEF project experience has shown that having site-level project staff can be of great benefit in increasing communication with and the involvement of local stakeholders.</i>	Three project field officers were recruited in 2012, and each were assigned two of the six SEPA's.
<i>8. The project should as soon as possible carry out the public awareness baseline survey of key stakeholder groups originally foreseen; it is critical to have a clear understanding of public awareness related to the project objective of conserving coastal and marine biodiversity in Turkey, and this would allow an assessment of progress in this area at the end of the project. This information would also provide input for further activities to strengthen awareness local stakeholder ownership. Opportunities for future activities include school activities linked with local media, information boards at ports, and an information stand at weekly markets.</i>	The project did a good job with respect to awareness raising, holding numerous workshops, sponsoring events, and establishing two local MCPA training and implementation centers.
<i>9. Given the project's anticipated decentralization shift, the project should add on-the-ground site level activities to provide small-scale but direct contributions to the project objective, increase stakeholder awareness and participation, and demonstrate concrete results to local stakeholders. This could be effectively achieved through partnership with local level civil society organizations, and the project could explore potential partnership with the GEF Small Grants Programme, which has already supported some community-level activities in the area. The most relevant activities should be drawn directly from stakeholder input, but opportunities include feasibility studies for local eco-labels (particularly for organic agriculture to reduce nutrient run-off), awareness raising on illegal spear fishing with restaurant commitment and certification, ghost net cleanup, public awareness campaigns by civil society, and additional work on creating opportunities for fishermen to involve tourists in fishing excursions.</i>	The partnership with COMDEKS-SGP further facilitated awareness raising, with participation of local fishing cooperatives, restaurants, women groups, schools, and others, guided by local NGO's.
<i>10. Increasing individual and institutional capacity for effective management of marine and coastal resources is one of the main outcomes of the project, and a number of activities have already been carried out to support this. Following the government institutional restructuring however, there is an increased need to continue and to strengthen capacity development and training activities, including staff from the GDNAP coming from MoPW that</i>	The project made significant contributions with respect to capacity building, the E-learning platform is a tangible legacy that could potentially continue to be used to facilitate further individual and institutional capacity strengthening in the years to come.

Mid-Term Review (MTR) Recommendation	Comments by TE Evaluator on Responses to MTR Recommendations
<i>may now be involved in SEPA management. The project should also exploit opportunities for biodiversity mainstreaming within the new MoEU, by seeking synergies for biodiversity considerations in other MoEU work, such as coastal land-use planning. The MCPA Training and Implementation Center should present opportunities to catalyze and scale-up good management practices, and the e-learning platform developed by the project can also contribute. Another capacity development opportunity would be for site-level exchanges within the project sites for the government staff responsible.</i>	

3.2.6. Implementing Agency (IA) and Implementing Partner (Executing Agency-EA) Execution

Overall IA-EA Execution: Satisfactory

Leveraging their extensive regional and global experience in facilitating biodiversity projects, and comparative advantages in managing multi-sectoral projects, the UNDP effectively executed the successful performance of this project.

Governmental ownership was consistently high throughout the project, including the transition period when the EPASA was merged into the MoEU. The dedicated and highly qualified project management team was consistent throughout the duration of the implementation timeframe.

Quality of Implementing Agency (UNDP) Execution is rated as: Satisfactory

The UNDP CO and GEF RTA were actively involved in the project, both in terms of supervision and also strategic guidance. The UNDP CO consistently monitored the progress of the project, facilitated assistance by national partners, e.g., through the involvement of the GEF Small Grants Programme in administering the support provided by COMDEKS.

Reporting was practical and internal ratings were more or less consistent with results of external evaluations.

Quality of the Implementing Partner (GDPNA-MoEU) Execution is rated as: Satisfactory

The quality of the project management services was one of the main strengths of the project. The PMU team was intact for the entire duration of the implementation phase, and the project manager, a renowned Turkish marine scientist, was effective at guiding the implementation partners and facilitating support from key stakeholders.

When the project started, the EPASA was the implementing partner, i.e., executing agency. Following the 2011 national elections, this agency was merged into the newly formed Ministry of Environment and Urbanization (MoEU). This was a significant disruption in the work flow of the project, but fortunately the national coordinator and other key EA stakeholders remained the same. Unlike EPASA which had a fairly singular mandate, focusing on the management of the special environmental protected areas (SEPA's), the priorities of the MoEU are more diverse and not necessarily conservation centric. In fact, the biodiversity focal point for the country is the Ministry of Forestry and Water Affairs (MFWA). The decision not to pursue the concept of local management units diminished the effectiveness of the project to impart improvements to management of pilot MCPA's. However, the overall quality of the EA execution is rated as satisfactory, as consistently constructive support was extended to the project team, governmental co-financing sums exceeded pledged amounts, and steering committee meetings were generally attended by high level ministry officials.

3.3. Project Results

3.3.1. Overall Results (Attainment of Objective)

Attainment of the Project Objective is rated as: Satisfactory

Project Objective: To facilitate expansion of the national system of marine and coastal protected areas and improve its management effectiveness	Attainment of Objective:
	Satisfactory

With respect to the first part of the overall objective, i.e., facilitating the expansion of the national system of MCPA's, the project made highly satisfactory achievement, with the total area of MCPA's expanding by 106,230 ha, bringing the total coverage to 346,466 ha. As itemized below in **Exhibit 9**, the increases include 52,314 ha of additional MCPA under protection in the Gökova SEPA and a new SEPA (Saros Gulf), with 53,916 ha of marine area.

Exhibit 9: Breakdown of Marine Protected Areas Before and After Project						
Marine protected area type		Responsible agency	# of protected areas having a marine component	Total area (ha)	Total marine area coverage (ha)	Marine area coverage, as % of MPA system*
Before Project:	Special Environmental Protected Areas (SEPA's)	MoEU/GDPNA	8	404,249	176,534	73.5%
During Project:	Saros Gulf SEPA (new), 2010		1	73,021	53,916	
	Gökova SEPA (expanded), 2010			52,314	52,314	
Sub-Total				9	529,584	282,764
Ramsar sites		MoEU/GDPNA	5	86,153	27,422	7.9%
Nature Parks		MFWA	4	18,995	14,200	4.1%
National Parks		MFWA	8	182,685	21,500	6.2%
Nature Reserves		MFWA	5	1,810	560	0.2%
Restricted Fishing Areas		MFAL	40	Unknown	Unknown	Unknown
SITs (natural sites)		MoEU/GDPNA	Unknown	Unknown	Unknown	Unknown
Total, 2009 (Before Project)			71	693,892	240,216	
Additions, 2010-2014 (During Project)			1	125,335	106,230	
Total, 2014 (After Project)			72	819,227	346,446	100%

Data obtained from Project Document (2009) and PMU records

*Calculated based upon expanded MPA system

The map in **Exhibit 10** below shows the six pilot MCPA's (highlighted in red), and the established/expanded MCPA's (highlighted in blue).



Exhibit 10: Map of pilot and newly established/expanded MCPA's

In parallel with the implementation of this project, the Branch Directorate of the MoEU-GDPNA in İzmir Provincial, one of the three provinces where the project pilot MCPA's are located, submitted a proposal to the national Council of Ministers in January 2013 for establishment of a new MCPA, the Karaburun SEPA, covering 69,000 ha¹ and reportedly designed to lie adjacent to the Foça SEPA. Although there is not yet consensus on support of this proposed SEPA, reportedly only one ministry, the Ministry of Energy, has objected, interviewed provincial and national level stakeholders stressed a fair degree of optimism that approval will be granted in the near-term future. Once eventually endorsed, this new SEPA would further add to the MCPA system, and also provide considerable more protection of monk seal habitat.

As part of the development of the national 10-year MCPA Strategy, one of the activities facilitated by the Project, three Specially Protected Areas of Mediterranean Importance (SPAMI's) are proposed, and two of these are among the 6 Project pilot areas: Gökova and Foça SEPA's. These would be the first SPAMI's designated in Turkey, and would significantly strengthen the MCPA system in the country, with a more regional relevance achieved.

And, based upon interviews and discussions during the TE mission, the Project has initiated a certain degree of momentum among government level stakeholders, including within the MWFA, for further expansion of the MCPA system, for example, by extended coverage to the Sea of Marmara and the Black Sea, both of which currently do not host MCPA's.

With respect to the second half of the Project objective, i.e., facilitating improvement in the management effectiveness of the MCPA system, the success was less pronounced, but clearly the

¹ The size of the proposed Karaburun SEPA is based upon testimonial evidence obtained during TE interviews.

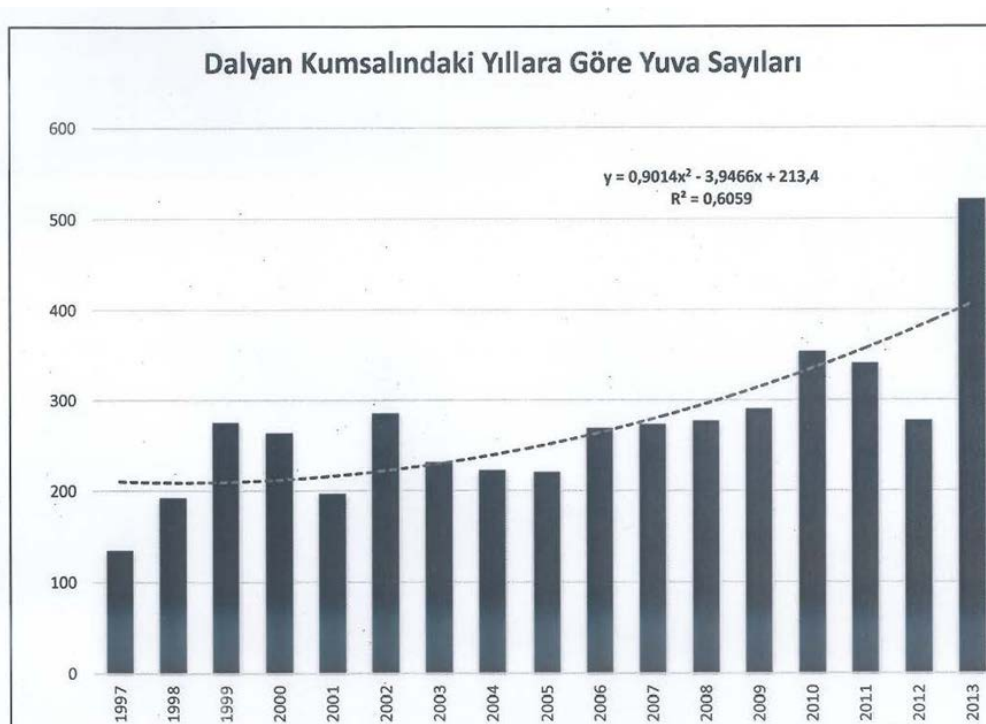
Project has made substantial contributions in this regard. When the Project implementation started, a considerable amount of emphasis was placed on supporting establishment of local management units (LMU's) for the 6 pilot MCPA's, as a way to improve effectiveness by instilling much-needed local, site-level staff. In fact, reportedly 57 people were recruited to fill the envisioned positions, just before the elections in 2011 that brought about broad institutional reorganization, including merging the EPASA into the newly formed Ministry of Environment and Urbanization (MoEU), which also absorbed the former Ministry of Public Works. As a result of these restructurings, MoEU-GDPNA decided against the concept of establishing LMU's for the SEPA's, as the administration regime took on a more centralized structure.

The Project adapted to the abandonment of the idea to form LMU's at the 6 pilot MCPA's primarily through support of cross-sectoral capacity building, particularly at the provincial and local levels, as a way to increase awareness of and participation in MCPA management. The capacity building efforts accomplished by the project have, in fact, turned out to be one of the major strengths of the Project.

At the Project objective level, increases in the emergence and/or sightings of three key endangered species were included as performance indicators:

1. Emergence of 300-350 sea turtle nests annually at the Fethiye and Dalyan SEPA's;
2. 10-20% increase in the number of sightings of Mediterranean Monk seal (*Monachus monachus*) within pilot and new SEPA's; and
3. An average of 25 annual sightings of Sandbar sharks (*Carcharinus plumbeus*) at the Gökova SEPA.

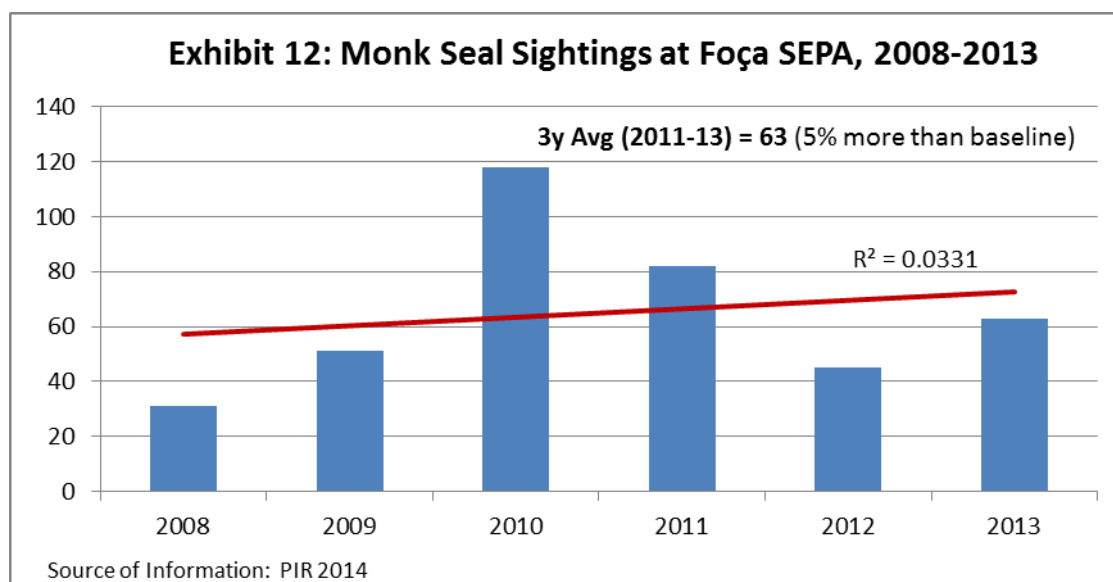
Available monitoring data for these species were reviewed as part of this evaluation. With respect to sea turtles, based upon data provided by the Muğla provincial GDPNA, there have been more than 300 nest counts at Dalyan Beach in 3 of the past 4 years, and the highest numbers recorded were in 2013 when more than 500 nests were counted. As shown in **Exhibit 11**, the increase in nest counts has gradually been increasing since 1997, as 20-25 years are typically required for sea turtles to reach reproductive maturity, and thus a long time horizon is required to assess the success of conservation efforts. In terms of evaluating conservation performance, such an indicator is appropriate on an impact level, but not for a 4-year Project timeframe, as it is not possible to distinguish the incremental benefit realized through the GEF funding in terms of increased nest counts. A more appropriate Project objective indicator might have been expanding monitoring locations and/or budget allocations among the relevant MCPA's.



Source of data: Muğla Branch Directorate, GDPNA

Exhibit 11: Sea turtle nest counts at Dalyan Beach, 1997-2013

Data on Monk seal sightings from 2008 through 2013 at the Foça SEPA reported in the 2014 PIR are plotted in a bar chart below in **Exhibit 12**. The average number of sightings in the last 3 years, from 2011 through 2013, was 63, which is a 5% increase over the pre-Project baseline of 60.



With respect to sandbar shark sightings, the information reported in the 2014 PIR indicate that there were 49 in 2009, 60 in 2012, and 47 in 2013. Thus, the indicator target of 25 sightings was exceeded.

One could argue that support from the Project fed into the ongoing process of MCPA management, and the increase achieved is thus partly attributable to the Project-sponsored results. As stated for the case of the sea turtles, it is difficult, however, to differentiate the incremental benefit from the GEF funding, and a more suitable indicator for the Project objective

might have been an increase in the allocation biodiversity monitoring budgets, not only for the 6 pilot MCPA's but also for the other ones in the system.

Outcome 1: Responsible institutions have the capacities and internal structure needed for prioritizing the establishment of new MCPAs and for more effectively managing existing MCPAs	Achievement of Outcome 1:
	Satisfactory

The first indicator target under this outcome was realization of 4% of marine area under protection. With an additional 106,320 ha of marine area gazetted during the project's timeframe, the 4% target was achieved.

As measures of increased capacities, the METT and capacity assessment scorecards were assigned as indicators. Among the 6 pilot MCPA's, the METT scores at the end of the project exceeded the target figures only in the cases of the Köyceğiz-Dalyan SEPA and the Ayvalik Adalari Nature Park (see **Exhibit 13**).

Exhibit 13: Management Effectiveness Tracking Tool Scorecard Results			
Area	METT Score		
	Baseline, 2009	Target	End of Project, 2014
Datça-Bozburun SEPA	58%	78%	68%
Fethiye-Göcek SEPA	51%	72%	68%
Foça SEPA	52%	78%	70%
Gökova SEPA	56%	78%	64%
Köyceğiz-Dalyan SEPA	63%	82%	83%
Ayvalik Adalari	37%	65%	80%

METT: Management Effectiveness Tracking Tool

Source of Data: PIR 2014

The METT scores for the other 4 pilot MCPA's fell short of the end-of-project targets. One explanation of the rather poor results was the lack of local management units at the MCPA's, except for the Ayvalik Adalari Nature Park, which in fact saw the largest change in METT score from the baseline to the end of the project.

The capacity assessment scorecard results also generally fell short of the targets, except for the aspect of policy formulation, institutional level for engagement and consensus, and individual level for monitoring (see Exhibit 14).

Exhibit 14: Capacity Assessment Scorecard Results			
Aspect	Capacity Assessment Scorecard Result		
	Baseline, 2009	End of Project Target	End of Project, 2014
(a) Policy Formulation			
Systemic	4/out of 6	5/out of 6	5/out of 6
Institutional	2/out of 3	3/out of 3	3/out of 3
(b) Implementation			
Systemic	5/out of 9	8/out of 9	6/out of 9
Institutional	17/out of 27	27/out of 36	20/out of 27
Individual	6/out of 12	9/out of 12	8/out of 12
(c) Engagement and Consensus			
Systemic	4/out of 6	6/out of 6	4/out of 6
Institutional	3/out of 6	5/out of 6	5/out of 6
Individual	2/out of 3	3/out of 3	2/out of 3
(d) Mobilize Info and Knowledge			
Systemic	2/out of 3	3/out of 3	2/out of 3
Institutional	2/out of 3	3/out of 3	2/out of 3
Individual	1/out of 3	3/out of 3	2/out of 3
(e) Monitoring			
Systemic	3/out of 6	6/out of 6	4/out of 6
Institutional	2/out of 6	5/out of 6	4/out of 6
Individual	0/out of 3	2/out of 3	2/out of 3

Source of Data: PIR 2014

In the opinion of the evaluator, these two scorecards do not provide an adequate representation of the capacity building results delivered by the project. The project sponsored an extensive number of trainings and workshops, developed an E-Learning system that enabled broader participation, and also facilitated establishment of two training centers, one in Akyaka and the other in Foça. Highly qualified and experienced partners, including the WWF and NOAA, supported the training efforts, and overall, the capacity building is considered one of the main strengths of the project. Achievement of Outcome 1 is, hence, rated as satisfactory; however, it is important to note that there was limited progress made with respect to affecting internal structures of the responsible institutions, largely because of the increasingly level of centralization following the institutional restructuring that occurred in 2011-2012.

Outcome 2: MCPA financial planning and management systems are facilitating effective business planning, adequate levels of revenue generation and cost-effective management	Achievement of Outcome 2:
	Moderately Satisfactory

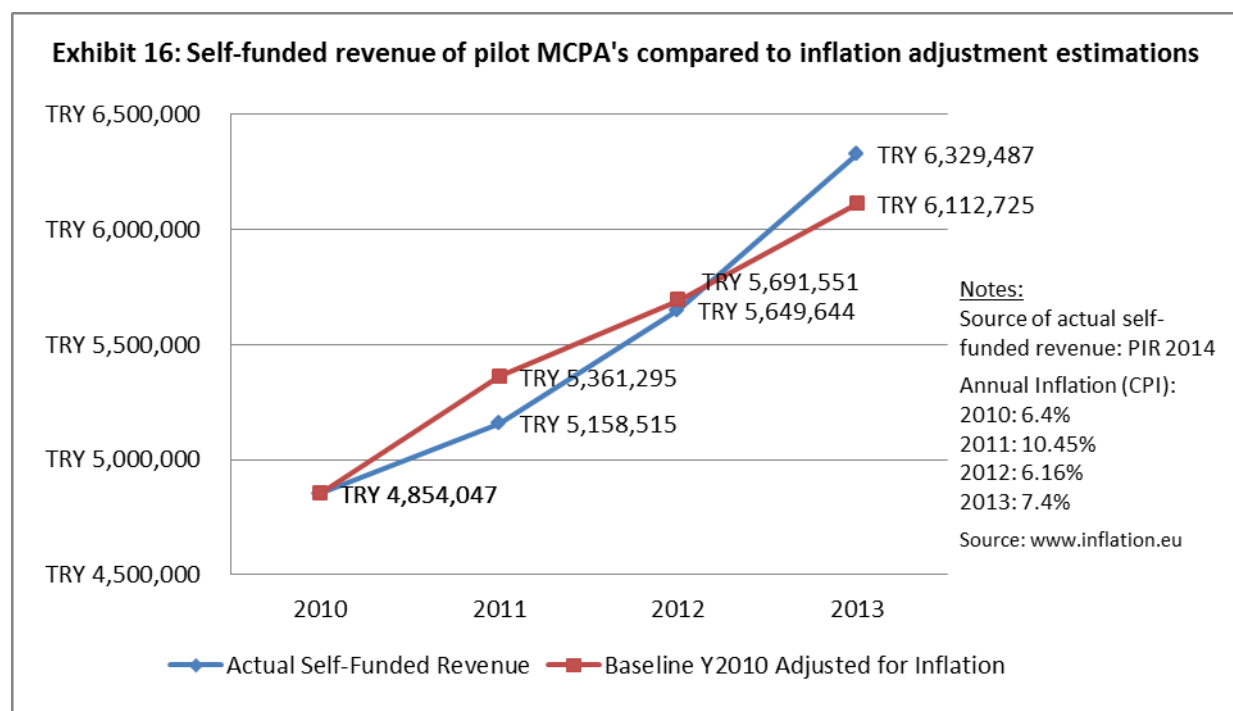
The results of the financial sustainability scorecard assessment made at the end of the project did not show significant improvements from baseline conditions, in fact, the business planning aspect was considerably lower at the end of the project (54%/32 out of 59) compared to the 2009 baseline (90%/55 out of 61). The total score at the end of the project was 60%, which is little changed from the 58% reported as a baseline figure (see **Exhibit 15**).

Exhibit 15: Financial Sustainability Scorecard Results			
Aspect	Financial Sustainability Scorecard Result		
	Baseline, 2009	End of Project Target	End of Project, 2014
(a) Legal and regulatory framework	44%: 34 out of 78	62%: 48 out of 78	70%: 63 out of 90
(b) Business planning	90%: 55 out of 61	93%: 57 out of 61	54%: 32 out of 59
(c) Tools for revenue generation	42%: 24 out of 57	74%: 42 out of 57	54%: 38 out of 71
Total	58%: 113 out of 196	76%: 148 out of 196	60%: 113 out of 220

Source of Data: PIR 2014

Management plans for the pilot MCPA's are not yet completed, hence, business plans have not yet been prepared. The fact that there is limited local level management, financial decisions are highly centralized.

The amount of self-funded revenue by the 6 pilot MCPA's has increased in nominal terms from TRY 4,854,047 (USD 2,157,354) in 2010 to TRY 6,112,725 (USD 2,716,767) in 2013. When adjusting for inflation, however, there has not been a significant increase in real terms, year-on-year in the 4 years from 2010 to 2013 (see **Exhibit 16**).



The fact that self-funded revenue has been able to keep pace with inflation, which has been >6% in each of the last 4 years, is significant, and demonstrates a fairly strong core of income sources. But, according to the MoEU, the total operating budget is not uniformly distributed among the MCPA's; for example, Fethiye receives 30-40% of the total budget, while Dalyan Beach is allocated the second highest share.

The economic analyses produced for each of the 6 MCPA's as part of the Project provides supporting information for expanding revenue sources and a basis for development of business plans for the MCPA's. Over the short term, self-funded revenue among the GDPNA is positioned to substantially increase in the coming years, upon assignment of the responsibility of managing SIT sites, which were formerly under the mandate of the Ministry of Tourism and Culture. The GDPNA has already identified a number of possible revenue sources from the daily site use fees for the SIT sites. The challenge will be to effectively address conservation concerns at these areas.

Outcome 3: Inter-agency coordination mechanisms in place to regulate and manage economic activities within multiple use areas of the MCPAs.	Achievement of Outcome 3: Satisfactory
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One of the important outputs under this outcome was the establishment of No-take fishing zones (NFZ's) within 2 of the 6 pilot MCPA's, the first time such fishing restricted areas have been agreed upon within SEPA's in Turkey. The process associated with agreeing to the NFZ's was cross-sectoral and managed both on national and local level scales. The MAFL issued the government decision to establish the NFZ's, and they were supported by the Project management team, the MoEU, and provincial and local level stakeholders. The Project also facilitated extensive local consultations among small-scale fishers, local communities, local governments, and law enforcement officials. The process of establishing the NFZ's was supported through the partnership with COMDEKS, facilitated through the Small Grants Program.

A combined total of 3,538 hectares (ha) have been proclaimed as NFZ's. In Gökova Bay, 6 separate NFZ's have been established, totaling approximately 2,038 ha (see **Exhibit 17**).

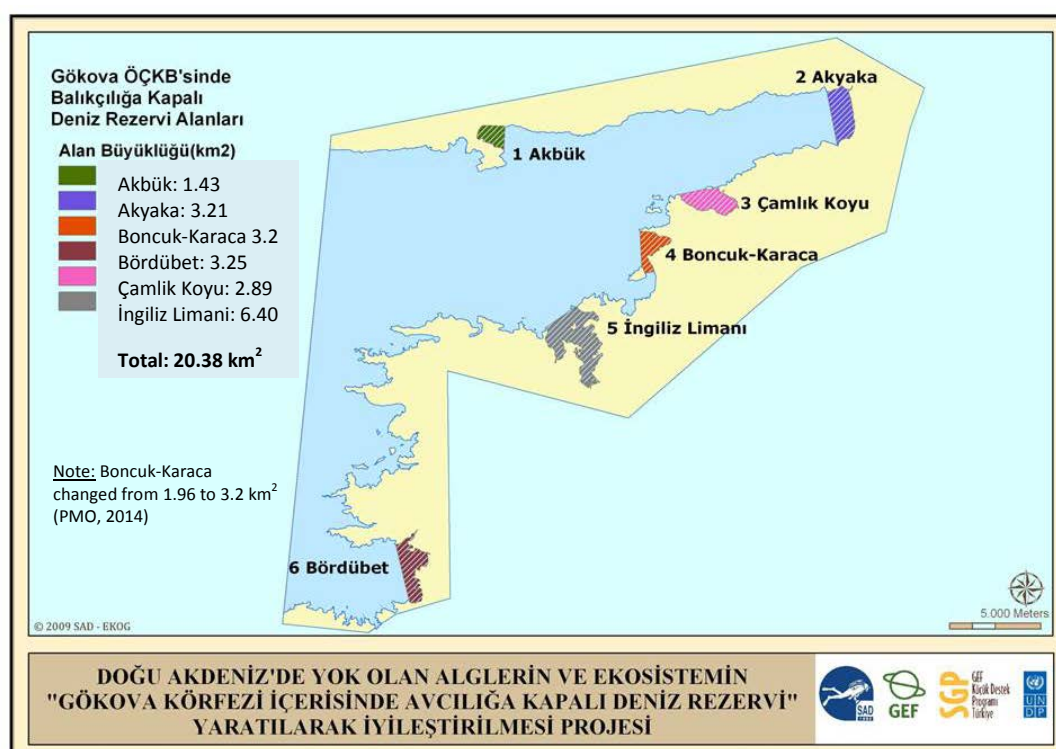
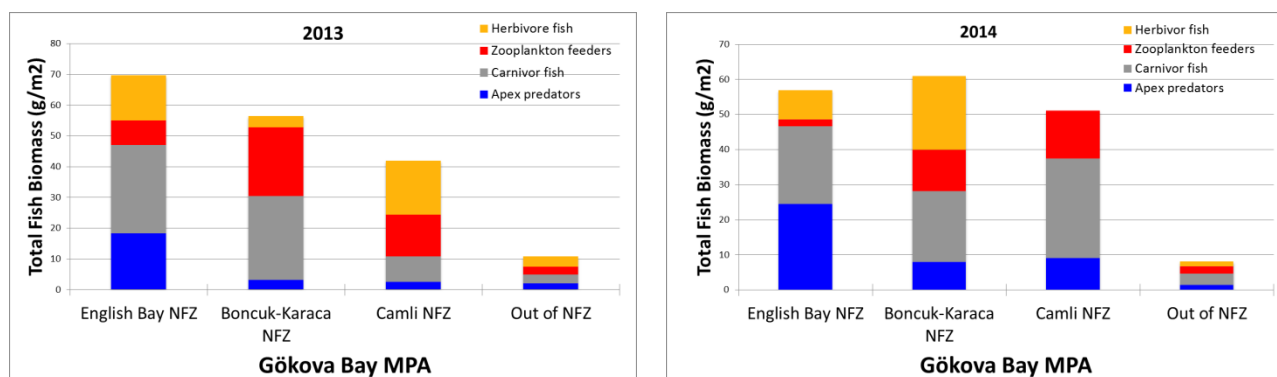


Exhibit 17: Map of No Fishing Areas, Gökova Bay

There has been limited time for obtaining indicative monitoring data. The project supported monitoring at 3 selected NFZ's at the Gökova SEPA. The results were inconclusive, showing no significant change in the *Dentex dentex* species, and actually a negative change for *Pagellus erythrinus*.

A Turkish NGO, the Mediterranean Conservation Society, obtained funding from a different source for carrying out underwater monitoring, along pre-established transects. Comparing monitoring results inside the NFZ and outside the NFZ, in terms of fish biomass, is quite compelling, showing significantly more biomass inside the NFZ (see **Exhibit 18**).



Note: Data provided by Mediterranean Conservation Society

Exhibit 18: Total fish biomass measured in Gökova Bay No-take fishing zones, 2013 and 2014

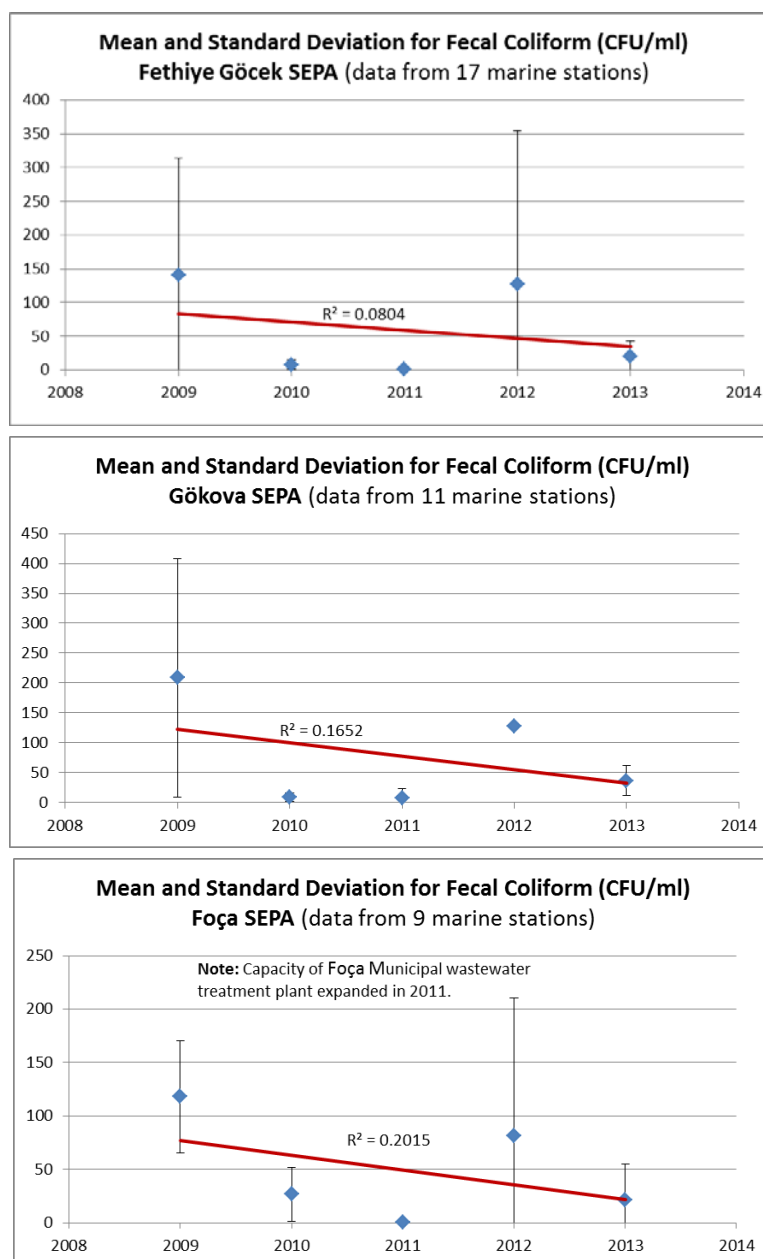
There are unresolved issues associated with the NTZ's, most of which are regarding roles and responsibilities (and financing) of monitoring, surveillance, and control activities. And, there has been some recent push back from certain fisher cooperatives operating in Gökova Bay, requesting to reduce the size of the NFZ's. Notwithstanding these ongoing concerns, the evaluator considers that the project has made a meaningful contribution with respect to demonstrating the use of fishing restricted areas as a MCPA management approach.

In 2012, four NFZs, totaling 1,500 ha, were added in the Datça-Bozburun SEPA (see **Exhibit 19**), and facilitated by the financing provided by COMDEKS.



Exhibit 19: Map of No Fishing Areas, Datça-Bozburun SEPA

Outcome 3 also contained a marine pollution indicator. The annual PIR's contain compilations of water quality monitoring data from marine-based stations in the Fethiye Göcek SEPA, Gökova SEPA, and Foça SEPA. Average and standard deviation data provided in the 2014 PIR are plotted in the charts below in **Exhibit 20**.

**Exhibit 20: Ambient Pollution Levels Measured in 3 SEPA's from 2009 through 2013**

(Data obtained from 2014 PIR)

Data series for fecal streptococci are similar as those for fecal coliform presented in Exhibit 20, i.e., there are slight reducing inclinations, but the statistical trends (maximum R^2 was 0.2015) are not sufficiently robust to demonstrate a 25% reduction in ambient pollution levels associated with ship-based sources. More importantly, the evaluator feels that such an indicator is an inappropriate measure of the project results under this outcome.

Marine pollution is influenced by both land-based sources, such as wastewater discharge, and also by liquid waste discharge from ships. Based upon wastewater statistic data, the highest proportion of wastewater collected by sewerage systems was discharged into the sea (45.3%)¹. The government has implemented a considerable amount of wastewater infrastructure investment, and the rate of the population served by wastewater treatment plants by 2012

¹ Turkish Statistical Institute, News Release No. 16169, 18 February 2014 (www.turkstat.gov.tr)

reached 68% with respect to the total municipal population¹. And, according to the Tenth Development Plan (2014-2018), spending is expected to continue, as there is a development target to expand wastewater service to 80% of the total municipal population.² The target on the project marine pollution indicator was focused on impacts associated with ship-based sources. The project did support a field demonstration at the Fethiye-Göcek MCPA involving providing tanks for collecting ship-based liquid wastes, and the gathered wastes are then transported to a suitable treatment facility. But, ascertaining influences to marine pollution levels cannot be ascertained, the intervention was limited in scope, there has been insufficient time to allow for sufficient data collection, and was no site-specific monitoring program implemented.

Imparting lasting improvements to ambient water quality conditions requires sustained and integrated actions by local communities, not only in terms of wastewater treatment and ship-based waste management, but also with respect to control of storm water discharges, agricultural run-off, etc. The timeframes required to achieve verifiable change are much longer than a 4-year project outcome horizon. More appropriate indicators of project results might have been strengthening the capacities of local stakeholders in determining the ecological status of their marine and coastal waterways, or support in the development of integrated coastal zone management plans, etc.

3.3.2. Knowledge Management

The project has done a particularly good job with respect to knowledge management (KM), even though there was not a specific KM based outcome planned.

Firstly, the document management system was efficiently designed and implemented. Project studies, reports, and other information deliverables are codified and organized across thematic categories on the website designed by the project but hosted by the Ministry of Environment and Urbanization: www.mpa.gov.tr. The website is laid out efficiently, available in two languages (Turkish and English), and was regularly updated while the project was running. In fact, one of the interviewed governmental stakeholders, from the MWFA, indicated that he would typically start his day by looking at this website for announcements, news, etc. It is unclear if the MoEU will take over the regular update of the site, however.

The website also includes a link to the E-Learning portal that the project helped facilitate. This is an efficient KM technology, which enables broad outreach to interested stakeholders, allows for easy updating with state-of-the-art content, and saves costs of conventional training methods.

Also, two Marine and Coastal Protected Areas Training and Implementation Centers were established, one in Akyaka and the other in Foça. These centers offer a locally based mechanism for increasing connectivity among stakeholders, including local communities, regulatory authorities, NGO's, schools, and the private sector. Based upon TE interviews, there has been sustained demand for use of the centers since project closure in September 2014, but the operation of the centers is a bit tenuous, as stakeholders have not come to agreement with respect to financing.

The project also did a good job disseminating information and knowledge products at local and international conferences, and also published in scientific journals. Some examples of these are listed below.

¹ Turkish Statistical Institute, News Release No. 16169, 18 February 2014 (www.turkstat.gov.tr)

² Tenth Development Plan, 2014-2018, Ministry of Development, Republic of Turkey.

- ✓ Ergün, G., Gençoğlu, G.A, Zaim K., Erdoğan, B., Dinçaslan, Y.E., Ceviz, K., Kartal, E., Katisöz, Ö., Yıldırım, Z.D. & Güçlüsoy, H. 2013. Strengthening the System of Marine & Coastal Protected Areas of Turkey: To Date Results (Abstract). International conference on Oceanography and Sustainable Marine Production: A Challenge of Managing Marine Resources under Climate Change ICOSMaP – 2013, Kuantan - Malaysia, 28-30 October 2013.
- ✓ Ergün, G., Gençoğlu, G.A, Zaim K., Erdoğan, B., Dinçaslan, Y.A., Ceviz, K., Kartal, E., Katisöz, Ö., Yıldırım, Z.D. & Güçlüsoy, H. 2013. Strengthening the System of MCPAs of Turkey (Extended Abstract). Global Congress on ICM: Lessons Larned to Address New Challanges, EMECS 10 - MEDCOAST 2013 Joint Conference, Marmaris, Turkey, 30 October-3 November 2013.
- ✓ Durgun D., Ünal, V., Göncüoğlu, H., Ergün, G. ve Güçlüsoy H. 2013. Akdeniz Deniz Koruma Alanları ve Sosyo-Ekonomik Etkileri (Özet). 17. Su Ürünleri Sempozyumu, İstanbul, 3-6 Eylül 2013. (Mediterranean Marine Protected Areas and Socio-Economic Impacts)
- ✓ Kırac, C.O., Ünal, V., Ververi, N.O., Güçlüsoy, H. ve Yalçiner, A.C. 2012. Gökova’da Yürütülen Kıyı Alanları Yönetimi Temelli Projeler Envanteri ve Korumada Verimlilik. Türkiye'nin Kıyı ve Deniz Alanları 9. Ulusal Kongresi, 14-17 Kasım 2012, Hatay-Antakya, 1: 241-252. (The Coastal Zone Management Project Execution in Gokova Based Inventory Efficiency and Conservation. Turkey's Coastal and Marine Areas)
- ✓ Badur Özden, G. 2012. İlanından Günümüze Özel Çevre Koruma Bölgeleri’nde Deniz ve Kıyı Alanları Çalışmaları. Türkiye'nin Kıyı ve Deniz Alanları 9. Ulusal Kongresi, 14-17 Kasım 2012, Hatay-Antakya, 1: 269-279. (Special Protection Zones Ads from Marine and Coastal Area Studies. Turkey's Coastal and Marine Areas)
- ✓ Gençoğlu, G.A., Ergün, G., Badur Özden, G., Erdoğan, B., Zaim, K. ve Güçlüsoy, H. 2012. Türkiye’nin Deniz ve Kıyı Koruma Alanları: Kapasite Geliştirme Çalışmaları. Türkiye'nin Kıyı ve Deniz Alanları 9. Ulusal Kongresi, 14-17 Kasım 2012, Hatay-Antakya, 1: 253-260. (Turkey's Marine and Coastal Protected Areas: Capacity Building Activities. Turkey's Coastal and Marine Areas)
- ✓ Başak, E., Bann, C., Zaim, K., Ergün, G., Erdoğan, B., Gençoğlu, G.A. ve Güçlüsoy, H. 2012. Türkiye’nin Deniz ve Kıyı Koruma Alanları: Ekosistem Hizmetlerinin Ekonomik Değerleme Çalışmaları. Türkiye'nin Kıyı ve Deniz Alanları 9. Ulusal Kongresi, 14-17 Kasım 2012, Hatay-Antakya, 1: 261-268. (Turkey's Marine and Coastal Protected Areas: Economic Valuation of Ecosystem Services Studies. Turkey's Coastal and Marine Areas)
- ✓ Meriç, S., Yalavaç, İ., Karahan, M., Güler, M.D., Zaim, K., Ergün, G., Erdoğan, B., Gençoğlu, G.A. ve Güçlüsoy, H. 2012. Türkiye’nin Deniz ve Kıyı Koruma Alanlarındaki İzin ve İşletme Çalışmaları. Türkiye'nin Kıyı ve Deniz Alanları 9. Ulusal Kongresi, 14-17 Kasım 2012, Hatay-Antakya, 1: 281-287. (Permits in Turkey's Marine and Coastal Protected Areas and Business Studies. Turkey's Coastal and Marine Areas)
- ✓ Göncüoğlu, H., Ünal, V., Durgun, D., Tunca, S. ve Güçlüsoy, H. 2012. Datça-Bozburun Özel Çevre Koruma Bölgesi’ndeki Su Ürünleri Kooperatiflerinin GZFT Analizi. Türkiye'nin Kıyı ve Deniz Alanları 9. Ulusal Kongresi, Hatay-Antakya, 14-17 Kasım 2012, 1: 615-623. (SWOT Analysis of Fisheries Cooperatives in Datça-Bozburun Special Protection Area. Turkey's Coastal and Marine Areas)
- ✓ Ergün, G., Zaim, K., Toros, B., Atkin G. and Güçlüsoy, H. 2012. Strengthening the Marine and Coastal Protected Areas of Turkey (Abstract). International Conference Land-Sea Interactions in the Coastal Zone. Byblos, Lebanon, 6-8 November 2012.
- ✓ Ergün, G., Güler M.D., Atkin, G. & Güçlüsoy, H. 2011. Strengthening the System of the Marine and Coastal Protected Areas System of Turkey. International Symposium on Environmental Protection and Planning: Geographic Information Systems (GIS) and Remote Sensing (RS) Applications (ISEPP). İzmir, 28-29 June 2011, İzmir.ÖÇKKB 2011. GEF Özel Çevre Koruma Bölgesi Kıyı ve Deniz Koruma Alanları Projesi. Özel Çevre Koruma Bölgeleri Biyoçeşitlik İzleme ve Koruma Sempozyumu Ankara, 5-6 Ocak 2011.
- ✓ Özyanık, A., Menengiç, M., Zaim, K., Ergün, G., Toros, B., Erdoğan, B., Aşçı, E., Atkin, G., Şen, N., Ekici, S., Keskin, L., Baykal, D., Meriç, S., Karaçelebi, M., Mart, S., Gezmen, S., Karahan, M., Yalavaç, İ. ve Güçlüsoy H. 2010. Türkiye’nin Deniz ve Kıyı Koruma Alanları (DKKA) Sistemin Güçlendirilmesi Projesi. Türkiye'nin Kıyı ve Deniz Alanları 8. Ulusal Kongresi, Trabzon, 27 Nisan - 1 Mayıs 2010. (Turkey's Marine and Coastal Protected Areas (MCPA) Strengthening System Project. Turkey's Coastal and Marine Areas)

3.3.3. Relevance

Relevance is rated as: Relevant

The project is **relevant** across a wide range of criteria. Under the Ninth Development Plan (2007-2013) for Turkey, one of the development axes under the *Increasing Competitiveness* Objective called for *Activities for researching, protecting and utilizing the biological diversity and genetic resources in Turkey and for transforming them into economic value will be accelerated*. The project was relevant with respect to this development objective, through facilitating expansion of the MCPA system and also strengthening management effectiveness, e.g., through increasing financial sustainability. The economic analyses carried out for each of the 6 pilot MCPA's provide decision makers with foundational economic valuations of the resources and services within the protected areas.

The Ninth Development Plan also calls for further EU harmonization. A particularly relevant EU legislation that is consistent with the project goal is the Marine Strategic Framework Directive (2008/56/EC). As outlined in this directive, establishment of marine protected areas is an important contribution to the achievement of good environmental status, and, thus the project directly supported this overall objective, through facilitating an additional 106,230 ha of marine protected areas in Turkey, and also by supporting development of a national strategy on MCPA's.

The project objective is also aligned with the National Biological Diversity Strategy and Action Plan (NBSAP)¹, specifically Goal 9: *to develop and implement effective methods for the conservation of coastal and marine biological diversity, the maintenance of ecological functions provided by coastal and marine ecosystems, and the sustainable use of these ecosystems*.

The project is also relevant with respect to Turkey's regional development and conservation objectives, including the obligations under the Mediterranean Action Plan (MAP). Among all the countries within the Mediterranean basin, conservation of the Monk seal is highest in Turkey and Greece (see **Exhibit 21**).

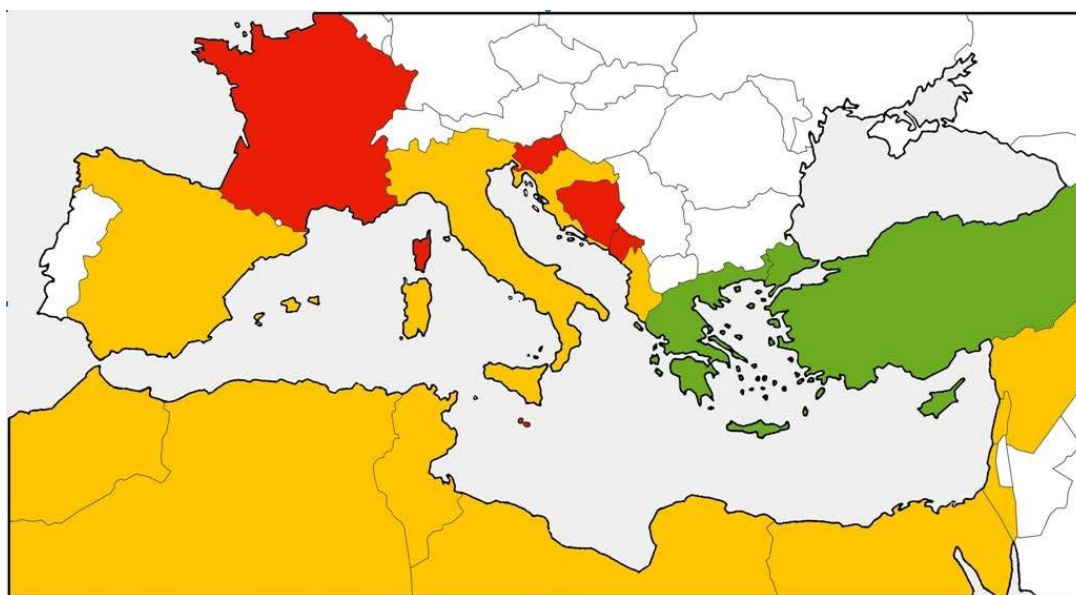


Exhibit 21: Monk seal conservation status by country in 2011²

Green: "Group A" countries. Yellow: "Group B" countries. Red: "Group C" countries

¹ NBSAP, 2007, Ministry of Environment and Forestry, ISBN: 978-605-393-030-3.

² Source: Decision IG.21/4. Action Plans under the Specially Protected Areas and Biological Diversity Protocol including Monk Seal, Marine Turtles, Birds, Cartilaginous Fishes, and Dark Habitats. UNEP(DEPI)/MED IG.21/9, Annex II.

With indirect support from the project, the *Turkish National Action Plan for the Conservation of the Mediterranean Monk Seal in the Aegean and Mediterranean Sea* was developed by the Underwater Research Society (www.sad.org.tr).

The project is also relevant with respect to the UNDP Country programme document for Turkey (2011-2015), particularly under Key result area 4.1., *Mainstreaming environment and energy* (Environment and Sustainable Development, 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*. One of the targets under this outcome is expansion of the marine protected area system by 100,000 ha.

The project was approved under GEF-4, and is relevant under the biodiversity focal area strategy and strategic programming for GEF-4 (2007 – 2010), particularly with respect to Strategic Objective One (SO-1): *To Catalyze Sustainability of Protected Area Systems*. Under Strategic Program 1 of SO-1: *Sustainable Financing of Protected Area Systems at the National Level*, support focuses on matching expenditures to revenue, and also strengthening institutional capacities to manage protected areas based upon sound business planning and biodiversity conservation principles. The project is also relevant under Strategic Program 2 of SO-1: *Increasing Representation of Effectively Managed Marine Protected*. Under this program, GEF support was directed to interventions that support the creation and management of national coastal and marine protected area networks, including no-take zones, to conserve marine biodiversity, enhance long-term fisheries management, contribute to local livelihoods, help hedge against natural disasters, and mitigate the effects of global climate change.

3.3.4. Efficiency

Efficiency is rated as: Satisfactory

Supporting Evidence:

- + Incremental benefits: the project helped facilitate expansion of the MCPA system in the Turkey and made substantial contributions to strengthening the capacity of key stakeholders, both on national and local levels.
- + Achievement of the intended outcomes was satisfactorily realized within the allocated budget and implementation timeframe.
- + Co-financing exceeded committed amounts.
- Limited progress in addressing long-term sustainable finance of MCPA's.
- Seven month no-cost extension diminished the overall efficiency of the project.

Considering incremental cost criteria, the GEF funding filled some of identified the gaps with respect to sustainable management of the MCPA system in Turkey. Firstly, the coverage of MCPA's was increased from 2.8% to 4% by the end of the project, with approximately 106,000 ha, consisting of a new SEPA and expansion of an existing one. And, the project did a good job in facilitating reasonable achievement of the key intended outcomes, including making substantial contributions to strengthening the capacity among relevant stakeholders and fostering inter-sectoral collaboration on addressing economic activities within MCPA's, such as coordinating establishment of No Fishing Areas among two of the six pilot areas.

Project efficiency was also bolstered by the fact that co-financing sums exceeded the committed amounts, and associated financing, e.g., improvements in infrastructure such as community wastewater treatment, solid waste handling, and others, was substantial throughout the project implementation period among the pilot MCPA's.

There was limited progress made with respect to strengthening systems for sustainable MCPA financing (Outcome 2). The project supported the development of draft management plans for two of the six pilot MCPA's, but these had not been finalized and approved by project closure, and financing for MCPA management remains centrally controlled, possibly more so than at project start, largely due to the institutional structural changes made in the country in 2011.

Project efficiency was partly diminished as a result of the approximate six-month long no-cost time extension, primarily required for re-grouping following the institutional reorganizations that were implemented in Turkey following the 2011 national elections. Project management and other fixed costs during this extended period of time reduced the overall cost-effectiveness of the project.

3.3.5. Country Ownership

When the project was designed, the objectives were very much in line with the priorities of EPASA, which was the original governmental level beneficiary and executing agency, as this institution's mandate was solely focused on management of special environmental protected areas. Following the institutional reorganizations following the 2011 national elections, country ownership was partly diminished, as the project needed to compete for attention within a ministry that remains heavily focused on infrastructure based issues, rather than on conservation priorities. As time progressed during the second half of the project, ownership seemed to improve, e.g., as evidenced by the establishment of a business development department with the GDPNA. Also, the MFWA, the biodiversity focal point in Turkey, has been an active project partner since 2011, since both this ministry and the MoEU have responsibilities to manage marine protected areas.

Stakeholder involvement also extended to provincial government institutions, academia, and the civil society. There was some participation by local government officials within the communities where the six pilot MCPA's are located, but only limited engagement with municipality planners.

The government maintained co-financing commitments to the project, in fact, contributions exceeded the pledged sums. Approval of an additional 106,000 ha of marine protected areas during the lifespan of the project is also an indication of satisfactory country ownership. There are other areas in the pipeline, including the proposed Karaburun SEPA in the province of İzmir, and interviewed MoEU and MFWA officials indicated keen interest to promote establishment of SEPA's for the Sea of Marmara and the Black Sea.

The project was also complementary to Turkey's regional development priorities. For example, in 2013, as part of the Mediterranean Action Plan under the Barcelona Convention, Turkey produced a national action plan on monk seals, one of the most endangered species in Europe.

3.3.6. Mainstreaming

The economic analyses and socio-economic studies supported by the project identified key issues and opportunities for synergizing natural resource management with local economic development priorities, and during the second half of the project, and largely through the partnership with COMDEKS and SGP, the project diverted a fair share of focus toward local populations among the

communities within the Datça-Bozburun peninsula, which includes two of the six pilot MCPA's: the Gökova and Datça-Bozburun SEPA's. There are approximate 100,000 inhabitants in this area, and the majority of the population depends upon natural resources for their livelihoods, through mainly fishing, tourism, and agriculture¹. Three of nine community projects administered by COMDEKS-SGP focused on marine issues and the project provided additional funding and management support for those ones. Responsible fishing was promoted to the approximate 500 fishers among 5 fishing cooperatives in the area. In addition, 20 restaurant owners participated, by agreeing to serve only sustainability caught local fish.

In a separate project, the awareness of local communities, including school children, was raised with respect to the topic of marine debris, specifically ghost nets. And, approximately 5 ha of one of the local no fishing areas established was mapped for ghost nets using underwater cameras, and with the assistance from volunteer scuba divers, 700 m of ghost nets and 5,000 m of ghost fishing line were removed.

There was also a gender issue objective to one of the COMDEKS-SGP community projects, i.e., training and awareness-raising among fisherwomen. The province of Muğla reportedly has the highest number of active fisherwomen operating in Turkey, and the project engaged 70 of them, by organizing meetings together with marine experts, local cooperatives, and microcredit finance institutions. The local NGO who was awarded the assignment to implement this sub-project won 2 prizes for their work with the fisherwomen community: winner of the Whitley Award donated by The William Brake Charitable Fund and the second one is Equator Prize 2014 coordinated by UNDP.

The project also made contributions to improving preparedness with respect to coping with natural disasters. In supporting the MoEU in strengthening MCPA management effectiveness, the ministry produced a series of updated master plans, in scales of 1:25,000, and in some areas more detailed 1:1,000 and 1:5,000 versions². These plans provide planners with a framework regarding conservation priorities and by highlighting restrictions to alterations of certain natural barriers and other coastal features, sensitive habitats will be protected and ecosystem resilience to natural disasters preserved.

3.3.7. Sustainability

Sustainability is generally considered to be the likelihood of continued benefits after the project funding ends. Under GEF criteria, each sustainability dimension is critical, so the overall ranking cannot be higher than the lowest one.

Overall, sustainability of the project is rated as: Moderately Likely

Supporting Evidence:

- + Government approval of approximately 106,000 ha of new and expanded MCPA's, and strong indications of commitment for further expansion.
- + Capacities of key stakeholders strengthened through the extensive trainings and demonstration interventions supported by the project.
- + The draft 10-year MCPA management strategy is an important step toward elevating conservation priorities among national development plans.

¹ Agrun G., İsendiyaroğlu S, and Güçlüsoy H., 2014 (under preparation), Key Biodiversity Area - Landscape Conservation in Datça and Bozburun Special Environmental Protection Area: The outcomes 9 Small Scale Parallel Projects.

² Personal communication with MoEU officials during TE interviews.

- + Through field-level implementation, the project demonstrated meaningful models for engaging local communities in the sustainable management of MCPA's.
- + Self-generated revenue of the MCPA system has remained steady throughout the project implementation period.
- + There is continued allocation of government funding toward wastewater and waste management improvements.
- + Co-Financing and associated financing during project implementation was high.
- + Governmental agencies are including marine issues into proposals under development for the GEF-6 funding cycle.
- Conservation of marine areas is shared among more than one governmental agency, including the MoEU and MFWA.
- There remains essentially no local management of MCPA's, thus limiting management effectiveness.
- Financing and planning of MCPA's is highly centralized, and local level authorities have increasingly limited influence on allocation of funds or setting priorities for MCPA management.
- There is continued focus on further developing coastal areas, e.g., for the tourism sector.
- Shifts in local demographics and other social changes are resulting in decreasing numbers of local people depending upon natural resources for their livelihoods
- The project did not produce a sustainability strategy.

The approval of an additional 106,230 ha of MCPA during the timeframe of the project reflects a strong commitment among governmental stakeholders with respect to marine biodiversity conservation. The strengthened individual and institutional capacities facilitated with project support also enhance the likelihood that achieved outcomes will be sustained after closure.

Government funding on infrastructure improvements in the country will continue under the current 5-year development plan, and these activities will result in decreasing pressures on coastal and marine resources, e.g., as a result of commissioning more wastewater and waste management facilities. At the same time, however, the country is focusing on expanding the income generated from the tourism sector, and this will invariably mean further development among coastal areas. Under these circumstances, management of protected areas needs to keep pace with local economic development. Positioning the role of the former EPASA into the Ministry of Environment and Urbanization (MoEU), which was restructured from the earlier Ministry of Public Works, is a work in progress. Keeping conservation issues high on the agenda of this traditionally infrastructure-focused agency will require continued support among MoEU decision makers. In fact, the Ministry of Forestry and Water Affairs (MFWA) is the biodiversity focal point in the country.

The sustainability likelihood is further diminished by the fact that the project did not produce a sustainability strategy during the course, or at least at the end, of the implementation phase. Overall sustainability might have been enhanced, if for example roles and responsibilities for spear-heading finalization of some of the outstanding activities, including continued consultation and approval of the 10-year MCPA management strategy and the draft management plans developed for the Gökova and Foça SEPA's.

Financial Risks

The Financial Risks dimension of sustainability is rated as: Moderately Likely

On face value, self-generated revenue among the SEPA system has been on an increasing trend over the past five years, but after adjusting for inflation, the revenue streams have remained roughly steady. Although there is limited evidence of increased self-revenue, the fact that sums have kept up with inflation demonstrates that there is a sustainable level of core income generating activities. This provides a solid platform for growth from additional types of activities and payments for ecosystem services.

The fact that there is no site-level management at the MCPA's, and because of the highly centralized administrative structure in Turkey, financial sustainability scorecard results at the end of the project was assessed at 60%, which fell well short of the 78% target and is more or less unchanged from the baseline year of 2009, when a score of 58% was determined.

Continued expansion of public infrastructure investment in Turkey is likely, as for example committed in the national development plan. Allocation of sufficient funds for activities aimed at effective and sustainable management of the MCPA system, however, remains a concern, as the highly centralized structures.

Socio-Economic Risks

The Socio-Economic Risks dimension of sustainability is rated as: Moderately Likely

The project demonstrated through field-level implementations how raising awareness and capacities among local communities can contribute toward more sustainable management of MCPA's. For example, there are compelling signs that the fish stocks in the established no fishing areas are more robust than in reaches outside these NFA's, thus increasing the likelihood of sustaining supplies for local fishers. Also, the project supported development of foundational economic analyses that outline potential opportunities for expanding sustainable economic activities of local populations at and near MCPA's and for increasing the implementation of payment for ecosystem services.

The sustainability of the socio-economic risk dimension is, however, rated as moderately likely for a number of reasons. Firstly, in the 10th National Development Plan (2014-18), there is an explicit objective to expand tourism income, to USD 45 billion by 2018.¹ Managing this expansion of the tourism sector will require close collaboration among municipality planners, developers, and governmental agencies. The highly centralized decision making structures with respect to MCPA management are not conducive to such collaborative arrangements, as local level GDPNA officials do not seem to have the discretion to work in conjunction with local and provincial municipalities, who inherently focus on local economic development, which is not necessarily always in conjunction with conservation priorities.

Also, based upon socio-economic surveys carried out during the project and interviews during the TE, shifts in demographics, e.g., migration to urban areas, there seem to be a decreasing number of local people, including fishers, who are dependent upon natural resources for their livelihoods. These traditional ways of life that were able to safe-guard local ecosystems for generation, and as they wane, the likelihood for unsustainable practices, such as illegal fishing, increases.

¹ Tenth National Development Plan (2014-2018), Ministry of Development, Republic of Turkey.

Institutional Framework and Governance Risks

Institutional Framework / Governance dimension of sustainability is rated as: Moderately Likely

The scope and reach of the training and awareness-raising activities supported by the project made substantial contributions to strengthening capacities among individuals in key governmental agencies having mandates to manage MCPA's, and also among local communities and national NGOs advocating marine issues. These efforts have resulted in overall strengthened institutional capacities, as evidenced by improvements in the capacity assessment scorecard results between the baseline figures and by the time of project closure, in 2014.

The draft 10-year MCPA management strategy further contributes to clarifying government priorities, and outlines the institutional framework and governance structures required to achieve the stated goals. The strategy is mostly addressed to the MoEU, but with the institutional reorganizations following the 2011 national elections, marine biodiversity has been split primarily between two ministries, the MoEU and MFWA, while the Ministry of Culture and Tourism also has responsible for some marine protected areas in their portfolio. The MFWA has been consulted during the preparation of the draft strategy and agency officials have provided review comments; however, the evaluator was not provided with evidence showing how the strategy will be further developed and eventually approved and implemented. This seems to signify somewhat weak inter-ministerial structures across agencies with overlapping responsibilities.

In terms of governance, the trend in Turkey is toward increasing levels of centralization. Ministry officials decided not to pursue the idea included in the project implementation plan to establish local management units for the 5 pilot SEPA's, even though 57 local persons were reportedly recruited to fill envisioned positions. Even the provincial branch directorates of the GDPNA-MoEU have limited discretionary spending authority and decisions regarding MCPA planning and management are mostly made in Ankara. The Ayvalik Adalari Nature Park, one of the 6 MCPA pilot areas, falls under the responsibility of the MFWA, and this protected has local management representation. Improvement in management effectiveness, measured by the METT scoring, was most pronounced for Ayvalik Adalari, exceeding the end-of-project target. A case could be made from these results that local governance improves overall management effectiveness.

Environmental Risks

The Environmental Risks dimension of sustainability is rated as: Likely

The government of Turkey has implemented significant infrastructure projects in the country which are reducing pressures on coastal and marine resources, and spending is likely to continue through the foreseeable future. For example, the 10th National Development Plan (2014-2018) calls for an increase in the ratio of municipal population provided with wastewater services and sanitary landfills to 80% and 85%, respectively, by 2018.

The effects of climate change on marine biodiversity have not yet fully characterized, but the government is increasing monitoring and research spending. The project also demonstrated for the first time in Turkey the potential of carbon emissions offsetting by sea grass meadows. Furthermore, MFWA officials indicated that they are working on a proposal for the GEF-6 funding cycle that would focus on climate change and marine biodiversity.

Environmental risks associated with invasive species remain significant. Increased governmental spending into this issue has led to a higher level of understanding of the causes and impacts, and strategies are being developed to combat further ecosystem damage and adapt to situations are

likely impracticable to reverse. For example, efforts are underway to raise awareness among local populations regarding the favorable aspects of purchasing invasive fish species.

3.3.8. Catalytic Role

The project has had catalytic effects on a number of fronts. For example, the project has influenced provincial and national level stakeholders to consider further expansion of the MCPA system, and there were concrete plans to create a new SEPA named Karaburun, in the province of İzmir, near the Foça SEPA, thus effectively expanding the protected monk seal habitats. The development plan for this approximate 690 km², i.e., 69,000 ha, protected area was delivered to the Council of Ministers in January 2013, and reportedly the decision is being held up by one ministry, the Ministry of Energy. Interviewed stakeholders within the MoEU stressed optimism that approval for this new SEPA will be secured in the near future.

Through the scientific contributions realized through the various project activities, the highly valuable biodiversity of the pilot MCPA's are now better documented and understood, and as such, two of the pilot areas, the Foça and Gökova SEPA's are among three areas that are listed as potential candidates for Specially Protected Areas of Mediterranean Importance¹ in the draft 10-year MCPA strategy. These would be the first SPAMI's established in Turkey.

Similarly, there is interest among national level governmental agencies, e.g., the MFWA, to establish SEPA's within the Sea of Marmara and the Black Sea where there currently are none. In fact, the MFWA is working on developing a project proposal for the GEF-6 funding cycle that would address these strategies, along with a focus on the link between biodiversity and climate change within marine ecosystems.

The economic analyses that were sponsored by the project for the pilot MCPA's have also sparked interest to exploit revenue-generating possibilities among the large number of natural sites that have recently been transferred from the Ministry of Culture and Tourism to the MoEU. Although this is an example of how strengthened capacities have led to possible replication of sustainable management approaches advocated by the project, provisions to ensure biodiversity conservation are factored into the management of the natural sites need to be ensured.

The project has also sponsored field-level deployment of innovative management strategies, some of which implemented for the first time in Turkey. For example, replication of the establishment of the no fishing areas within the Gökova and Datça-Bozburun SEPA's is likely within other areas in the provinces where the project implemented was working in, and also in other regions of Turkey – one advantage of having highly centralized institutional structures is the possibility for nation-wide application of lessons learned.

Another innovative management strategy with high replication potential was the protection of sea grass beds (*Posidonia oceanica*) by prohibiting anchoring in sensitive areas. The Muğla organization MUÇEV is already planning to expand the mooring system, by adding up to 400 units next year, and also introducing an Internet-based reservation system.

This not only contributes to improved biodiversity conservation, but also contributes to the so-called “blue carbon” solution, which is promoting offsetting carbon emissions through conservation of ocean vegetation. Sea grass meadows can store large amounts of carbon, thus play an important role in regulating global carbon.

¹ The Protocol concerning Specially Protected Areas and Biological Diversity in the Mediterranean (SPA/BD Protocol) is part of the Barcelona Convention.

3.3.9. Impact

There are two main environmental stressors affecting Turkey's marine biodiversity:

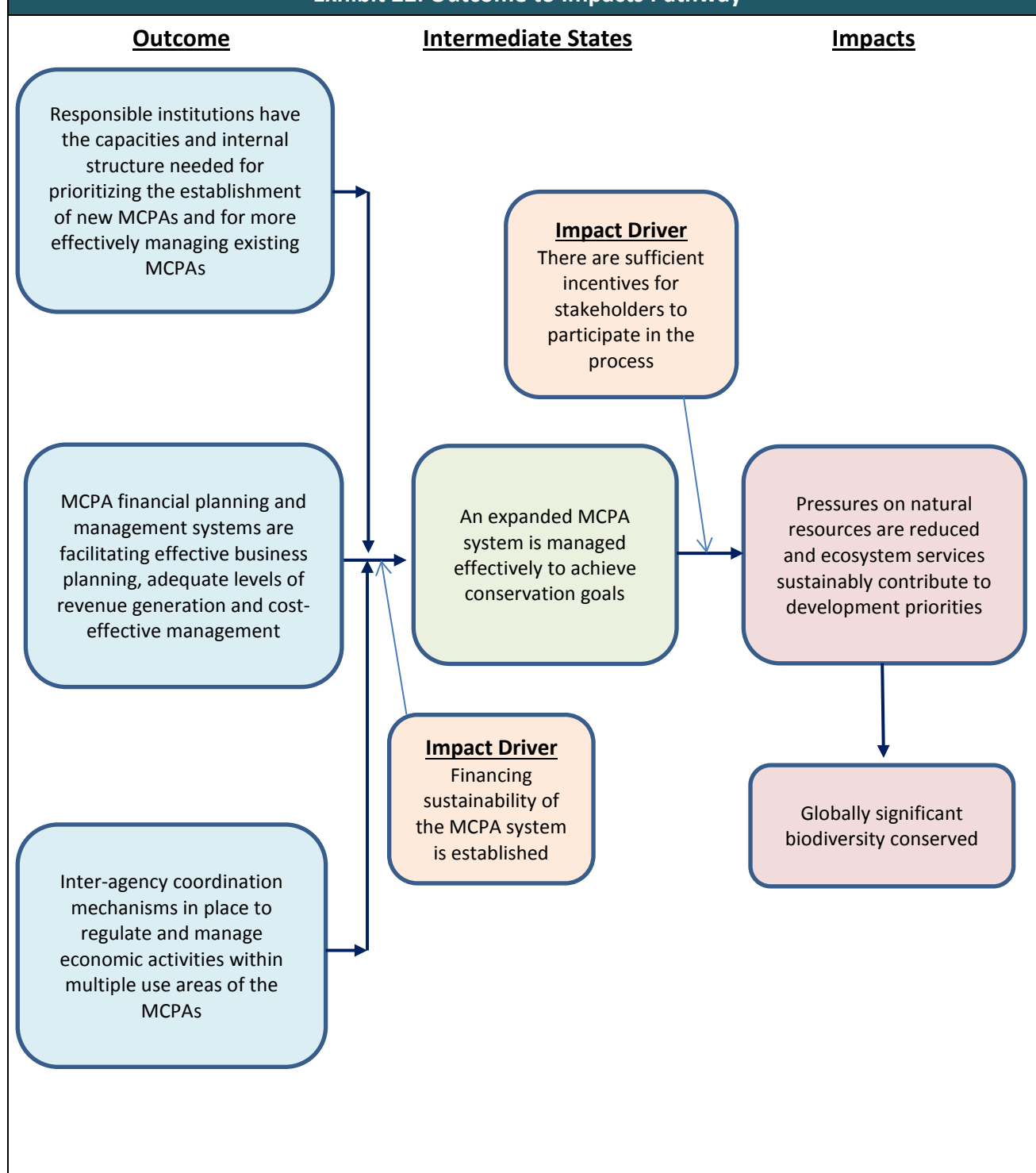
1. Biological stresses, caused by degradation of marine habitats, conversion and destruction of coastal habitats, overharvesting of marine resources, and introduction of invasive species;
2. Pollution, cause by both land-based and marine sources.

Measuring impact of project results typically requires longer timeframes than a 4-year project implementation period, as it takes time for strengthened capacities to translate into verifiable changes to the reduction in environmental stress or improvements in ecological status. A preliminary assessment is outlined below.

Impact Indicator	Evaluation Comments	Impact Rating
Has the project contributed to, enabled progress toward reduced environmental stress?	The project has made meaningful contributions to reducing environmental stresses at the pilot MCPA's, through strengthening institutional and individual capacities with respect to improved MCPA management effectiveness and financial sustainability. And, development of a draft MCPA National Strategy further contributes to mitigating environmental stresses.	Significant
Has the project contributed to, enabled progress toward improved ecological status?	By facilitating more than 106,000 ha of additional marine area under protection in Turkey, the project has made significant contributions toward improving ecological status at the pilot MCPA's. As a result of these actions, globally threatened species, including monk seals (<i>Monachus monachus</i>), marine turtles (<i>Caretta caretta</i> and <i>Chelonia mydas</i>), and vulnerable sandbar shark (<i>Carcharinus plumbeus</i>) and sea grass (<i>Posidonia oceanica</i>) will benefit from the additional habitats represented by these sites.	Significant

As it is generally too early to evaluate actual impacts, the likelihood of achieving the intended impacts was estimated using the general guidelines of the *Review of Outcomes to Impacts* (ROtI¹) method, which applies a Theory of Change approach to assess the overall performance of environmental management projects. The first step was to reconstruct an outcome to impact pathway (see below in **Exhibit 22**).

¹ The ROtI Handbook, Towards Enhancing the Impact of Environmental Projects, Aug 2009, Global Environmental Facility.

Exhibit 22: Outcome to Impacts Pathway

A ROTI desk assessment was then made, based on review of project deliverables and other findings of the terminal evaluation, and the results are summarized below in **Exhibit 23**.

Exhibit 23: Review of Outcome to Impacts

Outcome	Outcome Rating (A-D)	Intermediate State (IS)	IS Rating (A-D)	Impact	Impact Rating (+)	Overall
Responsible institutions have the capacities and internal structure needed for prioritizing the establishment of new MCPAs and for more effectively managing existing MCPAs	B	An expanded MCPA system is managed effectively to achieve conservation goals	B	Pressures on natural resources are reduced and ecosystem services sustainably contribute to development priorities		BB
MCPA financial planning and management systems are facilitating effective business planning, adequate levels of revenue generation and cost-effective management						
Inter-agency coordination mechanisms in place to regulate and manage economic activities within multiple use areas of the MCPAs				Globally significant biodiversity conserved		
Outcome Rating Justification: Assume that management plans are approved and implemented.						
Intermediate States Rating Justification: Assumes that government remains committed to financing and implementing strategies to improve MCPA management effectiveness.						
Definitions (extracted from the ROTI Handbook, Aug 2009, GEF):						
Outcome Rating		Intermediate States Rating		Impact Rating		
D: The project’s intended outcomes were not delivered.		D: The conditions necessary to achieve intermediate states are unlikely to be met.		Rating “+”: Measurable impacts or threat reduction achieved and documented within the project life-span.		
C: The outcomes delivered were not designed to feed into a continuing process after funding.		C: The conditions necessary to achieve intermediate states are in place, but are unlikely to lead to impact.				
B: The outcomes delivered were designed to feed into a continuing process but with unclear allocation of responsibilities after funding.		B: The conditions necessary to achieve intermediate states are in place, with moderate likelihood that they will progress toward the intended impacts.				
A: The outcomes delivered were designed to feed into a continuing process with specific allocation of responsibilities after funding.		A: The conditions necessary to achieve intermediate states are in place and have produced secondary outcomes or impacts, with high likelihood that they will progress toward the intended impacts.				
Overall Likelihood of Impact Achievement:						
Highly Likely	Likely	Moderately Likely	Moderately Unlikely	Unlikely	Highly Unlikely	
AA BA AB CA BB+ CB+ DA+ DB+	BB CB DA DB AC+ BC+	AC BC CC+ DC+	CC DC AD+ BD+	AD BD CD+ DD+	CD DD	

As outlined above, the impact assessment results indicate that the likelihood of impact achievement is **likely**. This result is contingent upon finalization and approval of management plans for the MCPA's, and assumption that governmental decision makers remain committed to finance and implement the actions necessary to ensure effective and sustainable MCPA management.

4. CONCLUSIONS, RECOMMENDATIONS, LESSONS, GOOD PRACTICES

4.1. Conclusions

MAJOR ACHIEVEMENTS AND STRENGTHS

Global environmental benefits enhanced through expansion of MCPA system

Global environmental benefits were enhanced through expansion of the MCPA system, particularly through increasing marine area under protection by 106,230 ha, bringing the total in the country to 346,446 ha, or 4% of the marine and coastal ecological zone, which is up from 2.8% before the project started. The additional 53,916 ha of marine area in the newly established Saros Gulf SEPA and the 52,314 ha of expanded marine area at the Gökova SEPA are significant contributions to the conservation of habitats for key species of concern, including two endangered species of sea turtle, the loggerhead (*Caretta caretta*) and the green (*Chelonia mydas*); the Mediterranean monk seal (*Monachus monachus*), one of Europe's most endangered species; and the sandbar shark (*Carcharinus plumbeus*).

This expansion in MCPA coverage has led to an increased level of interest among local and central level stakeholders, as evidenced by the proposal submitted in January 2013 for a new SEPA, the Karaburun, which would significantly expand the protection of key habitats of the monk seal. Government stakeholders also stressed strategic plans to proclaim MCPA's in the Sea of Marmara and the Black Sea, both of which ecosystems do not yet host marine protected areas.

Capacity building on state-of-the-art protected area management approaches was extended to a wide range of cross-sectoral stakeholders

The project delivered high quality and relevant trainings and workshops on state-of-the-art protected area management approaches to a wide range of stakeholders, including central level ministerial staff, provincial level branch directorate staff members, local government officials, academic professionals, civil society representatives, enforcement officials, and others. Not only did the project-sponsored trainings and workshops lead to strengthened individual and institutional capacities, but also fostered inter-sectoral collaborative connections that are likely to last long after the project closes.

Made important contributions to Turkey's efforts to fulfill the Ecosystem-Based Approach to marine and coastal zone management

The project also facilitated the production of a series of professional policy guidelines and technical reports, taking into account the underlying principle of the ecosystem-based approach to marine and coastal zone management. Some examples of these include the following:

- i. Draft 10-year National MCPA Strategy;
- ii. Economic analyses for each of the 6 pilot MCPA's, reportedly one of the first times such analyses were made in Turkey;
- iii. Socio-economic studies of the communities within the 6 pilot MCPA's;
- iv. Biodiversity inventories (the one for Ayvalık Adaları Nature Park was fully supported by the project)
- v. Draft management plans for the Gökova and Foça MCPA's.

Effective partnerships led to meaningful contributions to local communities

Through leveraged funding provided by COMDEKS, administered through the SGP, and with implementation support by national and local NGO's, the project supported local initiatives in three of the six pilot MCPA's that were relevant to the socio-economic concerns of the

communities and complementary to the conservation advocacy efforts. Activities were organized to increase awareness on over-exploitation of local fisheries, modifications to critical habitats, and other pressures associated with unsustainable practices and development. Some of the activities included community-led declaration of No-take fishing zones (NFZ's), with support of local fishers; local fisherwomen groups were empowered with capacity building workshops; local school children participated in educational programs on marine debris and then worked in the field at removing discovered ghost nets in the marine waters of their communities; local fishers and restaurant owners were informed of responsible fishing techniques.

Demonstration of innovative marine and coastal zone management approaches

The project effectively demonstrated innovative marine and coastal zone management approaches, including:

- ✓ Facilitating the establishment of more than 3,500 ha of No-take fishing zones (NFZ's) in two of the pilot MCPA's: Gökova SEPA and Datça-Bozburun SEPA. The NFZ's were declared by the Ministry of Food, Agriculture, and Livestock, following an inter-sectoral consultation process. Although there has been some push back by local fishers, e.g., requesting to reduce the areas, and complaints about the lack of committed surveillance, the NFZ's are considered an overall positive success, setting a precedent in the country for establishing restricted fishing areas within SEPA's.
- ✓ Supporting prohibition of anchoring in Göcek Bay, above sea grass (*Posidonia oceanica*) beds, and demonstrating alternative mooring systems. Interviewed local officials indicated that their surveillance records have indicated an 80-90% usage rate among surveyed boaters. And, the local organization MUCEV has plans for expanding the mooring system with about 400 units and developing an Internet-based reservation system. These efforts not only contributed toward enhancing the conservation of the sensitive sea grass beds, but also promotes the "blue carbon" concept, where such plants having high carbon storage capacity offsets emissions from land-based sources.

High quality project management team adapted to changes to institutional landscape

The quality of the project management services was one of the main strengths of the project. The dedicated and qualified project management team was intact throughout the entire implementation phase, and the project manager, a renowned Turkish marine scientist with extensive professional connections, was able to effectively facilitate participation of a wide spectrum of stakeholders across academic, civil, and governmental sectors. The project management team was also effective at keeping the project on track and adapting to the significant change in the organization of the executing agency, when the original EA, the EPASA, was merged into the newly formed Ministry of Environment and Urbanization, following the 2011 national elections.

Proactive and professional knowledge management

The project implemented a proactive and professional knowledge management strategy, including building a well-designed website hosted by the MoEU (www.mpa.gov.tr), developing an E-Learning system that is also accessed on the ministry's website, facilitating establishment of MCPA training and implementation centers in Akyaka (Muğla province) and Foça (İzmir province), establishing an efficient document control system, and producing professionally laid-out technical reports and information materials.

KEY SHORTCOMINGS

The set of indicators included in the logical results framework did not provide a representative characterization of the added value of the project

Expanding the marine area under protection in Turkey was one of the main intended outcomes of the project, and through this expansion, global environmental benefits associated with the increased level of conservation are expected to be realized after management measures are implemented and critical indicator species are allowed the time and space to thrive under protected and/or restored habitats. Realization of such global environmental benefits often require considerably more time than allowed under a 4-year project horizon, so changes in ecological status are more appropriate impact-level indicators than objective or outcome level indicators. More appropriate indicators might have been the number of approved management plans, amount of government funding allocated for expanded biodiversity monitoring, etc.

The use of the METT, Capacity Assessment, and Financial Sustainability scorecard results as objective verifiable indicators were also, in the opinion of the evaluator, not appropriate measures of the added value delivered by incremental GEF funding. Firstly, the 4-year timeframe was too short to expect institutional level change in the semi-quantitative scorecard assessments, and the scoring was subjective, made mostly by the national coordinator. The evaluator concurs with using these scorecards, for example, to provide guidance on where to focus capacity building efforts, or to introduce to project beneficiaries as tools, as a means to encourage continuous improvement.

Overall project efficiency and sustainability were diminished due to the time spent re-grouping after the institutional restructuring in 2011

Even though the project did a good job adapting to the institutional landscape changes made following the 2011 elections, overall project efficiency was diminished as a result of the time required for re-grouping. The six-month no-cost time extension had some inherent inefficiencies associated with it, e.g., the additional management costs required to support the PMU team during this extended period. Sustainability was also impacted by the institutional restructuring and associated management decisions, including the ruling to abandon the idea of establishing local management units at the pilot MCPA's. Based upon international best practice, without dedicated site-level management, the management effectiveness and degree of financial sustainability of MCPA's are weakened. This was more or less confirmed in the results of the METT and financial sustainability scorecard results, which did not reach the intended targets, and in the case of financial sustainability, the end of project scores essentially the same as assessed for the baseline in 2009.

Uneven balance on resources spent on capacity building trainings compared to development of management plans

Understandably, the project had a strong emphasis on delivering capacity building through a series of trainings and workshops. There were also substantial contributions made with respect to management plans for the pilot MCPA's, including completion of economic analyses, socio-economic studies, biodiversity inventories (e.g., for Ayvalık Adaları Nature Park). But, it seems that more focus should have been placed on finalizing the management plans and associated business plans, at least for the Gökova and Foça MCPA's.

No clear sustainability strategy

At the time of closure there remain a number of activities requiring management decisions, including, but not limited to the following:

- i. The process of finalizing the National MCPA Strategy is unclear. Who is championing the process, for example?
- ii. Financing the operation of the two training centers, in Akyaka and Foça, remains uncertain. Local beneficiaries appear to be waiting for decisions from Ankara.
- iii. The process of finalizing the management plans for the Gökova and Foça MCPA's is unclear, and also how the other pilot MCPA's will follow up with their management plans.
- iv. Monitoring, surveillance, and control of the No-take fishing zones have not been fully worked out, and it is unclear which responsible parties will lead and finance these activities.
- v. Continued management and updating of the www.mpa.gov.tr website is uncertain.

There was no sustainability strategy prepared, outlining roles and responsibilities for spear-heading further development of project results.

M&E plans were inconsistent with the set of indicators in the logical results framework

Monitoring protocols and associated costs and timeframes were not worked out to respond to certain indicators in the logical results framework. For example, evaluating water quality data from the existing marine monitoring stations did not provide a representative indication of water quality improvements associated with ship-based waste handling at select MCPA's. Also, a monitoring plan and budget should have been developed coincident with setting a target of achieving a 30% recovery of fish stocks at the No-take fishing zones within 2 years of declaration.

Insufficient synergies with efforts aimed at harmonization toward EU directives

Under their long-standing association agreement with the EU, Turkey continues to harmonize its legislation and regulatory framework with EU directives. Consistent with the principle of applying an ecosystem-based approach, the EU Marine Strategy Framework Directive aims to achieve and maintain good environmental status of the Community's marine environment. Through the project's extensive capacity building outreach, it would have been advisable to incorporate the process of determining good environmental status into the management planning for central and local governmental beneficiaries.

4.2. Recommendations

ACTIONS TO FOLLOW UP OR REINFORCE INITIAL BENEFITS FROM THE PROJECT

1. Develop a sustainability strategy, defining roles, responsibilities, timeframes, and cost estimations for addressing outstanding issues, including but not limited to the following:
 - vi. Finalization of the National MCPA Strategy.
 - vii. Financing the operation of the two training centers, in Akyaka and Foça.
 - viii. Finalizing the management plans for the Gökova and Foça MCPA's.
 - ix. Monitoring, surveillance, and control for the no-take fishing zones.
 - x. Continued management and updating of the www.mpa.gov.tr website.
2. Designate and support a champion for at least 2 years to oversee the implementation of the sustainability strategy outlined in Recommendation No. 1.

3. Develop a management plan for the newly established Saros Gulf SEPA; also covering biodiversity monitoring, possibilities for collaborative management, etc.
4. Explore financing options for securing resources for monitoring, surveillance, and control (MCS) of the no-take fishing zones. For example, it might be feasible to allocate a certain proportion of the income from the daily site use revenue to fund the MCS activities.
5. Advocate development of a database for compiling biodiversity monitoring data from the MCPA system. Based upon the findings from the TE mission, it seems like it would be advisable to consolidate biodiversity monitoring information into a common platform, e.g., possibly hosted by the website developed by the project for the ministry: www.mpa.gov.tr

PROPOSALS FOR FUTURE DIRECTIONS UNDERLINING MAIN OBJECTIVES

6. Implement a biodiversity mainstreaming project among one or more selected provinces, as a way to engage productive sectors, including tourism and local economic development agencies, as well as the private sector, into conservation issues.
7. Complement ongoing assistance from the EU toward harmonizing to the Marine Strategy Framework Directive, by developing methodologies for determining good environmental status for a particular MCPA, or a group of MCPA's, according to geographic or administrative boundaries.
8. In line with the EU Maritime Spatial Planning Directive (2014/89/ER), promote collaborative development of maritime spatial plans for one or more provinces or for a specific geographic region.
9. Identify and promote a model community, as an example of sustainable coastal and marine resource management linked with local economic development. It is important to demonstrate to community leaders that committing to improved conservation can also have economic benefits, e.g., visitors more interested to visit areas of high natural and cultural value, many customers are willing to pay a premium for sustainably sourced goods and services, etc.
10. At the national level, advocate for a rationalization of the roles and responsibilities between the Ministry of Environment and Urbanization (MoEU) and the Ministry of Forestry and Water Affairs (MFWA), with respect to biodiversity conservation and planning and management of marine protected areas.

4.3. Good Practices and Lessons Learned

GOOD PRACTICES

Some of the activities and approaches deployed by the project are noteworthy as good practices, including those presented below.

Local Working Groups

Local working groups were established in the Muğla and İzmir provinces, to facilitate the activities associated with the MCPA's in those regions. Formation of the working groups was advocated by high level officials, including the governors of the provinces, the UNDP CO Resident Representative, and the UNDP Deputy Regional Director for EU and the CIS. With such high-level support, the members of the working group were motivated and proactive in their involvement.

Appointment of field officers

The appointment of the three project field officers was a timely and relevant action. These individuals were able to build trust among key local stakeholders, facilitate community activities, and obtain useful information, e.g., through the household surveys they carried out, that would have been difficult for people who had not developed the same level of connections with the local population.

Implementing field-level interventions

Implementation of tangible field-level interventions, including establishing the no-take fishing zones, promoting responsible fishing among fishers and restaurant owners, organizing expeditions to remove marine debris with the help of local people, including school children, installing no-anchor mooring systems, providing storage containers for ship-based wastes, and strengthening capacity among local fisherwomen groups, was an effective way to increase awareness and reinforce trust among local stakeholders. It is difficult to garner support from local communities through only policy discussions and training workshops.

Economic analyses

The economic analyses completed for each of the six MCPA's were some of the first such analyses made in Turkey. They provide decision makers with a solid foundation on possible ways to improve financial sustainability of the MCPA's, but also outline quantifiable valuation of some of the key ecosystem services, thus providing MoEU stakeholders a stronger negotiating position when discussing priorities with cross-sectoral agencies, including the Ministry of Tourism and Culture, and agencies mandated with local economic development.

Knowledge management

As outlined earlier and again highlighted here, the knowledge management techniques deployed by the project were commendable. Combining the project website with that of the ministry for all marine protected areas was an efficient way to enhance dissemination of knowledge products from the project. Also, the E-learning system is a cost-effective and up-to-date way to offer professional development to a wide audience. Supporting the establishment of the MCPA training and implementation centers was also an effective way to encourage continued engagement by local and regional stakeholders.

LESSONS LEARNED

Local management influences management effectiveness and financial sustainability of MCPA's

The project was advocating local management units in the first half of the implementation phase, but such units were not realized, largely due to management decisions following the restructured institutional landscape in 2011. Based upon international best practice and also shown in the results of the METT and financial sustainability scorecard results for this project, site-level management improves management effectiveness and financial sustainability.

M&E plans should be designed to capture the indicators assigned to logical results frameworks

Indicators assigned to logical results frameworks need to be verifiable. For example, indicators associated with improvements in marine pollution levels or recovery of fish stocks should be supported with supporting M&E plans and budgets.

As part of the project design, there should be protocol developed for the use of METT, capacity assessment, and financial sustainability scorecards

Scoring the METT, capacity assessment, and financial sustainability scorecards was too subjective, often made by a single person, the national coordinator. There should be broader participation, in order to provide a more objective viewpoint. Some type of protocol should be developed for each scorecard, identifying the participants, quality review process, benchmarking, etc.

Monitoring, Control, and Surveillance should be worked out as much as practicable before formally declaring the no-take fishing zones

At the time of the TE mission, there were uncertainties associated with responsibilities and financing for monitoring, control, and surveillance (MCS) of the no-take fishing zones (NFZ's). As much as practicable, MCS issues should be worked out prior to applying for declaration of the NFZ's.

MCPA's should not be declared unless there is a management plan in place

New MCPA's, such as the Saros Gulf SEPA, should not be approved without a management plan in place, which set out clear goals and objectives for the site, as well as management strategies for achieving these goals.

Facilities such as the MCPA training and implementation centers require business plans

The sustainable operation of a training center requires a business plan, which outlines expenditures, examines the market in terms of demand, works out a fee schedule, evaluates alternative financing, such as from renting part of the facility for retail or commercial use, etc.

Community involvement plans should be prepared before engaging with local populations

Prior to implementing community outreach activities, a community involvement plan should be developed. The plan should include thorough questions & answers, so that officers are trained on how to respond under different circumstances. For example, some of the interviewed local stakeholders stressed a certain degree of "donor fatigue", i.e., they have participated in donor sponsored activities in the past but are now more reluctant to participate because they do not see the added value (for themselves).

5. ANNEXES

Annex 1: Evaluation Mission Itinerary (2-11 November 2014)

Date	Time	Description
Day 1 Sunday, 02 Nov		Evaluator arrives Ankara from Budapest
Day 2 Monday, 03 Nov Ankara	09:30 – 10:00	Meeting with Katalin Zaim, Programme Manager, UNDP
	10:00 – 10:30	Meeting with Matilda Dimovska, DRR, UNDP
	10:30 – 11:00	Meeting with UNDP Project Staff, Güliden Atkın
	12:00 – 13:30	Lunch
	14:00 – 15:00	Interview with MoEU, Güner Ergün
	15:30 – 16:30	Interview with MFAL, Turgay Türkyılmaz and Hamdi Arpa and Ramazan Çelebi
	17:00 – 18:00	Interview with MFWA, Hakan Helva and Fatma Güngör
Day 3 Tuesday, 04 Nov Ankara - İzmir	09:30 – 10:30	Interview with MFWA, İrfan Uysal
	12:00 – 14:00	Lunch and depart to airport
	14:05 – 15:25	Flight from Ankara to İzmir
	16:00 – 18:00	Interview with Project Manager, Harun Güçlüsoy
	18:00	Depart to Akyaka with rental car
	20:00	Arrive to Akyaka Yücelen Hotel
Day 4 Wednesday, 05 Nov Muğla and Akyaka	09:00	Depart to Muğla
	10:30 – 11:30	Interview with Natural Assets Protection Branch Directorate, Bekir Erdoğan, Muğla
	11:30 – 12:30	Interview with MURÇEV, İbrahim Akoğlu, Muğla
	12:30 – 13:30	Lunch
	13:30	Depart to Akyaka
	14:30 – 15:30	Interview with Former Mayor of Akyaka Municipality, Ahmet Çalca
	15:30 – 16:30	Interview with Akyaka Fishing Cooperative key staff, Can Görgün
Day 5 Thursday, 06 Nov Akyaka	09:30 – 10:30	Interview with MCPA Training and Implementation Centre former staff, Derya Yıldırım
	10:30 – 11:30	Interview with Gökova Yelken Club, Deniz Karamanoğlu
	11:30 – 12:30	Skype conference with Nature Park of the Ministry of Forest and Water Affairs, Atasay Tanrıseven
	12:30 – 13:30	Lunch
	14:00 – 17:00	Field visit to İngiliz Harbour No Take Zone and meeting with the Mediterranean Conservation Staff, Zafer Kızılkaya
	19:00 – 19:30	Tentative skype conference with project consultant, Alp Erözalp
Day 6 Friday, 07 Nov İzmir - Ankara	10:00	Depart to İzmir
	12:30	Arrive to İzmir
	12:30 – 13:30	Lunch
	14:00 – 15:00	Interview with Natural Assets Protection Branch Directorate, Yunus Emre Dinçaslan
	15:30	Depart to Airport
	17:45 – 19:00	Flight from İzmir to Ankara

Date	Time	Description
Day 7 Saturday, 08 Nov Ankara	09:00 – 17:00	Consolidate findings, prepare for debriefing
Day 8 Sunday, 09 Nov Ankara	09:00 – 17:00	Consolidate findings, prepare for debriefing
Day 9 Monday, 10 Nov Ankara	09:00 – 11:30	Prepare for debriefing
	11:30 – 12:30	Interview with Gökmen Argun, SGP Manager
	12:30 – 13:30	Lunch
	14.30 – 16:30	Debriefing Meeting at UNDP CO Office
	16:30 – 17:00	Wrap-up
Day 10 Tuesday, 11 Nov	Morning	Evaluator departs Ankara to Budapest

Annex 2: List of Persons Interviewed

Name	Affiliation
Matilda Dimovksa	UNDP Turkey, Deputy Resident Representative
Katalin Zaim	UNDP Turkey, Program Manager for Environment and Energy
Maxim Vergeichik	UNDP GEF Regional Technical Advisor
Gökmen Argun	National Coordinator, The GEF Small Grants Programme Turkey
Naz Özgüç	UNDP Turkey, Monitoring & Evaluation Administrator
Harun Güçlüsoy	MCPA Project Manager
Gülden Atkın	MCPA Project Associate
Z. Derya Yilirim	MCPA Project Field Officer
Güner Ergün	Ministry of Environment and Urbanization, National Coordinator
Turgay Türkyılmaz	Ministry of Food, Agriculture and Livestock
Hamdi Arpa	Ministry of Food, Agriculture and Livestock
Ramazan Çelebi	Ministry of Food, Agriculture and Livestock
Fatma Güngör	Ministry of Forestry and Water Affairs
İrfan Uysal	Ministry of Forestry and Water Affairs
Mustafa Hakan Helva	Ministry of Forestry and Water Affairs
Bekir Erdoğan	Muğla GDPNA Branch Directorate
Ahmet Çalca	Former mayor of Akyaka
Can Görgün	Akyaka Fishing Cooperative
Mr. Karamanoğlu	Gökova Sailing Club
Atasay Tanrısever	Nature Park of the Ministry of Forest and Water Affair (via e-mail)
Zafer Kızılkaya	Mediterranean Conservation Society
Yunus Emre Dinçaslan	İzmir GDPNA Branch Directorate
Mehmet Ali Arslan	İzmir, Assistant Manager
Vahdet Ünal	Consultant (via e-mail)
Esra Başak	Consultant (via e-mail)

Annex 3: Summary of Field Visits

The visit to the Muğla branch directorate started with a discussion of the extension of the Gökova SEPA. The process started in 2009, when the EPASA was still in operation. The area was first proclaimed protected in 1988, when the area under protection covered 50,000 ha. Expansion was finalized in 2010, and there is now 109,000 ha under protection.

Since the 1990's, the branch directorate has been ordering sea turtle monitoring, according to standardized procedures, generally from April to the end of October. As sea turtles mature in 20-25 years, and because only 2-3 out of every 1000 eggs survives to maturity, the time required to affect change is long, more than 20 years. 90% of the sea turtles (in the country?) are in Muğla province.

The directorate manages 17 water quality monitoring points in Gökova, and 11 of them are marine ones. They are testing water samples for microbial and general quality parameters.

Wastewater improvements started in 2007, and since 2009, most of the beaches are flying blue flags. Some of the rural areas are still without wastewater treatment plants, but discharges from these areas are not having significant impacts.

Also, solid waste management improvements have been implemented since 2007, and they are also collecting liquid wastes from boats.

One of the main benefits of this project was facilitation of inter-sectoral collaboration.

The project also supported protection of sea grasses, by investing in 100 mooring systems. Feasibility studies were made by the project, and the government co-financed the required materials. Based upon their surveillance patrols, these moorings are used by 80-90% of boat owners.

The project also supported completion of economic valuation studies. The branch directorate has not yet used the information from these studies; as they are general weak in terms of finding alternate funding streams. In terms of business development, they collect daily fees, but are not developing new income streams.

Revenues in 2013 from daily sites totaled approximately TRY 5 million. They received TRY 10 million in 2013 from the central budget. Of this TRY 10 million, approx. TRY 4 million was spent on solid waste management, and TRY 1.5 million on liquid waste management infrastructure.

The branch directorate does not have a financial work plan. Budgets are received from the provincial government. There are still financial gaps, i.e., more infrastructure and monitoring activities are needed then available funds can support.

Since 2011, approx. 180,000 ha of natural sites are under the branch directorate's management. 80% of the coastal zone is either under a SEPA or a natural site. They are short of staff, required to manage these areas.

The project might have focused more on assisting in finding additional funding sources. Also, twinning with other countries, exchanging ideas and experiences with them, would have been useful.

MUCEV. This organization was formerly known as MESLA, Muğla Handicraft and Industry Company, to promote local arts and culture. They also had a mandate to support protected areas, e.g., through operating daily use sites.

The Muğla Environmental Foundation was established through an agreement between the MoEU and the Muğla provincial governor's office, to operate SEPA's.

Main contribution of this project: awareness rising. For example, protection of sea grasses through alternate mooring systems. MUCEV is operating these mooring systems and they plan to expand by starting an Internet based registration system, charging TRY 25-40 per day as a mooring fee, and also expanding services, e.g., by offering to do shopping for boaters. The system is within the Fethiye SEPA and they would like to expand to the Gökova SEPA.

MUCEV also partners with the Gendarmerie and Coast Guard on enforcing illegal incidents. The number of incidents seem to be decreasing, but there is an increasing number of tourists, and illegal fishing, refugee transport, and pollution by boats continues.

Other field discussions:

The project field officers carried out socio-economic surveys in the local communities, reaching more than 1000 people per community.

The WWF-NOAA trainings at the centers were well managed, used standardized training materials, and participation was very high.

The first No-take fishing zones were established in July 2010 through a small grant administered by the SGP-COMDEKS. Enforcement of the NFZ's has been a challenge, convincing local fishers to become more involved. Other local donors have assisted, e.g., providing a patrol boat at one of the NFZ's in Gökova Bay.

Discussion at the İzmir Branch Directorate:

The Foça SEPA was established in the early 1990's, starting with 27 km². In 2007, it was expanded to about 72 km². Approx. 75% of the area is marine based.

The project supported the Foça office by purchasing furniture. The directorate has sent a proposal to the MoEU to use the office as a SEPA information and training center.

In January 2013, a proposal for a new SEPA was submitted to the Council of Ministers. The proposed area would effectively expand the Foça SEPA, and the total area covers 690 km². The Ministry of Energy is the only ministry objecting to the new SEPA, as they want to ensure potential oil & gas terminals for themselves.

A NTZ application was processed: inside sea area was proclaimed, approx. 20-25 km² (1/2 of sea area). Since 2010, it is a NTZ, declared by the Ministry of Food, Agriculture, and Livestock.

Fishing cooperatives agreed to application, and there is a patrol boat active and working. The project supported rehabilitation of the boat. The directorate operates the patrol operation, but they have not hired a captain, rather a local fisherman operates the patrol without payment. They have an agreement with the Gendarmerie and the Coast Guard for enforcement support.

There is no monitoring within the NTZ, but there is some unofficial information from numbers of fish sold locally.

The directorate has proposed a monk seal rehabilitation center, had protocol prepared, but EPASA was discontinued, still a priority, but need to find solution, plan to building in upcoming years, maybe biggest in Europe, hope to raise TRY 1 million for "scientific research".

The management plan for the Foça SEPA: prepared a spatial plan (1:25,000) with project support. In terms of management plan, they do not require official approval to implement it.

Daily use revenue: Ministry collects revenue directly, to Ministry budget. Numbers are increasing.

Spending/investments are allocated by Ankara based upon demand.

Wastewater treatment plant in the community was established under EPASA, but was rehabilitated under the project time.

Annual budget for Directorate: no separate line item for the SEPA.

Water quality monitoring and wastewater control: 11 monitoring points. Local population is about 25,000, two main living areas, SEPA is the main in the old Foça, and New Foça, and there are 10-12 small villages, having 100% wastewater collection, rehabilitated WWTP in 2011, capacity increased.

Fishing Cooperative in Akyaka. There are 36 members in the cooperative and approx. 15 active ones. In his 15 years, he has been involved in at least 3 projects, with no results. 1990-2000 small-scale fishing project; 2004-2007 EU project; Rubicon Foundation, draft management plan.

Years ago, 200-250 hooks would catch 20 kg. Now, 500-700 hooks, catch 15-20 kg (this is an improvement).

Have not seen in the past 5 years: tuna, mullet, grouper

1995-2000: 10 kg/day shrimp

Management measures in recent years:

- Prohibition of trawlers
- 2006, small hooks forbidden
- Nylon nets forbidden

Important (lesson): legal framework needs to be in place before implementing new restrictions, such as safe-guarding the NFZ's.

Illegal fishing is on the rise.

Fishers are over-financed, treated as farmers, no category for fishers, and limited collateral (e.g., land), so high interest rates, normal commercial banks

The participated in a small-scale fishers meeting in Bodrum.

MUCEV: only interested in money, e.g., mooring charges'

Mediterranean Conservation Society has no more budget for Akyaka, so the fishers are no longer patrolling for illegal fishing, although he does anyway.

Most fishers are not full-time, up to 70% of them are running tour boats, hire lands for farming, etc.

Local Government, Akyaka.

Training center is approx. 200 m², with 8 rooms. Municipality gave space, and project spent money fitting out the spaces.

State Planning Organization approves institutional priorities, part of State Development Ministry.

Problems/issues within the community include:

- Liquid wastes
- Solids wastes
- Storm water runoff (e.g., erosion)
- Agriculture runoff (pesticides)
- Construction within coastal plains

Applied for UNESCO site in 2013; has not heard any news regarding the application.

Daily use fees are much higher than property taxes, which are insufficient to run the municipality.

Approx. 3,000 HH's in winter (permanent).

And, 10,000 HH's in summer.

Annex 4: List of Information Reviewed

- GEF Project Information Form (PIF);
- Project document and its annexes;
- Project inception report;
- Mid-term review report;
- Management response to mid-term review recommendations;
- Annual work plans endorsed by Steering Committee;
- Annual Project Implementation Reports (PIR) for 2011, 2013, and 2014;
- Minutes of Steering Committee Meetings;
- GEF Biodiversity Tracking Tool;
- METT scores for project sites;
- Financial Sustainability Scorecard;
- Capacity Assessment Scorecard;
- Memorandum of Understanding with Muğla University, EPASA, and Turkish Institute for Industrial Management;
- Economic analyses of pilot MCPA's;
- Draft National Strategy for Marine and Coastal Protected Areas;
- Key Biodiversity Area - Landscape Conservation in Datça and Bozburun Special Environmental Protection Area: The outcomes 9 Small Scale Parallel Projects;
- Project monitoring reports;
- Project informative materials, knowledge products and technical reports;
- Project expenditures, broken out by outcomes;
- Project co-financing records;
- Independent audit reports for calendar year 2011 and 2012 (Rehber Consulting);
- List of project assets;
- Gökova Bay NFZ fish biomass monitoring data 2013 and 2014 (Mediterranean Conservation Society);
- UNDP Country Programme Document (CPD), 2011-2015
- UNDP Country Programme Action Plan (CPAP), 2011-2015
- GEF focal area strategic Programme Objectives
- GEF Biodiversity Focal Area Strategy and Strategic Programming for GEF-4

Annex 5: Evaluation Matrix

Evaluation Criteria Questions	Indicators	Sources	Methodology
Relevance: How does the Project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?			
Does the project's objective fit within the priorities of the local government and local communities?	Level of participation of the concerned agencies in project activities. Consistency with local strategies and policies.	Minutes of meetings, Project progress reports, Local Strategy and Policy documents	Desk review, interviews
Does the project's objective fit within Turkey's national biodiversity conservation priorities?	Consistency with Turkey's national biodiversity conservation priorities.	National conservation priorities	Desk review, interviews
Does the project's objective fit GEF strategic priorities and operational principles?	Consistency with GEF strategic objectives	GEF Strategy documents, PIRs, Tracking Tools	Desk review, interview with UNDP-GEF RTA
Does the project's objective support implementation of the Convention on Biological Diversity? Other MEAs?	Consistency with CBD objectives, and other MEAs.	CBD objectives	Desk review, interviews
Effectiveness: To what extent have the expected outcomes and objectives of the Project been achieved?			
Is the project objective likely to be met? To what extent and in what timeframe?	Attainment of Project objective	PIR/APRs, Logical Results Framework	Desk reviews, interviews, field visits
What are the key factors contributing to project success or underachievement?	Key contributing factors to success	PIR/APRs, Consolidated Lessons Learned, etc.	Desk review, interviews, field visits
Is adaptive management being applied to ensure effectiveness?	Adaptive management contributing to Project effectiveness	PIR/APRs, progress reports, work plans	Desk review, interviews, field visits
Is monitoring and evaluation used to ensure effective decision-making?	Integration of M&E into decision making	PSC meeting minutes, MTR report, PIR/APRs	Desk review, interviews, field visits
Efficiency: Was the Project implemented efficiently, in-line with international and national norms and standards?			
Is the project cost-effective?	Percentage of expenditures in proportion with the results	Progress reports, Project Implementation Reviews	Desk review, interviews
Are expenditures in line with international standards and norms for development projects?	Consistency with other projects in BD focal area	GEF project database	Desk review, interviews
Are management and implementation arrangements efficient in delivering the outputs necessary to achieve outcomes?	Effectiveness of implementation modality	Progress reports, project document (design), PSC meeting minutes	Desk review, interviews
Was the project implementation delayed? If so, did that affect cost-effectiveness?	Project performance affected by delays	PIR/APRs, PSC meeting minutes, work plans, financial expenditure reports	Desk review, interviews
What is the contribution of cash and in-kind co-financing to project implementation?	Co-financing contributions	Co-financing records	Desk review, interviews, field visits
To what extent is the project leveraging additional resources?	Leveraged resources	Leveraged resources records	Desk review, interviews, field visits

Evaluation Criteria Questions	Indicators	Sources	Methodology
Country Ownership:			
Are project outcomes contributing to national and local development plans and priorities?	Plans and policies incorporating initiatives	Government approved plans and policies	Desk review, interviews
Were the relevant country representatives from government and civil society involved in the Project?	Effective stakeholder involvement	Meeting minutes, reports	Desk review, interviews, field visits
Did the recipient government maintain its financial commitment to the Project?	Committed co-financing realized	Audit reports, project accounting records, PIRs	Desk review, interviews
Has the governments approved policies or regulatory frameworks in line with the Project objective?	Plans and policies incorporating initiatives	Government approved plans and policies	Desk review, interviews
Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?			
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?	Financial sustainability	Financial sustainability scorecards	Desk review, interviews
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?	Stakeholder ownership	Progress reports, budget allocations, legislation introduced	Desk review, interviews
Do relevant stakeholders have the necessary technical capacity to ensure that project benefits are maintained?	Stakeholder capacity	Capacity scorecards, budget allocation records	Desk review, interviews
To what extent are the project results dependent on socio-political factors?	Socio-political risks	Socio-political studies, macroeconomic information	Desk review, interviews
To what extent are the project results dependent on issues relating to institutional frameworks and governance?	Institutional and individual capacities	Progress reports, PIRs, testimonial evidence, training records	Desk review, interviews
Are there any environmental risks that can undermine the future flow of project impacts and Global Environmental Benefits?	Environmental threats	State of environment reports	Desk review, interviews, field visits
Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?			
Has the project made verifiable improvements in ecological status	Impact	Progress reports, PIRs	Desk review, interviews
Has the project made verifiable reductions in stress on ecological systems	Impact	Progress reports, PIRs	Desk review, interviews
Has the project demonstrated progress towards these impact achievements?	Impact	Progress reports, PIRs	Desk review, interviews
Stakeholder Involvement:			
Did the Project consult with and make use of the skills, experience, and knowledge of the appropriate government entities, NGOs, community	Active stakeholder involvement	Project document, Meeting minutes, reports, interview records	Desk review, interviews, field visits

Evaluation Criteria Questions	Indicators	Sources	Methodology
groups, private sector entities, local governments, and academic institutions?			
Were the relevant vulnerable groups and powerful supporters and opponents of the processes properly involved?	Active stakeholder involvement	Meeting minutes, reports, interview records	Desk review, interviews, field visits
Did the Project seek participation from stakeholders in (1) project design, (2) implementation, and (3) monitoring & evaluation?	Record of comments and response	Plans, reports	Desk review, interviews, field visits
Catalytic Role:			
Has the Project had a catalytic or replication effect in the country and/or region?	Reference by other projects, programs	Interview records, project fact sheets	Desk review, interviews
Synergy with Other Projects/Programs			
Were synergies with other incorporated in the design and/or implementation of the project?	Reference to other projects/programs	Project document, annual work plans, meeting minutes	Desk review, interviews
Preparation and Readiness			
Were the Project objective and components clear, practicable, and feasible within its time frame?	Project efficiency, stakeholder involvement	Logical results framework, project document	Desk review, interviews
Were the capacities of the executing institution(s) and its counterparts properly considered when the Project was designed?	Project efficiency and effectiveness	Progress reports, audit results	Desk review, interviews
Were the partnership arrangements properly identified and roles and responsibilities negotiated prior to Project approval?	Project effectiveness	Memorandums of understanding, agreements	Desk review, interviews
Were counterpart resources, enabling legislation, and adequate project management arrangements in place at Project entry?	Project efficiency and effectiveness	Interview records, progress reports	Desk review, interviews, field visits
Financial Planning			
Did the project have the appropriate financial controls, including reporting and planning, that allowed management to make informed decisions regarding the budget and allowed for timely flow of funds?	Project efficiency	Audit reports, project accounting records, level of attainment of project outcomes	Desk review, interviews
Was there due diligence in the management of funds and financial audits?	Project efficiency	Audit reports, project accounting records	Desk review, interviews, field visits
Did promised co-financing materialize?	Project efficiency	Audit reports, project accounting records, confirmation from funders	Desk review, interviews
Supervision and Backstopping			
Did GEF Agency staff identify problems in a timely fashion and accurately estimate their seriousness?	Project effectiveness and efficiency	Progress reports, MTR report	Desk review, interviews

Evaluation Criteria Questions	Indicators	Sources	Methodology
Did GEF Agency staff provide quality support and advice to the project, approve modifications in time, and restructure the Project when needed?	Project effectiveness and efficiency	Progress reports, MTR report	Desk review, interviews
Did the GEF Agency provide the right staffing levels, continuity, skill mix, and frequency of field visits for the Project?	Project effectiveness	Progress reports, MTR report, , back-to-office reports, internal appraisals	Desk review, interviews, field visits
Delays and Project Outcomes and Sustainability			
If there were delays in project implementation and completion, what were the reasons?	Sustainability of Project outcomes	Progress reports, MTR report	Desk review, interviews
Did the delays affect project outcomes and/or sustainability, and, if so, in what ways and through what causal linkages?	Sustainability of Project outcomes	Progress reports, level of attainment of project outcomes	Desk review, interviews
Monitoring & Evaluation			
Was there sufficient focus on results-based management?	Project effectiveness	PIRs, MTR report	Desk review, interviews
Did management adequately respond to mid-term review recommendations?	Project effectiveness	Management response, PIRs,	Desk review, interviews

Annex 6: Matrix for Rating Achievement of Project Objective and Outcomes

The level of achievement of the project objective and outcomes was assessed by evaluating the progress made toward achieving the targets on the indicators set out in the logical results framework. The color coding used for rating of achievement is explained below:

HS	Highly Satisfactorily achieved
S	Satisfactorily achieved
MS	Moderately Satisfactorily achieved
MU	Moderately Unsatisfactorily achieved
U	Unsatisfactorily achieved
HU	Highly Unsatisfactorily achieved
U/A	Unable to Assess
N/A	Not Applicable

No.	Indicator	End of Project Target	TE Comments	Rating
Objective: To facilitate expansion of the national system of marine and coastal protected areas and improve its management effectiveness.				
Obj-1	Coverage of marine ecosystems in the National Protected Area System of Turkey	End of project – 340,216 ha.	End of project marine area under protection: 346,446 ha. Exceed target. The project also facilitated establishment of the Kas Kekova SEPA. And, there is interest to proclaim MCPA's for the Sea of Marmara and Black Sea, where there are no MCPAs at the this time.	Satisfactory
Obj-2	Sea turtle emergences at Fethiye and Dalyan	Average 300-350 nests annually	Sea turtle nest counts exceeded 300 at Dalyan Beach in 3 of the past 4 years (data from Muğla branch directorate). Gradual increase in emergences in the past 15 years, not only since recent years.	Satisfactory
Obj-3	Estimated Mediterranean Monk seal (<i>Monachus monachus</i>) populations within pilot and new SEPAs	Sightings will be increased 10-20% during the project period	Monk seal sightings in the past 6 years: 2008: 31 2009: 51 2010: 118 2011: 82 2012: 45 2013: 63 Average number of sightings in the 3 years 2011-2013 was 63, which is 5% more than baseline of 60.	Satisfactory
Obj-4	Estimated populations of Sandbar sharks <i>Carcharinus plumbeus</i> at Gökova SEPA	Average 25 sighting recorded	Sandbar shark sightings: 2009: 49 2012: 60 2013: 47 Average number of sightings exceed the 25 target figure.	Satisfactory
Outcome 1: Responsible institutions have the capacities and internal structure needed for prioritizing the establishment of new MCPAs and for more effectively managing existing MCPAs				
O1-1	Legally established protected areas, as % of area of overall ecological zone	4.0% (within Turkey's coastal waters)	End of project result: 4.8%, exceeding target	Satisfactory
O1-2	Management Effectiveness of PAs at project sites (METT Scorecard)	Datça-Bozburun SEPA – 78% Fethiye-Göcek SEPA – 72% Foça SEPA – 78% Gökova SEPA – 78%	End of Project Scores: Datça-Bozburun SEPA – 68% Fethiye-Göcek SEPA – 70% Foça SEPA – 64% Gökova SEPA – 83%	Moderately Satisfactory

No.	Indicator	End of Project Target	TE Comments	Rating
		Köyceğiz-Dalyan SEPA – 82% Ayvalık Adaları -65%	Köyceğiz-Dalyan SEPA – 80% Ayvalık Adaları - 67%	
O1-3	Capacity Assessment Scorecard Policy formulation Systemic Institutional Implementation Systemic Institutional Individual Engagement and consensus Systemic Institutional Individual Mobilize info and knowledge Systemic Institutional Individual Monitoring Systemic Institutional Individual	Policy Formulation 5/out of 6 3/out of 3 Implementation 8/out of 9 22/out of 27 9/out of 12 Eng. and consensus 6/out of 6 5/out of 6 3/out of 3 Info and knowledge 3/out of 3 3/out of 3 3/out of 3 Monitoring 6/out of 6 5/out of 6 2/out of 3	End of project scores: Policy Formulation 5/out of 6 3/out of 3 Implementation 6/out of 9 20/out of 27 8/out of 12 Eng. and consensus 4/out of 6 5/out of 6 2/out of 3 Info and knowledge 2/out of 3 2/out of 3 2/out of 3 Monitoring 4/out of 6 4/out of 6 2/out of 3	Satisfactory
Outcome 2: MCPA financial planning and management systems are facilitating effective business planning, adequate levels of revenue generation and cost-effective management				
O2-1	Improved financial sustainability for SEPAs, as measured by the Financial Sustainability Scorecard Legal and regulatory framework Business planning Tools for revenue generation	62% - 48 out of 78 93% - 57 out of 61 74% - 42 out of 57 Total 76% - 148 out of 196	End of project scoring: Legal and regulatory framework: 70% - 63 out of 90 (target achieved) Business planning: 54% - 32 out of 59 (decreased from baseline) Tools for revenue generation: 54% - 38 out of 71 (short of target) Total: 60% - 113 out of 20 Management plans for the pilot MCPA's are not yet completed, hence, business plans have not yet been prepared. The fact that there is limited local level management, financial decisions are highly centralized.	Moderately Satisfactory
O2-2	EPASA self financing capacity	EPASA has tools to identify and implement a range of affordable and sustainable financing options and mechanisms for funding the planning and management of marine protected areas	The economic analyses made for the pilot MCPA's will be useful for the eventual development of business plans. A business development unit has been formed within the MoEU, but so far there have been limited new sources of self-financing realized. As a form of payment for ecosystem services, fees are paid to the agency for use of the parks for video filming.	Moderately Satisfactory

No.	Indicator	End of Project Target	TE Comments	Rating
O2-3	EPASA's self-funded revenue	25% of total budgets	Self-funded revenue has basically kept pace with inflation, which is significant, as inflation has averaged >6% in the past 4 years. According to the MoEU, the total operating budget is not uniformly distributed among the MCPA's; for example, Fethiye receives 30-40% of the total budget, while Daylan Beach is allocated the second highest share.	Moderately Satisfactory
Outcome 3: Inter-agency coordination mechanisms in place to regulate and manage economic activities within multiple use areas of the MCPAs				
O3-1	Number of No Fishing Areas established within SEPAs	Two No Fishing Areas covering approximately 1,000 ha. established within SEPAs	The total area of NFZ's covers approximately 3,500 ha, and there are 10 different areas proclaimed: 6 at the Gökova SEPA and 4 at the Datça-Bozburun SEPA.	Highly Satisfactory
O3-2	Marine fish populations in areas to be declared 'No Fishing Areas'	30% increase in estimated fish stocks within 2 years of declaration of NFA	The project supported monitoring at 3 selected NFZ's at the Gökova SEPA. The results were inconclusive, showing no significant change in the <i>Dentex dentex</i> species, and actually a negative change for <i>Pagellus erythrinus</i> . Underwater monitoring carried out by the Mediterranean Conservation society in 2013 and 2014 reported compelling evidence of increased fish biomass inside the NFZ's as compared to outside the restricted areas.	Moderately Satisfactory
O3-3	Marine pollution levels in SEPAs	25% reduction in ambient pollution levels associated with ship-based sources in three SEPAs, including yachting center Fethiye-Gocek	Compiled data presented in the 2014 PIR show slight decreasing trend in average concentrations of fecal coliform and fecal streptococci in samples collected from marine monitoring stations at three SEPA's (Fethiye-Göcek, Gökova, and Foça) from 2009-2013. The project facilitated improved management of liquid wastes from boats at the Fethiye-Göcek SEPA, but scope of the activities was limited, and there were no specific water quality monitoring activities carried out to allow assessment of impact.	Moderately Satisfactory

Annex 7: Evaluation Consultant Code of Conduct Agreement Form

Evaluator:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and: respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/ or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: James Lenoci

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed in Ankara on 3 November 2014

Signature:



James Lenoci

Terminal Evaluator

Annex 8: Draft Report Review Comments and Evaluator Responses

The UNDP CO facilitated the process of reviewing the draft final version of the TE report, by sending the document to key stakeholders and forwarding the comments to the evaluator, who in turn corrections to the factual errors that were identified.

There was one substantive comment by the national coordinator, regarding the following recommendation that was included in the draft final version:

Develop a business plan for the two MCPA training and implementation centers, in order to facilitate financing and operation of the facilities. The business plans should outline expenditures, examine the market in terms of demand, work out a fee schedule, evaluate alternative financing, such as from renting part of the facility for retail or commercial use, etc.

The NC explained that this recommendation would be difficult to realize, as it is not possible to develop business plans for the training centers as there are no one in Turkey to work on such issue and it is not in ministries plans.

The evaluator agreed to remove the recommendation from the report, but the review comment demonstrates the institutional disconnect between central and local stakeholders. Interviewed local stakeholders indicated that financing the training centers will depend upon decisions made in Ankara, but in fact, there seems to be no mechanisms in place that central-level decision makers could draw upon for raising the required funds. If this situation was communicated to local stakeholders and to the project team earlier, there might have been a different approach taken to establishing the centers in the first place. Or, the project might have facilitated preparation of business plans and also advocating for non-governmental sponsors to finance the operation moving forward.

Annex 9: Terms of Reference

TERMINAL EVALUATION TERMS OF REFERENCE

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 *Strengthening Protected Area Network of Turkey: Catalyzing Sustainability of Marine and Coastal Protected Areas (MCPA)* (PIMS 3697).

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

PROJECT SUMMARY TABLE

Project Title:	Strengthening Protected Area Network of Turkey: Catalyzing Sustainability of Marine and Coastal Protected Areas (MCPA)			
GEF Project ID:	3550		<i>at endorsement (Million US\$)</i>	<i>at completion (Million US\$)</i>
UNDP Project ID:	3697	GEF financing:	2.20	2.20
Country:	Turkey	IA/EA own:	0.02	0.025
Region:	RBEC	Government:	4.00	4.471
Focal Area:	Biodiversity, SO-1	Other:		
FA Objectives, (OP/SP):	BD-SP 2	Total co-financing:	4.02	4.49
Executing Agency:	Ministry of Environment and Urbanization-General Directorate for Protection of Nature Assets	Total Project Cost:	6.22	6.69
Other Partners involved:	Ministry of Forestry and Water Affairs, Ministry of Food, Agriculture and Livestock	ProDoc Signature (date project began):		29 May 2009
		(Operational) Closing Date:	Proposed: October 2013	Actual: 30 April 2014

OBJECTIVE AND SCOPE

The project was designed to facilitate expansion of the national system of marine and coastal protected areas and improve its management effectiveness.

Within the marine areas bordering Turkey's lengthy coastline is found an abundant, highly diverse and globally significant biodiversity endowment. Overall, some 3,000 plant and animal species have been identified in Turkey's territorial sea. Among these are about 12 species of marine mammals, including: two endangered species of sea turtle, the loggerhead (*Caretta caretta*) and the green (*Chelonia mydas*), and; the Mediterranean monk seal (*Monachus monachus*), one of Europe's most endangered species, of which fewer than 100 individuals still survive

along Turkish coasts. Some 480 species of marine fish have been identified in Turkish waters, of which 50% are believed to be in danger of local extirpation. Economically important fish species include anchovy, horse mackerel, bonito, sardine, bluefish, mullet and turbot. Avian fauna dependent on Turkey's marine environment include Audouin's gull (*Larus audouinii*), as well as the migratory summer visitor Eleonora's falcon (*Falco eleonora*). The major threats facing Turkey's marine areas are habitat degradation associated with changes in coastal human populations and distributions and associated sea/coast use pressures. Protected areas have a potentially significant, yet largely unrealized, role to play in eliminating these threats to marine area biodiversity in Turkey. Currently, about 4% of Turkey's territorial waters is protected. The proposed long-term solution for marine biodiversity conservation in Turkey's territorial sea is a reconfigured Marine and Coastal Protected Area (MCPA) network designed to protect biodiversity while optimizing its ecological service functions – under effective and sustainable adaptive management.

Working together with its partners, the project will achieve the following three outcomes and make progress towards the long-term solution:

Outcome 1: Responsible institutions have the capacities and internal structure needed for prioritizing the establishment of new MCPAs and for more effectively managing existing MCPAs

Outcome 2: MCPA financial planning and management systems are facilitating effective business planning, adequate levels of revenue generation and cost-effective management

Outcome 3: Inter-agency coordination mechanisms in place to regulate and manage economic activities within multiple use areas of the MCPAs

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 method¹⁶ 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 Muğla, İzmir and Balıkesir including the following project sites Fethiye-Göcek SEPA, Köyceğiz-Dalyan SEPA, Datça-Bozburun SEPA, Gökova SEPA, Foça SEPA and Ayvalık Islands Nature Park. Interviews will be held with the following organizations and individuals at a minimum:

¹⁶ For additional information on methods, see the [Handbook on Planning, Monitoring and Evaluating for Development Results](#), Chapter 7, pg. 163

- Ministry of Environment and Urbanization General Directorate for Protection of Nature Assets,
- UNDP Turkey,
- Ministry of Forestry and Water Affairs General Directorate of Nature Conservation and Nature Parks,
- Ministry of Food Agriculture and Livestock General Directorate of Fisheries and Aquaculture,
- Muğla and İzmir Provincial Directorates of Ministry of Environment and Urbanization,
- 3rd Regional Directorate for Ministry of Forestry and Water Affairs Balıkesir Provincial Branch Ayvalık Adaları Nature Park's Branch Chief,
- ENGOs in Muğla and İzmir,
- Fishing Cooperatives and communities in Foça, Gökova and Datça-Bozburun SEPAs.

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.

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.¹⁷

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 Turkey. 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 18 days according to the following plan:

Activity	Timing	Estimated Completion Date
Preparation	3 days	<i>Date: 22 September 2014</i>
Evaluation Mission	8 days	<i>Date: 29 September 2014</i>

¹⁷ 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](#)

Draft Evaluation Report	5 days	<i>Date: 13 October 2014</i>
Final Report	2 days	<i>Date: 22 October 2014</i>

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 2 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.

QUALIFICATIONS AND SKILLS

The international consultant shall have prior experience in evaluating similar projects. Experience with GEF financed projects is an advantage. International evaluator will be responsible for finalizing the report. The international evaluator selected should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities.

The International evaluator must present the following qualifications:

- Minimum 5 years of relevant professional experience
- Knowledge of UNDP and GEF environment/rules/procedures/requirements
- Previous experience with results-based monitoring and evaluation methodologies;
- Technical knowledge in the targeted focal area(s) is an asset
- Proven track record of application of results-based approaches to evaluation of projects focusing on protected area management/biodiversity (relevant experience in the CIS region or in Mediterranean and within UN system would be an asset);
- Familiarity with priorities and basic principles of protected area management or marine and coastal protected areas, relevant international best-practices;
- Knowledge of and recent experience in applying UNDP and GEF M&E policies and procedures is an asset.
- Fluent in English both written and spoken.

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

%	Milestone
20%	Approval of Inception Report by UNDP Turkey
50%	Approval of the 1st draft terminal evaluation report
30%	Approval (UNDP-CO and UNDP RTA) of the final terminal evaluation report

ANNEX A: PROJECT LOGICAL FRAMEWORK

Project strategy	Objectively verifiable indicators	Baseline	Target	Sources of verification	Assumptions
Objective: To facilitate expansion of the national system of marine and coastal protected areas and improve its management effectiveness	Coverage of marine ecosystems in the National Protected Area System of Turkey	240.216 ha.	End of project – 340.216 ha.	Official gazette	Council of Ministers approves EPASA requests for new SEPAs (no rejections noted in past)
	Sea turtle emergences at Fethiye and Dalyan	Average 250 nests annually	Average 300-350 nests annually	<u>EPASA monitoring reports</u>	<u>No major ‘external’ shocks to populations of these migratory species</u>
	Estimated Mediterranean Monk seal (<i>Monachus monachus</i>) populations within pilot and new SEPAs	Average 60 annual sightings in the last three years	Sightings will be increased 10-20% during the project period	<u>EPASA monitoring reports</u>	
	Estimated populations of Sandbar sharks (<i>Carcharinus plumbeus</i>) at Gokova SEPA	Average 15 sighting recorded	Average 25 sighting recorded	<u>EPASA monitoring reports</u>	

Project strategy	Objectively verifiable indicators	Baseline	Target	Sources of verification	Assumptions
Outcome 1: Responsible institutions have the capacities and internal structure needed for prioritizing the establishment of new MCPAs and for more effectively managing existing MCPAs	Legally established protected areas, as % of area of overall ecological zone	2.8% (within Turkey's coastal waters)	4.0% (within Turkey's coastal waters)	Official gazette	Council of Ministers approves EPASA requests for new SEPAs (no rejections noted in past) Other relevant organizations, NGOs, academics and local people are ready to cooperate on strengthening MCPA institutional structure and capacity
	Management Effectiveness of PAs at project sites (METT Scorecard)	Datça-Bozburun SEPA – 58% Fethiye-Göcek SEPA – 51% Foça SEPA – 52% Gökova SEPA – 56% Köyceğiz-Dalyan SEPA – 63% Ayvalık Adaları -37%	Datça-Bozburun SEPA – 78% Fethiye-Göcek SEPA – 72% Foça SEPA – 78% Gökova SEPA – 78% Köyceğiz-Dalyan SEPA – 82% Ayvalık Adaları -65%	Application of METT in line with monitoring and evaluation component of the project	

Project strategy	Objectively verifiable indicators	Baseline	Target	Sources of verification	Assumptions
	Capacity Assessment Scorecard			Capacity assessment scorecard	
	Policy formulation	Policy Formulation	Policy Formulation		
	Systemic	4/out of 6	5/out of 6		
	Institutional	2/out of 3	3/out of 3		
	Implementation	Implementation	Implementation		
	Systemic	5/out of 9	8/out of 9		
	Institutional	17/out of 27	22/out of 27		
	Individual	6/out of 12	9/out of 12		
	Engagement and consensus	Eng. and consensus	Eng. and consensus		
	Systemic	4/out of 6	6/out of 6		
	Institutional	3/out of 6	5/out of 6		
	Individual	2/out of 3	3/out of 3		
	Mobilize info and knowledge	Info and knowledge	Info and knowledge		
	Systemic	2/out of 3	3/out of 3		
	Institutional	2/out of 3	3/out of 3		
	Individual	1/out of 3	3/out of 3		
	Monitoring	Monitoring	Monitoring		
	Systemic	3/out of 6	6/out of 6		
	Institutional	2/out of 6	5/out of 6		
	Individual	0/out of 3	2/out of 3		

Project strategy	Objectively verifiable indicators	Baseline	Target	Sources of verification	Assumptions
Outcome 2: MCPA financial planning and management systems are facilitating effective business planning, adequate levels of revenue generation and cost-effective management	Improved financial sustainability for SEPAs, as measured by the Financial Sustainability Scorecard			Financial Sustainability scorecard	EPASA, relevant organizations, NGOs and local people have willingness to develop and implement of proposed financial planning and management systems
	Legal and regulatory framework	44% - 34 out of 78	62% - 48 out of 78		
	Business planning				
	Tools for revenue generation	90% - 55 out of 61 42% - 24 out of 57	93% - 57 out of 61 74% - 42 out of 57		
		Total 58% - 113 out of 196	Total 76% - 148 out of 196		
	EPASA self financing capacity	EPASA lacks tools for developing sustainable finance options	EPASA has tools to identify and implement a range of affordable and sustainable financing options and mechanisms for funding the planning and management of marine protected areas	Project reports	
	EPASA's self-funded revenue	10% of total budgets	25% of total budgets	Project reports	

Project strategy	Objectively verifiable indicators	Baseline	Target	Sources of verification	Assumptions
Outcome 3: Inter-agency coordination mechanisms in place to regulate and manage economic activities within multiple use areas of the MCPAs	Number of No Fishing Areas established within SEPAs	"No current 'No Fishing Areas' other than the ones out of project sites declared under the regulation of Fishery	Two No Fishing Areas covering approximately 1,000 ha. established within SEPAs	Approved Fishery Products Circular and SEPA zoning plans	The expected legislation on No Fishing Areas is enacted.
	Marine fish populations in areas to be declared 'No Fishing Areas'	Decreased fish stocks (levels to be assessed once NFA has been determined)	30% increase in estimated fish stocks within 2 years of declaration of NFA		All the relevant agencies are willing to collaborate and share knowledge
	Marine pollution levels in SEPAs	Ambient pollutions levels rising in recent years at several sites	25% reduction in ambient pollution levels associated with ship-based sources in three SEPAs, including yachting center Fethiye-Gocek		Fisheries Cooperatives' partners will accept "No Fishing Areas" as fishery management tool

ANNEX B: LIST OF DOCUMENTS TO BE REVIEWED BY THE EVALUATORS

Project Documents

- Project document and its annexes;
- Midterm evaluation (MTE) and other relevant evaluations and assessments;
- Annual work plans endorsed by Steering Committee;
- Project budget, broken out by outcomes and outputs – CDR;
- Annual Project Implementation Reports (PIR);
- Minutes of Steering Committee Meetings;
- Project consultant reports;
- METT scores for project sites;
- Financial Sustainability Scorecard (if available);
- Capacity Assessment Scorecard (if available);
- List and contact details for project staff, key project stakeholders, including Project Steering Committee, and other partners to be consulted;
- Project sites, highlighting suggested visit;
- Project informative materials, knowledge products and technical reports all available on project website;
- Other upon request.

UNDP Documents

- Development Assistance Framework (UNDAF)
- Country Programme Document (CPD)
- Country Programme Action Plan (CPAP)

GEF Documents

- GEF focal area strategic program objectives

ANNEX C: EVALUATION QUESTIONS

This is a generic list, to be further detailed with more specific questions by CO and UNDP GEF Technical Adviser based on the particulars of the project.

Evaluative Criteria Questions	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?			
Does the project's objective fit within the priorities of the local government and local communities?			
Does the project's objective fit within Turkey's national biodiversity conservation priorities?			
Does the project's objective fit GEF strategic priorities and operational principles?			
Does the project's objective support implementation of the Convention on Biological Diversity? Other MEAs?			
•	•	•	•
•	•	•	•
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
Is the project objective likely to be met? To what extent and in what timeframe?			
What are the key factors contributing to project success or underachievement?			
Is adaptive management being applied to ensure effectiveness?			
Is monitoring and evaluation used to ensure effective decision-making?			
•	•	•	•
•	•	•	•
Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?			
Is the project cost-effective?			
Are expenditures in line with international standards and norms for development projects?			
Are management and implementation arrangements efficient in delivering the outputs necessary to achieve outcomes?			
Was the project implementation delayed? If so, did that affect cost-effectiveness?			
What is the contribution of cash and in-kind co-financing to project implementation?			

To what extent is the project leveraging additional resources?			
•	•	•	•
•	•	•	•
Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results? 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? 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? Do relevant stakeholders have the necessary technical capacity to ensure that project benefits are maintained? To what extent are the project results dependent on socio-political factors? To what extent are the project results dependent on issues relating to institutional frameworks and governance? Are there any environmental risks that can undermine the future flow of project impacts and Global Environmental Benefits?			
•	•	•	•
•	•	•	•
Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?			
•	•	•	•
•	•	•	•

ANNEX D: RATING SCALES

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

ANNEX E: EVALUATION CONSULTANT CODE OF CONDUCT AND AGREEMENT FORM

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form¹⁸

Agreement to abide by the Code of Conduct for Evaluation in the UN System

¹⁸www.unevaluation.org/unegcodeofconduct

Name of Consultant: _____

Name of Consultancy Organization (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at *place* on *date*

Signature: _____

ANNEX F: EVALUATION REPORT OUTLINE¹⁹

- i. Opening page:
 - Title of UNDP supported GEF financed project
 - UNDP and GEF project ID#s.
 - Evaluation time frame and date of evaluation report
 - Region and countries included in the project
 - GEF Operational Program/Strategic Program
 - Implementing Partner and other project partners
 - Evaluation team members
 - Acknowledgements
- ii. Executive Summary
 - Project Summary Table
 - Project Description (brief)
 - Evaluation Rating Table
 - Summary of conclusions, recommendations and lessons
- iii. Acronyms and Abbreviations
(See: UNDP Editorial Manual²⁰)
1. Introduction
 - Purpose of the evaluation
 - Scope & Methodology
 - Structure of the evaluation report
2. Project description and development context
 - Project start and duration
 - Problems that the project sought to address
 - Immediate and development objectives of the project
 - Baseline Indicators established
 - Main stakeholders
 - Expected Results
3. Findings
(In addition to a descriptive assessment, all criteria marked with (*) must be rated²¹)
- 3.1 Project Design / Formulation
 - Analysis of LFA/Results Framework (Project logic /strategy; Indicators)
 - Assumptions and Risks
 - Lessons from other relevant projects (e.g., same focal area) incorporated into project design
 - Planned stakeholder participation
 - Replication approach
 - UNDP comparative advantage
 - Linkages between project and other interventions within the sector
 - Management arrangements

¹⁹The Report length should not exceed 40 pages in total (not including annexes).

²⁰ UNDP Style Manual, Office of Communications, Partnerships Bureau, updated November 2008

²¹ Using a six-point rating scale: 6: Highly Satisfactory, 5: Satisfactory, 4: Marginally Satisfactory, 3: Marginally Unsatisfactory, 2: Unsatisfactory and 1: Highly Unsatisfactory, see section 3.5, page 37 for ratings explanations.

3.2 Project Implementation

- Adaptive management (changes to the project design and project outputs during implementation)
- Partnership arrangements (with relevant stakeholders involved in the country/region)
- Feedback from M&E activities used for adaptive management
- Project Finance:
- Monitoring and evaluation: design at entry and implementation (*)
- UNDP and Implementing Partner implementation / execution (*) coordination, and operational issues

3.3 Project Results

- Overall results (attainment of objectives) (*)
- Relevance(*)
- Effectiveness & Efficiency (*)
- Country ownership
- Mainstreaming
- Sustainability (*)
- Impact

4. Conclusions, Recommendations & Lessons

- Corrective actions for the design, implementation, monitoring and evaluation of the project
- Actions to follow up or reinforce initial benefits from the project
- Proposals for future directions underlining main objectives
- Best and worst practices in addressing issues relating to relevance, performance and success

5. Annexes

- ToR
- Itinerary
- List of persons interviewed
- Summary of field visits
- List of documents reviewed
- Evaluation Question Matrix
- Questionnaire used and summary of results
- Relevant final stage GEF Tracking Tool
- Evaluation Consultant Agreement Form

ANNEX G: EVALUATION REPORT CLEARANCE FORM

(to be completed by CO and UNDP GEF Technical Adviser based in the region and included in the final document)

Evaluation Report Reviewed and Cleared by

UNDP Country Office

Name: _____

Signature: _____ Date: _____

UNDP GEF RTA

Name: _____

Signature: _____ Date: _____



PRICE PROPOSAL FOR CONSULTANCY SERVICES

Project Name: Strengthening Protected Area Network of Turkey: Catalyzing Sustainability of Marine and Coastal Protected Areas

Position Reference: International Terminal Evaluation Expert

Dear Sir / Madam,

I, the undersigned, offer to provide Professional Consulting Services as an Individual Contractor, to carry out the duties spelled out in the attached Terms of Reference for the sum of..... US\$ for 18 days, with a daily consultancy rate of..... US\$. I confirm that the total price I quote is gross and it includes all kinds of expenses that will incur in relation to the Individual Contract, including but not limited to all legal expenses (social security, income tax etc.), which will be required by local law.

I undertake, if my price proposal is accepted, to commence and complete delivery of all services specified, within the time frames stipulated in the Individual Contract.

I agree to abide by this Proposal for a period of 60 days from the date on it and it shall remain binding upon me and may be accepted at any time before the expiration of that period.

I accept that if I am selected to provide consultancy services, the payments shall be made in accordance with the payment conditions stipulated in the attached Terms of Reference.

I understand that you are not bound to accept any Proposal you may receive.

Date:

Name of the Applicant:

Address:

Telephone/Fax:

Email:

Table-1: Price Distribution of the Consultancy

Name of Item	Percentage of the Payment	Total Price of item (in USD)
Approval of Inception Report	20%	
Approval of the 1st draft terminal evaluation report	50%	
Approval (UNDP-CO and UNDP RTA) of the final terminal evaluation report	30%	
GRAND TOTAL (in USD)		