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IMPLEMENTATION COMPLETION AND RESULTS REPORT
(TF-23556)

ON A
GRANT
IN THE AMOUNT OF US\$ 8.19 MILLION
TO THE
REPUBLIC OF TURKEY
FOR A
BIODIVERSITY AND NATURAL RESOURCE MANAGEMENT
(GLOBAL ENVIRONMENT FACILITY) PROJECT

January 2009

Sustainable Development Department
Turkey Country Unit
Europe and Central Asia Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective June 2000)

Currency Unit = Turkish Lira (TRL)
535,260 TRL = US\$ 1
1 M TRL = US\$1.87

CURRENCY EQUIVALENTS

(Exchange Rate Effective May 2008)

Currency Unit = New Turkish Lira
1 YTL = US\$ 0.78
1.28 YTL = 1 US\$

ABBREVIATIONS AND ACRONYMS

BIMS	Biodiversity Information Monitoring System
BMU	Biodiversity Monitoring Unit
BNRMP	Biodiversity and Natural Resource Management Project
BSAP	National Biodiversity Strategy and Action Plan
CAS	Country Assistance Strategy
CBD	Convention on Biological Diversity
CPS	Country Partnership Strategy
GDF	General Directorate of Forestry
GDNCNP	General Directorate of Nature Conservation and National Parks
GEF	Global Environment Facility
GEO	Global Environment Objectives
GoT	Government of Turkey
IS	International Shopping
M&E	Monitoring & Evaluation
METT	Protected Area Management Effectiveness Tracking Tool
MoE	Ministry of Environment
MoF	Ministry of Forestry
MEF	Ministry of Environment and Forests
MTR	Mid-Term Review
MW	Minor Works
NGO	Non-Government Organization
NS	National Shopping
PA	Protected Area
PAD	Project Appraisal Document
PAMA	Protected Area Management Authority
PMT	Project Management Team
SGP	Small Grants Program
TTL	Task Team Leader
WWF	World Wildlife Fund

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Turkey
Biodiversity and Natural Resources Management Project
Implementation Completion and Results Report

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MAP

A. Basic Information			
Country:	Turkey	Project Name:	Biodiversity & Natural Resource Management GEF Project
Project ID:	P044175	L/C/TF Number(s):	TF-23556
ICR Date:	10/23/2008	ICR Type:	Core ICR
Lending Instrument:	SIL	Borrower:	TURKEY
Original Total Commitment:	USD 8.2M	Disbursed Amount:	USD 8.2M
Environmental Category: B		Global Focal Area: B	
Implementing Agencies: Ministry of Environment and Forestry			
Cofinanciers and Other External Partners:			

B. Key Dates				
Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	09/19/1996	Effectiveness:	07/12/2000	07/12/2000
Appraisal:	02/18/2000	Restructuring(s):		
Approval:	06/13/2000	Mid-term Review:		10/29/2003
		Closing:	12/31/2006	09/30/2008

C. Ratings Summary	
C.1 Performance Rating by ICR	
Outcomes:	Moderately Satisfactory
Risk to Global Environment Outcome	Moderate
Bank Performance:	Moderately Satisfactory
Borrower Performance:	Moderately Satisfactory

C.2 Detailed Ratings of Bank and Borrower Performance			
Bank	Ratings	Borrower	Ratings
Quality at Entry:	Moderately Satisfactory	Government:	Moderately Satisfactory
Quality of Supervision:	Satisfactory	Implementing Agency/Agencies:	Satisfactory
Overall Bank Performance:	Moderately Satisfactory	Overall Borrower Performance:	Moderately Satisfactory

C.3 Quality at Entry and Implementation Performance Indicators

Implementation Performance	Indicators	QAG Assessments (if any)	Rating
Potential Problem Project at any time (Yes/No):	No	Quality at Entry (QEA):	None
Problem Project at any time (Yes/No):	Yes	Quality of Supervision (QSA):	None
GEO rating before Closing/Inactive status	Moderately Satisfactory		

D. Sector and Theme Codes

	Original	Actual
Sector Code (as % of total Bank financing)		
Central government administration	58	30
Forestry		20
General public administration sector		20
Other domestic and international trade	21	10
Other social services	21	20
Theme Code (Primary/Secondary)		
Biodiversity	Primary	Primary
Environmental policies and institutions	Primary	Primary
Export development and competitiveness	Secondary	Not Applicable
Land administration and management	Secondary	Secondary
Participation and civic engagement	Primary	Primary

E. Bank Staff

Positions	At ICR	At Approval
Vice President:	Shigeo Katsu	Johannes F. Linn
Country Director:	Ulrich Zachau	Ajay Chhibber
Sector Manager:	John V. Kellenberg	Kevin M. Cleaver
Project Team Leader:	Peter A. Dewees	John W. Fraser Stewart
ICR Team Leader:	Kathleen S. Mackinnon	
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F. Results Framework Analysis

Global Environment Objectives (GEO) and Key Indicators(as approved)

The project's global objective is to sustainably conserve the biological diversity and ecological integrity of selected forest, wetland, steppe and alpine ecosystems that are representative of Turkey's four major bio-geographical zones, which include the Black Sea and Caucasian mountain region, the Central Anatolian plateau, and the European and Mediterranean regions. GEO was not modified during project, but key indicators were realigned.

The project's development objective is to establish effective intersectoral, participatory planning and sustainable management of protected areas and natural resources at four selected biodiversity conservation demonstration sites and build capacity at the national level to facilitate replication of these activities at priority conservation sites throughout Turkey.

Revised Global Environment Objectives (as approved by original approving authority) and Key Indicators and reasons/justifications

The project's Global Environment Objectives were not formally revised. GEO Indicators were modestly realigned during the MTR to provide a clearer framework for monitoring performance.

(a) GEO Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	Legal and regulatory basis for planning, managing and monitoring biodiversity conservation established.			
Value (quantitative or Qualitative)	Very limited and outdated legal and regulatory framework for managing protected areas.	Legal and regulatory framework for biodiversity conservation established.		New Nature Protection law drafted, after intensive stakeholder consultation, awaiting Parliamentary approval. New Forestry regulation approved to include biodiversity in forest management plans.
Date achieved	07/12/2000	12/31/2007		09/30/2008
Comments (incl. % achievement)	Draft Nature Protection Law is consistent with international standards. Enactment is anticipated but beyond control of project. Draft is closely aligned with EU Birds and Habitats directives, so strongly contributes to the EU accession agenda.			

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 2 :	No significant decrease of biodiversity at project sites as measured against the baseline.			
Value (quantitative or Qualitative)	No substantive, comprehensive or rigorous information available about species endemism and diversity at project sites, or institutional capacity for collecting this information.	Standards for evaluating species diversity and endemism established. Biodiversity monitoring protocols in place and under implementation to determine biodiversity status in protected areas. Species and habitats stable.		Currently no evidence of a decrease in biodiversity at project sites but major threats continue from proposed infrastructure.
Date achieved	12/12/2004	12/31/2007		09/30/2008
Comments (incl. % achievement)	Good progress with identifying biodiversity needs in protected area and forest management plans but outcomes could be threatened by sectoral policies on water management and tourism development.			
Indicator 3 :	No increase in adverse impacts of resource use (grazing, forest products, etc.) on the biodiversity of project sites.			
Value (quantitative or Qualitative)	No baselines at Appraisal. Baseline values eventually established through comprehensive studies (grazing at 4 sites, forestry at 2 project and 1 replication site, reedbed baseline at 1 site).	Monitoring protocols in place and under implementation. Impacts assessed and consistent with NRM plans.		Zoning and anecdotal evidence suggest improved NRM management.
Date achieved	12/12/2004	12/31/2007		09/30/2008
Comments (incl. % achievement)	Zoning plans and small grants used to reduce pressures from unsustainable NRM practices.			
Indicator 4 :	Increasing numbers of tourists visit the project sites with no increase in the areas degraded by their impacts.			
Value (quantitative or Qualitative)	No baselines at Appraisal. Tourist visitor number baselines/impact indicators eventually established at four project sites. Monitoring plan developed based on findings of the baseline ecological and socio-economic surveys.	Performance standards established and monitoring protocols in place. Impacts assessed and consistent with results of ecotourism management plans.		Tourism plans incorporated in management plans but little visitor management actually in place at sites.
Date achieved	12/12/2004	12/31/2007		09/30/2008

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Comments (incl. % achievement)	Visitor planning completed but little or no management on ground. Uncontrolled tourism still a threat at some sites e.g. Koprulu Kanyon.			
Indicator 5 :	Improved socio-economic indicators linked with the use of natural resources at project sites.			
Value (quantitative or Qualitative)	No baselines at Appraisal. Baseline socio-economic indicators eventually established at four project sites.	Proxy socio-economic indicators assessed (income from reedbeds, forests, grazing) and improvements noted against counterfactuals.		Socioeconomic data from surveys indicate some improvements, but not attributable only to project. Individual beneficiaries under small grants program report improvements e.g. thyme collection, ecotourism ventures, drip irrigation.
Date achieved	12/12/2004	12/31/2007		09/30/2008
Comments (incl. % achievement)	Modest socioeconomic benefits from small grants program. Small grants have been useful for engaging local communities though not always clear biodiversity benefits.			
Indicator 6 :	Decrease in destruction of natural formations and cultural sites within focus project site with natural/cultural values.			
Value (quantitative or Qualitative)	No baselines at Appraisal. Baseline indicators assessing status of cultural heritage established at Koprulu kanyon. Natural site baselines outlined in management plans.	Good national practice for managing a cultural site within a protected area has been established at Koprulu kanyon, verified by lack of damage to cultural property.		Cultural management plan in Koprulu kanyon completed and incorporated into overall management plan. SIT zones maintained per regulations over life of project.
Date achieved	12/12/2004	12/31/2007		09/30/2008
Comments (incl. % achievement)	Zoning developed to reduce pressures. Approval and implementation of management plans is required to effect real change at sites.			
Indicator 7 :	Decrease in unplanned/uncontrolled construction within and around project sites.			
Value (quantitative or Qualitative)	Critical natural sites in four project areas identified and prioritized.	Management plans establish parameters for monitoring and managing construction parameters in project sites. Impacts are limited to those specified in management plans.		Management plans prepared with stakeholder consultation but not yet implemented. 1 of 4 approved.
Date achieved	12/12/2004	12/31/2007		09/30/2008

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Comments (incl. % achievement)	Management plans provide framework for management, including infrastructure development but not yet implemented. Issues of illegal construction still need to be addressed.			

(b) Intermediate Outcome Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	Effective management planning process in place, against objectively verifiable indicators.			
Value (quantitative or Qualitative)	Protected area management planning focuses on infrastructure development within national parks, excludes involvement of local people in management, doesn't consider biodiversity.	New management planning guidelines prepared and adopted, and being used in protected areas with strong participatory focus.		Participatory management planning practices adopted, consistent with international good practice. Experience from 4 pilot sites being replicated to 9 additional sites. Performance monitoring in place with METT.
Date achieved	07/12/2000	12/31/2007		09/30/2008
Comments (incl. % achievement)	Considerable expertise developed in management planning. Planning process completed at 4 pilot sites and replicated at 9 new sites. (100%)			
Indicator 2 :	Physical infrastructure in place for Visitors to pilot sites.			
Value (quantitative or Qualitative)	Visitor infrastructure inadequate at 4 project sites.	Visitor facilities to be constructed at 4 pilot sites	Visitors center in Koprulu kanyon dropped.	Facilities completed at Camili, Igneada and Sultan sazligi project sites.
Date achieved	07/12/2000	12/31/2007	10/31/2003	09/30/2008
Comments (incl. % achievement)	100% of revised target achieved.			
Indicator 3 :	Biodiversity monitoring capacity established.			
Value (quantitative or Qualitative)	Very limited capacity for measuring or monitoring species diversity and endemism.	Biodiversity Information Monitoring System established and operating.		BIMS in place and operating.
Date achieved	07/12/2000	12/31/2007		09/30/2008
Comments (incl. % achievement)	Institutional future of the BIMS and further database management responsibilities need to be clarified in legislation. 100 % of objectives met.			

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 4 :	Approach in place for improving public awareness about the importance of biodiversity conservation.			
Value (quantitative or Qualitative)	Ad hoc, project driven PA interventions seek to raise profile of biodiversity conservation.	Public awareness strategy prepared through intensive consultation and under implementation.		PA Strategy completed and being implemented.
Date achieved	07/12/2000	12/31/2007		09/30/2008
Comments (incl. % achievement)	National Meeting on National Parks and Biodiversity Conservation was a landmark event for engaging wide community conservation practitioners and for raising awareness.			

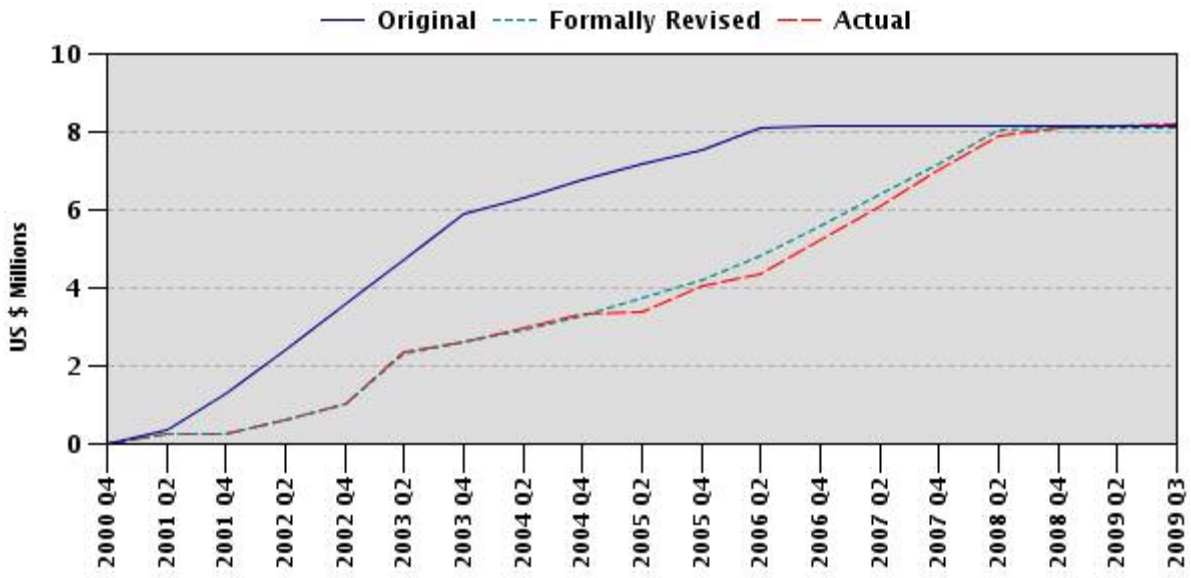
G. Ratings of Project Performance in ISRs

No.	Date ISR Archived	GEO	IP	Actual Disbursements (USD millions)
1	09/07/2000	Satisfactory	Satisfactory	0.25
2	09/13/2000	Satisfactory	Satisfactory	0.25
3	09/18/2000	Satisfactory	Satisfactory	0.25
4	03/07/2001	Satisfactory	Satisfactory	0.25
5	09/11/2001	Satisfactory	Satisfactory	0.36
6	02/05/2002	Satisfactory	Satisfactory	0.77
7	09/06/2002	Satisfactory	Satisfactory	1.27
8	04/29/2003	Satisfactory	Satisfactory	2.53
9	08/26/2003	Satisfactory	Satisfactory	2.64
10	12/01/2003	Satisfactory	Unsatisfactory	2.95
11	03/10/2004	Satisfactory	Unsatisfactory	2.95
12	08/19/2004	Satisfactory	Unsatisfactory	3.37
13	10/14/2004	Satisfactory	Unsatisfactory	3.37
14	12/22/2004	Satisfactory	Satisfactory	3.37
15	06/13/2005	Satisfactory	Satisfactory	4.07
16	10/20/2005	Satisfactory	Satisfactory	4.07
17	06/14/2006	Satisfactory	Satisfactory	5.05
18	12/06/2006	Satisfactory	Satisfactory	6.12
19	06/11/2007	Satisfactory	Satisfactory	7.02
20	05/02/2008	Moderately Satisfactory	Moderately Satisfactory	8.11
21	09/28/2008	Moderately Satisfactory	Moderately Satisfactory	8.17

H. Restructuring (if any)

Not Applicable

I. Disbursement Profile



1. Project Context, Global Environment Objectives and Design

1.1 Context at Appraisal

(brief summary of country and sector background, rationale for Bank assistance)

Turkey is a high biodiversity country and ratified the Convention on Biological Diversity (CBD) in 1996. It subsequently prepared a National Biodiversity Strategy and Action Plan (BSAP) which pointed out that most biodiversity is outside of protected areas, and biodiversity within protected areas has been historically poorly managed in favor of resource intensive uses (tourism, forestry, grazing). This project was an effort to introduce new management approaches, to shift the balance more strongly in favor of biodiversity conservation, and came at a good time to help Turkey move forward in adopting European-wide standards for nature protection. The project's four principal sites were situated in the Global 200 Ecoregions identified by World Wildlife Fund (WWF) and high priority replication sites were selected drawing on national expertise in a highly participatory process.

In regard to the Bank's Country Assistance Strategy (CAS), at the time the project was prepared, project interventions addressed a number of strategic actions identified in the CAS, e.g.: (i) strengthening the policy, regulatory, management and monitoring capabilities of the MEF; (ii) conducting public awareness campaigns and promoting stakeholder participation in project preparation, implementation and enforcement; and (iii) involving stakeholders in formulating and implementing a natural resource conservation strategy to address legal, policy, and public awareness issues.

1.2 Original Global Environment Objectives (GEO) and Key Indicators (as approved)

The project's global objective was to sustainably conserve the biological diversity and ecological integrity of selected forest, wetland, steppe and alpine ecosystems that are representative of Turkey's four major bio-geographical zones, which include the Black Sea and Caucasian mountain region, the Central Anatolian plateau, and the European and Mediterranean regions. The project's development objective was to establish effective intersectoral, participatory planning and sustainable management of protected areas and natural resources at four selected biodiversity conservation demonstration sites and build capacity at the national level to facilitate replication of these activities at priority conservation sites throughout Turkey. The key indicators outlined in the Appraisal document were:

- a) Reduced rate of decline of biodiversity, habitats and plant communities at project sites.
- b) No increase in adverse impacts of resource use (grazing, forest products etc) on biodiversity in project sites.
- c) Decrease in destruction of natural formations and cultural sites within project sites.
- d) Decrease in uncontrolled/unplanned construction within and around project sites.
- e) No increase in percentage of area degraded by tourism impacts at project sites.
- f) Increase in public support for biodiversity conservation at national and local level.
- g) Legal and regulatory framework for biodiversity conservation established.
- h) Improvement of social indicators linked with the use of natural resources at project sites.

1.3 Revised GEO (as approved by original approving authority) and Key Indicators, and reasons/justification

The GEO was not revised. The project's Key Indicators were realigned (though not formally revised) following the Midterm Review (MTR) more accurately to capture the project's likely accomplishments, and to attenuate the highly aspirational (but often unmeasurable) targets outlined in the original Key Indicators (see Section 2.3). Project performance ratings were downgraded as a result of the MTR. The realignment of the Key Indicators was judged to have been necessary to enable the project team to focus more clearly on attaining clear results and replicable outcomes.

1.4 Main Beneficiaries

(original and revised, briefly describe the "primary target group" identified in the PAD and as captured in the GEO, as well as any other individuals and organizations expected to benefit from the project)

The primary target groups identified in the Project Appraisal Document (PAD) were government agencies responsible for biodiversity conservation and forest management, including staff of Ministry of Forestry (MoF), the Ministry of Environment (MoE) (which later merged into the Ministry of Environment and Forestry, MEF) and the Ministry of Culture (MoC) who were expected to benefit from improved capacity building and new institutional mechanisms to manage natural resources. Local beneficiaries at the site level were expected to include communities, local organizations, Non-Governmental Organizations (NGOs) and the private sector, who were expected to benefit directly (albeit modestly) as recipients of small grants, and because project activities were expected to improve local management and use of natural resources.

1.5 Original Components (as approved) The Project included the following three components:

Component 1: Strengthening the National Framework for Biodiversity Conservation (US\$ 3.29 million) was to be achieved through: (i) a participatory review and development of a strategy for rationalizing the legal framework for biodiversity conservation, including removal of overlapping sectoral legislation and policy, and adjustment of other legislation impacting on biodiversity; (ii) strengthening the institutional capacity to develop a national network of protected areas and to replicate the experience of effective participatory protected area management systems developed at the four project sites under Component 2; (iii) establishing a system to monitor the status of biodiversity and conservation initiatives throughout the country; (iv) developing and implementing a prioritized national strategy and targeted action plan for raising the awareness of key stakeholders and the general public about the importance, urgent needs and opportunities for biodiversity conservation in Turkey; and (v) demonstrating how biodiversity issues could be incorporated in the forest management planning process at three of the four project sites.

Component 2: Developing Prototypes for Effective Protected Area Management (US\$ 7.69 million) was to entail establishing innovative systems for conservation management at the project's four pilot sites. This was to be achieved through: (i) building Protected Area Management Authority (PAMA) staff skills, developing protected area management planning systems, including exploring mechanisms for generating and retaining revenues at the sites, and providing equipment and facilities, including visitor interpretation, educational and/or community centers; (ii) preparing protected area management plans in a participatory manner and guided by baseline ecological and socio-economic surveys and biodiversity monitoring systems that the project was to establish. The monitoring systems was to provide periodic feedback to protected area management staff on the status of ecosystems and their biodiversity, particularly in relation to existing and anticipated threats such as tourism impacts, grazing and the use of forest or wetland resources; (iii) building local support for biodiversity conservation through a public awareness and education program targeted at key stakeholder groups; (iv) facilitating establishment of community based mechanisms, such as small grant schemes or revolving funds, to support conservation-linked development and reduce unsustainable use of shared resources such as forest and wetland products and grazing. Eligibility criteria and procedures for awarding grants/funds was to be developed early in project implementation, in consultation with local stakeholders, and approved by the Bank prior to disbursement of funds; (v) guiding the development of environmentally responsible tourism to emphasize linkages between conservation and benefits for local stakeholders; and (vi) establishing collaborative mechanisms to ensure biodiversity conservation is incorporated into local sectoral and land use plans.

Component 3: Project Management and Monitoring (US\$ 0.56 million) was to include provision of equipment, and covered incremental expenses associated with implementation of the project by the Project Management Team (PMT) at the national level. The PMT was to oversee and support

implementation of all project activities in accordance with agreed monitorable indicators. It was to work closely with Protected Area Management Authority (PAMA) staff at the four sites, and with agency staff responsible for implementing project activities at the national level, and was to develop and monitor work plans for all project activities.

1.6 Revised Components

The original components were not revised, but activities were redesigned as a result of discussions during the Midterm review, with a much stronger focus on outreach and engagement of the national conservation community and with a clearer emphasis on local participation in management plan preparation in an effort to develop clearer priorities for local management teams. The original strategy of supporting development of a centrally-located Replication Unit was dropped following the MTR, because it was largely ineffective, in favor of a wider replication strategy which involved tapping into a national network of biodiversity conservation specialists.

1.7 Other significant changes

The project was originally designed to be implemented over a shorter time period and with a tight focus on the four pilot sites and with national-level supporting activities. The project became effective in 2000 with an expected closing date of September 30, 2006. It was extended twice and closed on September 30, 2008, with most investments completed and all funds having been disbursed. The first extension request resulted from the need to complete preparation of the protected area management plans, and to launch various civil works activities. The second extension request was needed because of long delays in issuing the necessary permits for civil works in Sultan Sazlı National Park. The extended duration of the project was invaluable because it allowed time for fuller local participation in management plan preparation, and for enabling replication at new sites. The use of project resources to initiate replication activities at nine new sites provided a significant opportunity for uptake and implementation country-wide of good practice guidelines developed under the project. As a result of the MTR, one of the significant changes in the project involved dropping construction of park facilities at Köprülü Kanyon National Park, because the government and mission concluded that the focus of attention on civil works in the park was diverting attention from far more pressing concerns. Funds were reallocated to consultancies and training. Particularly as Turkey began to address its pre-Accession agenda, project activities converged on the priorities outlined in the EU nature protection *acquis*.

2. Key Factors Affecting Implementation and Outcomes

2.1 Project Preparation, Design and Quality at Entry

(including whether lessons of earlier operations were taken into account, risks and their mitigations identified, and adequacy of participatory processes, as applicable)

The project was prepared with a \$350,000 Project Development Facility (PDF)-B Grant from the Global Environment Facility (GEF), which became effective in October 1997. This was the first operation of its kind supported by the Bank in Turkey, and there were few lessons on which the project's design could be built. The Bank's rural portfolio was increasingly being driven by interests in community participation (cf. the East Anatolia Watershed Rehabilitation Project), and so this interest contributed importantly to the concepts underlying participatory protected area management plan preparation. The overall design of the project was highly innovative, but was ambitious given the institutional and legal context for nature protection in Turkey and the challenges of introducing new management planning and practices into a traditionally conservative sector. Prior to the project, Turkey's system of protected area management planning was fundamentally top-down and driven by technocratic concerns and approaches, which in turn were rationalized in the policy and legal framework— offering few opportunities within the legal framework for introducing participatory planning. The four project sites were representative of different biogeographic realms but also covered a range of very different institutional and sectoral challenges, which required cooperation (as well as institutional reform) at the highest department levels. Moreover many of the issues and pressures to be addressed at project sites were not limited to threats from local

communities but involved powerful interests associated with forestry, tourism and water use. Project design under-estimated the manageability of many of the issues i.e. some of the objectives that were identified for specific project sites were (and continue to be) far beyond the capacity or influence of the PAMAs and even the General Directorate of Nature Conservation and National Parks (GDNCNP) to manage. Risk mitigation did not feature strongly in preparation. It is in some respects quite remarkable that Government chose to proceed with implementation anyway. To some extent, the project was eventually seen to be an agent of change, and provided unprecedented opportunities for the Ministry to build on and learn from international best practice. This became particularly relevant with growing interest in aligning Turkey's policy and legal framework for protected area management more closely with the EU.

2.2 Implementation

(including any project changes/restructuring, mid-term review, Project at Risk status, and actions taken, as applicable)

The way the project was designed influenced early implementation. Early in implementation, PAMAs focused on some of the most difficult and intractable (but obvious) problems e.g. the early focus on controlling mass tourism and rafting at Köprülü Kanyon, rather than on easier “wins” with upland communities in terms of participatory management. The project team was heavily reliant on the advice of various specialists hired to assist in capacity building for management plan preparation, and they too focused on these difficult issues, clearly underestimating the ability to tackle them. The outcome was that, combined with a slow project start-up period, relatively little was achieved during the first 3 years of implementation. A new government was elected in late 2002, and the Bank and new senior Management in the Ministry engaged earnestly in tackling some of implementation problems which were plaguing the project. The MTR was carried out in October 2003, ratings for Implementation Performance and for meeting Development Objectives were downgraded as a result, and the project lapsed into problem status. In conjunction with the new Government's interest in rectifying the situation, the MTR provided an opportunity to refocus the project on meeting more achievable targets at individual sites and on a more coherent program overall. A series of short term targets were agreed at the Midterm, which were thought to be critical for success. Most of the changes outlined by the MTR were ultimately endorsed by the Government, and resulted in a significant turn-around in project performance yielding some important outcomes at national and site levels. In particular a radically different and very successful approach to replication was adopted, which has led to much greater emphasis on building a learning network of Turkish conservation practitioners (including non-government partners), production and dissemination of excellent guidelines and source book materials, and active replication of good practices at nine new sites. The well-organized and highly participatory National Meeting on Biodiversity and Protected Area Management held in May 2006 played a catalytic role in this process. Overall project performance ratings were upgraded in December 2004, and remained Satisfactory until the ICR mission. Four deficiencies were noted by the ICR mission –civil works in Sultan Sazlı□ were incomplete, long standing concerns about inadequate staffing in project sites which had never been fully resolved, the fact that only one of 4 management plans for the pilot sites had been formally approved, and the inability to finalize legislation which had been drafted with project support. Noting the project's considerable achievements in other areas, the ICR mission recommended that overall performance should be downgraded to MS, to reflect these deficiencies. By the time the project closed, some months after the ICR mission, only 1 of the four deficiencies – construction at Sultan Sazlı□ – had been satisfactorily addressed.

2.3 Monitoring and Evaluation (M&E) Design, Implementation and Utilization

The project was originally designed with very broad and ambitious indicators, without much clarity about how to monitor progress and outcomes. The Key Indicators outlined at Appraisal were in many respects highly aspirational (certainly not atypical for GEF operations at the time). No baselines were identified at Appraisal, and indeed, the capacity to prepare these baselines was largely non-existent and eventually became central to preparation of the protected area management plans. Several of the Key Indicators were extremely difficult to measure in the first place, and required systematic data collection. For example, it

was highly unlikely that changes in biodiversity (meaning changes in species diversity and in species endemism) were likely to be evident over the relatively short life of the project, and the suggestion that this should be a Key Indicator was entirely unrealistic. Similarly, the idea that the project would monitor the impacts of resource use (grazing, forest extraction, etc.) on biodiversity, were also unrealistic. Long term changes are of course important in this regard, and the project has put in place the capacity to monitor them. Short term changes in many of the indicators outlined in the PAD, over the several years the project was being implemented, were not entirely relevant because no baselines were available, because changes were likely not to be detectable over short periods, and because of the problem of attributing changes to project interventions.

Particularly with the emergence of an emphasis on developing 'Results Frameworks' in the Bank, the project's Key Indicators were retrofitted into a clearer framework for monitoring performance, and in a way which reflected the actual scope of the project, the baselines which were available (or which were needed), and the evolving institutional and legal framework for protected area management in Turkey. Outcomes against this matrix are summarized in Annex 2. The framework is in some respects very qualitative, but this in turn reflects the system-wide changes in thinking and in institutional approach the project was seeking to catalyze.

Protected area management effectiveness: A significant innovation in performance monitoring was introduced during the MTR. The so-called Protected Area Management Effectiveness Tracking Tool (METT) was originally designed by the Bank to meet GEF's own concerns about performance monitoring. The METT was designed to assess performance at the site-level against 6 criteria for protected area management effectiveness identified by the World Commission on Protected Areas. The Bank translated and piloted the METT into Turkish, and then developed a graphic scoring and reporting system so that performance could be monitored over time. The results from the METT at the four pilot sites are summarized in Annex 7. It continues to be used on a regular basis as a self-assessment tool. Baselines have been established at all the replication sites. The METT strongly suggests that protected area management effectiveness has improved significantly during and as a result of the project, though it also has identified key areas of weakness (particularly with respect to management plan approval, implementation, and staff deployment). GDNCNP intends to continue to use the PA METT consistently to monitor management effectiveness beyond the project lifetime to identify future management needs. This monitoring will also be useful for reporting on the Protected Area program of work of the Convention on Biological Diversity.

In conjunction with preparation and field testing of the METT, the Bank mobilized Austrian Trust Funds to finance preparation (in partnership with WWF Turkey and Austria) of a system-wide assessment of Turkey's protected area management network, to identify overall strengths and weaknesses in the system. This Assessment (the so-called Rapid Assessment and Prioritization of Protected Area Management, RAPPAM), finalized in June 2005, developed recommendations which were of great relevance for the project's replication strategy.

2.4 Safeguard and Fiduciary Compliance

(focusing on issues and their resolution, as applicable)

The project was subject to normal Bank safeguards policies. Where local communities were utilizing resources unsustainably within the protected areas, the project encouraged behavior change to more appropriate management models and sustainable livelihoods through zoning arrangements and support for pilot initiatives under the Small Grants Program. Protected area zoning was agreed in a fully participatory manner in consultation with local stakeholders. Long delays were encountered in finally launching the Small Grants Program, because of regulatory constraints which prevented the project from providing Grants. These were eventually overcome, and the SGP was rolled out, completed, and evaluated in a very effective and efficient manner. Protected area managers worked hard to ensure that allocation of small

grants addressed local needs but was consistent with conservation objectives, including a focus on more sustainable harvesting of forest resources and water resources.

Overall fiduciary compliance was quite good, though until sometime after the MTR, commitments were slow to be made and slow to disburse because of the multiple approvals which were required. There were also significant delays encountered because most approvals had to be provided from the Ministry in Ankara, rather than at the field level. The Ministry worked hard to accommodate changes in the system to provide for greater decentralized management of project funds, and this yielded good outcomes. Management plans are being aligned with the Ministry's own budget processes to ensure that financing would be available for their implementation. Audits were consistently without qualifications.

Vehicles were procured in several large ICB packages. The idea had been to procure vehicles for pilot and replication sites all at once. But because of delays in launching replication activities, 4WD vehicles were available in surplus. These were inappropriately allocated to various officials in MEF. The Bank objected to this practice, and MEF eventually reallocated vehicles to the four pilot sites, until replication activities were fully underway.

2.5 Post-completion Operation/Next Phase

(including transition arrangement to post-completion operation of investments financed by present operation, Operation & Maintenance arrangements, sustaining reforms and institutional capacity, and next phase/follow-up operation, if applicable)

The project has established a strong foundation for improved protected area management as discussed below. Long-term sustainability and impact of the replication strategy will depend critically on mainstreaming into the public expenditure program and into institutional processes. This will require strong leadership at the national and provincial levels to ensure that annual work plans, budgets and staffing arrangements support implementation of the site management plans. It is encouraging that provincial directorates and local authorities at two sites (Sultan Sazlı and Köprülü Kanyon) stressed their commitment to support implementation of the management plans. İneada however remains a site of concern, because of its recent designation as a national park, and the lack of adequate staffing for this new role (it had initially been under the mandate of the General Directorate of Forestry, rather than GDNCNP). With regard to replication of good practice, it is encouraging that replication efforts have already begun at nine additional sites, with strong local support, and that the Küre Mountains site has received a follow-up Global Environment Facility (GEF) grant. Sustainability is also viewed from, both in terms of institutional ownership and support at the national level and in relation to progress with approval and implementation of management plans at the four pilot sites. Finally, sustainability will be greatly enhanced as Turkey adopts various nature protection measures as required under the EU *acquis*. Overall sustainability is rated as **Moderately Likely**.

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design and Implementation

(to current country and global priorities, and Bank assistance strategy)

The project's global and development objectives, design components and implementation activities remain fully consistent with (and indeed have helped to shape) both Turkish national and global environmental management priorities and reflect strategic objectives and activities identified in the Bank's Country Assistance Strategy (CAS) at the time of preparation. They remain highly relevant to the current Country Partnership Strategy (CPS) priorities in relation to environment and natural resource management, and to increasing the quality and effectiveness of public services. Particularly following Government's increased emphasis on alignment with EU policies, institutions, and programs, the project was catalytic in introducing global best practices in protected area management, and in providing support for aligning Turkey's legal framework for nature protection with the EU's. Support for development of the Biodiversity Information Management System (BIMS) strongly complemented activities which

Turkey will need to carry out to implement measures related to the EU Natura 2000 system, and the project's Small Grants Program (SGP) closely approximates various agri-environment measures supported by the EU's Common Agricultural Policy (Pillar 2).

3.2 Achievement of Global Environmental Objectives

(including brief discussion of causal linkages between outputs and outcomes, with details on outputs in Annex 2)

Rating: Moderately Satisfactory

The project has been **Moderately Satisfactory** in achieving its global environmental objective, i.e. to sustainably conserve the biological diversity and ecological integrity of selected forest, wetland, steppe and alpine ecosystems in Turkey. The project made major strides in advancing biodiversity conservation planning in four sites within the major bio-geographical zones (the Black Sea and Caucasian mountain region, the Central Anatolian plateau, and the European and Mediterranean regions). There is still some work to be done in terms of putting in place physical conservation measures on the ground and the legal framework and institutional processes need to be implemented. These are necessary to ensure sustainable conservation of the biological diversity and ecological integrity of Turkey's critical ecosystems.

National Legislation. The project made good progress overall in strengthening the institutional and legal framework for biodiversity conservation. Considerable progress has been made in rationalizing the legal framework for biodiversity conservation and in harmonizing Turkish legislation with EU directives on Environmental Assessment, Birds and Natural Habitats. Draft Protected Area legislation has been prepared, following intensive public consultations with key stakeholders. Although the draft was completed in 2005 after a highly participatory process, enactment is still pending. The draft is now under review at the highest levels in MEF and, informally, by the Parliamentary Committee for Environment. It is still uncertain how the draft may be adapted to accommodate particular economic activities (such as mining and tourism). Proposed exemptions could compromise PA conservation objectives. The delay in passing the law has had major impacts on subsequent implementation and effectiveness of many project-initiated activities e.g. passage and implementation of management plans, the BIMS and cooperation between the GDNCNP and GDF.

Forest management. Much of Turkey's biodiversity lies outside the protected area network but within the forest estate. As part of improving overall biodiversity management, the project piloted the preparation of biodiversity-friendly forest management plans at three sites (Iğneada, Köprülü Kanyon and Camili). This intervention was timely since it coincided with new policies and directives on forest management with more limited exploitation of State forests. A new Forestry regulation has been approved and biodiversity management will be incorporated within all new forest management plans country-wide as soon as the technical orders for implementation are approved.

Protected Area Management at Demonstration Sites. The project has been successful in introducing international good practice in participatory management planning for protected areas and has led to an attitudinal change in conservation management practices in Turkey. The participatory approach has been enhanced through implementation of the SGP at project sites and is reflected in greatly improved relationship between the GDNCNP and communities. Camili was declared Turkey's first UNESCO Biosphere Reserve, as a result of project efforts, and 3000 hectares of the Iğneada conservation area have been declared a National Park. Four management plans have been prepared for Camili, Iğneada, Sultan Sazlığı and Köprülü Kanyon, but at the end of the project, only one of these had been approved (Sultan Sazlığı in March, 2008). Although there have been considerable investments in consultation and participatory planning, these protected areas are still understaffed and there is little sign of effective implementation on the ground due to delayed approval of site management plans. These delays are related to the long delay in approving the new legislation which has created an atmosphere of uncertainty in regard to protected status and management at the site level. Anecdotal evidence from site visits suggests that communities and local government authorities are now highly supportive of the protected areas and

that strategic support through the SGP has been key for building good will and engaging local stakeholders in protected area planning and zoning of the protected areas.

Capacity Building. Capacity building has been a key outcome of the project. Excellent progress has been made in strengthening institutional capacity to develop, plan and manage a national protected area network, both within government institutions and, more broadly, among the NGO and the national conservation community. The project has established good partnerships between government, NGOs, and local academics to strengthen conservation practice. It has been highly successful in introducing new protected area planning and management practices through development and dissemination of good practice guidelines, a high profile and well-attended National Protected Area conference and active replication at priority conservation sites. A key factor in sustainability will be the extent to which these good practices are fully internalized into MEF and GDNCNP. The project has built a critical body of expertise in the PAMAs which can help in this process.

Biodiversity Information and Outreach. A national Biodiversity Information Management System (BIMS) has been established in partnership between MEF and a consortium of national NGOs. A useful database has been established which could provide the platform for monitoring biodiversity trends nationally. Although the database has been populated with species data it is not yet being used actively to monitor biodiversity at project sites. Maintaining and updating such a database will require strong institutional and financial support. Some questions also remain concerning the sustainability and institutional home for the BIMS. The BIMS addresses an important part of the EU nature protection *acquis*, and its sustainability will be enhanced because of this. A national public awareness strategy was developed and some good quality outreach materials were prepared and distributed. Unfortunately it is difficult to quantitatively assess the change in public perception and support for the protected areas because no baseline attitude surveys were carried out.

Sectoral issues. The four demonstration sites illustrate a range of sectoral challenges. Good progress seems to have been made in working with the forestry sector both within, and beyond, protected area boundaries but threats from other sector interests such as water, agriculture, tourism and mining remain. Water management is a concern at three of the project sites and is probably one of the greatest threats to biodiversity across Turkey. While the PAMA at Sultan Sazlı has been able to engage local support for new water releases into the wetland area, the annual water flow into this Ramsar site remains insufficient fully to maintain and restore ecological viability. Both İçmeada and Köprülü Kanyon are also under threat from potential pipeline projects to draw off water supplies on which the ecosystems depend. Resolving these water management challenges is far beyond the scope of the individual PAMAs and will require strong political will and support at the highest ministerial level to resolve these issues with other sectoral ministries and provincial authorities.

Replication. The project has made excellent progress in replicating good practice through the national conference, the Biodiversity Learning network and publication of good practice guidelines and protected area management tools in Turkish. Replication of new management practices has begun at nine high priority conservation sites which have been “twinned” with the four demonstration sites. Each project PAMA has been paired with replication sites with similar environmental characteristics. The nine replication sites are Amanos Mountains, Ereğli Marshes, Sinop Sarikum, the Kışre Mountains, Kovada, Yazili Kanyon, Tuzla Lake, Acarlar Longos Forest Area, and Borcka/Karagöl Nature Park. Activities in each replication site are underway to varying degrees. All nine sites have benefited from support from the project for the last two years and are undertaking participatory planning, involving communities, local authorities and NGOs. Particularly because of Turkey’s need to greatly expand the area under formal protection (currently around 6 percent) to be more consistent with the average among EU countries (15 percent), the replication strategy provides an important framework for the future.

3.3 Efficiency

(Net Present Value/Economic Rate of Return, cost effectiveness, e.g., unit rate norms, least cost, and comparisons; and Financial Rate of Return)

Not applicable. The project was a stand-alone GEF project with a GEF grant and counterpart funding from Government of Turkey. At the time the project was designed neither financial nor economic analyses were required, so standard assessments of cost effectiveness or efficiency were not calculated, and would be extremely difficult to assess ex-post. Having said this, this was a very small operation by Bank standards. Although it was management intensive because of the nature of the investment, it was in many respects a very low-cost high-impact GEF project.

3.4 Justification of Overall Outcome Rating

(combining relevance, achievement of GEOs, and efficiency)

The project has made considerable progress since the MTR in 2003 when overall performance was rated Unsatisfactory. Project performance has improved considerably, both at national and at sites levels, in terms of implementation performance and in meeting the project's global objectives. At project completion, however, two of seven expected outcomes have not yet been attained and the project global and development objectives were not sufficiently realized. Problems still remain with staffing issues at individual sites and lack of institutionalization within GDNCNP of the management models initiated under the project. Overall project implementation is therefore rated as **Moderately Satisfactory (MS)**.

3.5 Overarching Themes, Other Outcomes and Impacts

(if any, where not previously covered or to amplify discussion above)

(a) Poverty Impacts, Gender Aspects, and Social Development

Although the project was not originally designed with explicit poverty, gender or social development objectives or outcomes, some of its participatory planning and small grants-based activities had positive impacts in these areas. For example, the participatory processes encouraged by the project in drafting the nature protection and biodiversity law and in preparing the protected areas management plans built greater social cohesion and support at the local level for the project's conservation objectives. The judicious use of small grants to encourage local initiatives in ecotourism (e.g. guest houses), public awareness-raising (e.g. educational materials, NGO activities), and relevant income-generating activities (e.g. beekeeping, animal husbandry, customary craft production) played a larger role in local social development, gender sensitivity and poverty alleviation than had originally been anticipated. As a result, project outcomes included support from villages and populations that had been initially hostile to establishment of protected area management (e.g. Camili, Sultan Sazlılı, and Köprülü Kanyon), active participation of NGOs in promoting conservation objectives (e.g. İncada), natural resource-based economic opportunities where none existed before (e.g. Camili, Köprülü Kanyon), and increased productive opportunities for women/educational opportunities for children (e.g. Sultan Sazlılı, Köprülü Kanyon).

(b) Institutional Change/Strengthening

(particularly with reference to impacts on longer-term capacity and institutional development)

The project made uneven progress in changing relevant MEF institutions at the national and local levels and in strengthening long-term capacity to ensure sustainable management of Turkey's protected areas and biodiversity resources. At the national level, the project succeeded in incorporating biodiversity conservation considerations into GDF's planning and management processes for forest reserves (i.e. the revised forest planning regulation), but it did not fully institutionalize these considerations into GDNCNP's planning and management processes for protected areas (i.e. only one management plan has been approved for a single project protected area, rather than multiple plans for both project and non-project sites). At the local level, the project never fully succeeded in changing MEF's approach to managing protected areas. After eight years of project assistance, the PAMA model of site-specific, dedicated teams for protected area management has not really been institutionalized. Site management continues to suffer from chronic understaffing, splintered management responsibility, legal/regulatory

uncertainty, and limited financial resources. While the project succeeded in reinforcing managerial capacity in the PMT and in the PAMAs (which were, ultimately, project-created institutions), it remains questionable whether the project substantively improved wider capacity in MEF's critical institutions (i.e. GDF and GDNCNP) for protected area management and biodiversity conservation.

At the pilot site level, however, the project did succeed in strengthening long-term capacity for managing protected areas. After receiving project-financed capacity building, the small, but very dedicated, local teams at the four project sites now exhibit a technical and managerial capacity not seen in Turkey before the project. Furthermore, they have used this new capacity to replicate good practices in protected area planning/management and biodiversity conservation at nine additional "replication" sites throughout the country, collectively accounting for around a third of Turkey's protected areas.

(c) Other Unintended Outcomes and Impacts *(positive or negative, if any)*

One significant, unintended positive impact of the project was its benefit for the environmental NGO community in Turkey. Though not specifically identified as a project objective or outcome, the high level of collaboration with the NGO community helped to build NGO capacity; and this will be one of the lasting outcomes of the project. The project's collaboration with NGOs included direct contracts for provision of technical assistance (e.g. WWF at Iğneada), consultations on the draft nature protection and biodiversity legislation, and participation in the protected area management planning processes at each of the four project sites and replication sites. A specific capacity-building initiative for NGOs grew out of the public awareness program included in project component 1. A strategy and action plan for NGO development was prepared through a broadly participatory process (e.g. 11 national and 8 local NGOs) and set a new standard in Turkey for collaboration between environmental NGOs and GoT institutions. Furthermore, as a result of this collaboration, Turkey's environmental NGOs have begun to think and act in a new, more focused, and results-oriented way.

A change in protection status for one pilot site may actually lead to less protection for biodiversity, especially since this is a forest/wetland site impacted by activities beyond its immediate boundaries. During project implementation, efforts at the Iğneada site with the GDF focused on better integration of conservation into forest and wetland management across the whole watershed, with the recognition that wetland sites are influenced by activities way beyond their boundaries. The designation by GDNCNP in November, 2007, of only 3,000 ha of this 26,000 ha area as a new national park is widely thought to have undermined the credibility of the original participatory planning process, as well as plans for managing this area to maintain its ecological viability. It will be critical that GDNCNP move quickly to allocate staff and resources to this new national park to rebuild relations with surrounding communities and with GDF and to revise and implement an appropriate management plan.

3.6 Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops

(optional for Core ICR, required for ILI, details in annexes)

No specific workshops were convened in conjunction with preparation of this Core ICR. During the course of the project, many stakeholder workshops were supported on a wide range of topics from discussions on national legislation to zoning of particular conservation areas. The project benefited a wide range of stakeholders from national and local government staff to academics, NGOs and local communities.

4. Assessment of Risk to Development Outcome

Rating: **Moderate**

The project has established a strong foundation for improved biodiversity and protected area management. Sustainability will depend on institutional ownership and support at the national level and in relation to progress with approval and implementation of management plans at the four demonstration sites. While MEF has committed to internalize and mainstream the approaches to protected area management which this project has piloted, and they are articulated in ministry planning, budgeting and

staffing processes, its long term sustainability and impact of the replication strategy will depend critically on this type of mainstreaming into the public expenditure program and into institutional processes. This will require strong leadership at the national and provincial levels to ensure that annual work plans, budgets and staffing arrangements support implementation of the site management plans. It is encouraging that provincial directorates and local authorities at two of the visited sites (Sultan Sazlı and Köprülü Kanyon) stressed their commitment to support implementation of the management plans. İneada however remains a site of concern, because of its recent change in status and lack of adequate staffing for its new role as a national park. Overall sustainability is rated as moderately likely.

Ecological sustainability. This project was only the second GEF Biodiversity project in Turkey and the first executed under both the MoE and MoF (which were later merged to become the Ministry of Environment and Forests, MEF). The project was executed primarily under the GDNCNP, which has primary responsibility for nature conservation, but also worked closely and positively with the GDF. Protected areas cover only some 1.6 % of Turkey's land surface and these areas accommodate other land uses as well as conservation objectives. The project has been successful in introducing international good practice and laying the foundation for sound protected area planning and management nationally though more needs to be done to institutionalize this process. Much of Turkey's rich biodiversity lies outside protected area boundaries under the State forest estate and the project played a significant role in introducing biodiversity conservation into forest management planning at a time when State forest policy was changing to accommodate ecological and social considerations as well as timber production.

Although guidelines and good practices initiated under the project can contribute to ecological sustainability at individual sites, biodiversity in Turkey still remains under serious threat from policies and programs implemented under other development sectors, including agriculture, tourism and mining. In particular water management remains a key concern, which is likely to be exacerbated with climate change. The Sultan Sazlı PAMA, for instance, has made extraordinary progress in raising local government support for allocating water flows to the wetland, but these are still inadequate to fully restore or maintain the wetland because of water demands from agriculture. A minimum water level for the wetland was set in the 1980s, but is not being enforced. Nevertheless this agreement has been used successfully by the PAMA to negotiate improved water flows for the wetland. Government and the Bank have recently agreed to re-engage in discussing Turkey's Water policy framework, and the inclusion of issues surrounding the environmental dimensions to water use and management would be an important complement to this discussion. Similarly, there are also important opportunities for addressing other issues affecting natural resource management in protected areas, particularly with respect to the cadastre.

Social sustainability. A key positive outcome of the project has been the trust that has been built between the communities, local authorities and PAMAs, demonstrated in a marked improvement in the relationship between communities and protected area management teams. However, to maintain this respect and sustain social capital, it is essential that MEF and the provincial directorates take measures to consolidate progress to date and ensure continued local support. The support through the SGP was always envisaged as a short term measure but the local capacity which has been developed to prepare and implement conservation –orientated micro-projects should be maintained, and efforts have been made to establish links with other funding mechanisms, including the UNDP-GEF Small Grants Program and the EU funds managed through UNDP. Specific measures have been taken to explore future options with the General Directorate of Forest and Village Relations (ORKÖY) and other organizations within MEF to promote credits for activities which benefit villagers but reduce pressure on natural resources e.g. solar hot water heating. Experiences from the SGP are of great important to other similar grant-making exercises, such as the UNDP GEF SGP, and the Regional Environment Center's (REC) Grant Program. A small booklet about experience with the SGP, and an accompanying film, have been prepared to ensure that the lessons from the SGP are fully disseminated.

Financial sustainability. One of the original project activities was to devise mechanisms for financial sustainability of individual protected areas, including retention of revenues from PA visitors and natural resource use. While some training was offered on financial sustainability, and various studies were completed about the viability of retaining revenues, earmarking is difficult because of legal and structural constraints to the collection of such revenues. Protected areas remain heavily dependent on government budgets. Government is committed to funding protected areas once management plans are approved. It is encouraging that new management plans include budget and staffing plans and that at least two provincial directorates have committed to implement management plan activities as part of annual work plans for the demonstration sites. Like other Parties to the CBD, Turkey is expected to determine and report on the financial needs for its PA network as a first step in raising the required budgets. Experiences from the project sites should facilitate this process.

It is important to keep in mind that new investments will be needed to assist Turkey in addressing its EU accession requirements. The Natura 2000 network, for example, is supposed to go into effect on date of accession, but it takes many years to set up. No country has ever received an exemption from this requirement, and at least one (Poland) is being challenged by the EU for not doing a good job with its Natura 2000 network in the pre-accession stages. It is important to emphasize actually how important the seeds of this particular project are and can be for EU accession. The management planning process and the biodiversity database/inventory work introduced through the project are two critical foundations for Natura 2000, and these will require continued intensive work.

5. Assessment of Bank and Borrower Performance

(relating to design, implementation and outcome issues)

5.1 Bank

(a) Bank Performance in Ensuring Quality at Entry

Rating: **Moderately Satisfactory**

There were moderate shortcomings in the identification, preparation and appraisal of the project, and these were related to the project's ambitious objectives, given the institutional and legal context in Turkey (underappreciated by the preparation team) and the challenges of introducing new management planning and practices into a traditionally conservative sector. Project preparation was initially carried out by a consultant firm, and was financed by a PDF-B grant. The project design outputs from this exercise were weak and the entire package was redesigned. Subsequent planning efforts were more carefully supervised by the Bank, but by this time, important opportunities were lost for developing a rigorous and more fully-owned initiative – ownership which only really developed following the MTR. Much of the project's design was modeled on a similar GEF project which was being prepared at the same time in Romania (the Romania Biodiversity Conservation Management Project).

The project's design over-estimated management capacity within GDNCNP and GDF, and underestimated the manageability of many of the critical issues which were affecting selected sites. The sites were chosen less because they offered the prospect of easy wins (quite important for a project which was intended to introduce important innovations in protected area management), but more because they represented some of the toughest challenges in Turkey for tackling multi-sectoral coordination and community involvement in managing protected areas.

(b) Quality of Supervision

(including of fiduciary and safeguards policies)

Rating: **Satisfactory**

Bank staff provided regular and frequent supervision inputs during implementation, if not through the formal supervision process, through regular visits to Turkey in conjunction with activities related to other projects. The occasional use of videoconference facilities complemented face-to-face interactions, and these played an important role especially in the period following September 11, when Bank travel was

constrained. The change of Government which took place around a year before the MTR was an important watershed, and Supervision sought to focus the new administration's attention on the project's growing shortcomings and implementation constraints. The decision to downgrade the project at the Midterm had been anticipated during earlier supervision missions, government had been advised accordingly, and the Bank provided frequent inputs to help address these shortcomings. The frequency of Supervision greatly increased after the MTR, to facilitate action in meeting the targets which had been set for upgrading performance ratings. The outcome was that project performance significantly turned around.

Supervision of procurement and financial management was originally undertaken in Washington, but these responsibilities were later decentralized to the Country Office. Performance of CO staff in providing these services was Satisfactory, though the small size of the operation and its supervision intensity, compared with the rest of the Bank portfolio in Turkey, posed particular challenges.

(c) Justification of Rating for Overall Bank Performance

Rating: **Moderately Satisfactory**

Overall Bank performance overall was rated as Moderately Satisfactory because of weaknesses in project design. Problems with project design and focus were recognized, and at the MTR, the Bank team worked with government to refocus the project and to identify achievable targets and outcomes. The Task Team Leader (TTL) established a strong and highly supportive relationship with the PMT which greatly strengthened project implementation.

5.2 Borrower

(a) Government Performance

Rating: **Moderately satisfactory**

The project was originally conceived in part as a means to pilot how different agencies within the MoF could take on the challenge of nature protection, working closely with communities. The two key General Directorates (GDNCNP and GDF) had different authorizing legislation and institutional cultures, and in some respects this created a significant institutional divide. Two of the project sites were managed by GDF as forest reserves, while two were managed as National parks. The sites managed by GDF were chronically understaffed – an issue repeatedly raised during supervision, but never fully solved. GDNCNP, while it allocated adequate staff to its two sites, only toward the end of the project, began to institutionally appreciate the challenges and benefits of participatory protected area planning and management. Rather than finding ways of fully engaging the project team in more general activities of the Ministry, it remained somewhat isolated and viewed as a 'project' rather than as an integral part of what the Ministry should be trying to accomplish.

MEF's inability fully to mainstream and integrate project-supported activities into the on-going programs and responsibilities of all MEF units has meant that many of the innovations in protected area planning and management made by the project have not been fully realized. However, MEF has committed to internalize and institutionalize the approaches introduced by the project. The project has helped to establish strong relationships outside government, especially with the NGO community. There is still a need for better integration and collaboration within MEF itself. In the medium term, however, it is expected that MEF will build on the project's lessons learned.

(b) Implementing Agency or Agencies Performance

Rating: **Satisfactory**

Overall project management under the PMT has been very strong, and in some respects could be judged to be highly satisfactory. At a substantive level, the coordinator and her team have worked extremely hard to make the project's interventions relevant and timely, recognizing the need to bring Turkey's protected area management standards up to international standards. The PMT has established excellent relationships

with the broader community of conservation practitioners, including NGOs and academicians, and worked consistently to develop and disseminate good practice materials.

(c) Justification of Rating for Overall Borrower Performance

Rating: Moderately Satisfactory

Although project and MEF staff at the site level worked extremely hard, their efforts were somewhat undermined by the inability of senior staff within MEF to address PA staffing issues, legal and regulatory matters, and approval of management plans in a timely manner. Outside of the project and replication areas, the project so far seems not to have fully succeeded in changing MEF's approach to managing protected areas. After eight years of project assistance, the PAMA model of site-specific, dedicated teams for protected area management has not really been institutionalized. MEF's biggest remaining challenge over the coming months will be to institutionalize some of the project's lessons, to ensure that outcome are sustainable.

6. Lessons Learned

(both project-specific and of wide general application)

Some key lessons learned from the project include:

- Project design, objectives and indicators need to be realistic, especially where the project aims to introduce new management practices requiring considerable change in institutional and legal frameworks. Some of the expected project outcomes were beyond the ultimate control of the MEF alone e.g. approval of new legislation, and this impacted on other project outputs and full achievement of the project development objectives.
- Effecting change requires a substantial time frame and “buy-in” from different levels of society from PAMAs and local communities to decision-makers. The project provided support for only a specified time line to initiate a much longer-term process. Success and sustainability will depend on how well these changed practices are adopted beyond the PMT and project sites and internalized and institutionalized within normal ministry practice. Ideally such institutionalization should begin well before the close of the project.
- Enhanced capacity was a key outcome of the project, both at the PAMA level and broader conservation community, including NGOs. However, limitations of staffing at the PAMA level and the use of short-term consultants for some key tasks limited the extent to which capacity was fully mainstreamed within the GDNCNP.
- While conservation targets and management objectives and priorities are based on biological parameters, implementing successful planning and management depends on social and economic factors. The Small Grants Program played a very useful role in building good will and partnerships with local communities and helped to build trust and cooperation at the local level. Targeted outreach activities, the national conference and other collaboration with NGOs at both site and national level also helped to strengthen and improve partnerships between government and civil society to further the conservation agenda.
- In terms of the Turkey portfolio, this was a small project. As a result, while the PMT was highly effective, it was somewhat marginalized within the ministry. Other Bank projects have benefited from higher-levels of coordination, and by Ministry management which is able to make key decisions and to mainstream project activities better. Projects also need to be of a significant enough size relative to the country and its other ongoing activities to have the visibility needed to serve as a country model for future investments.

- The project laid a solid foundation for new PA management practices consistent with international good practice and EU guidelines. It will be important that future Bank, GEF and other donor projects related to PAs and NRM use and build on these good practices.
- Many of the issues which threaten biodiversity at the project sites and elsewhere in Turkey are related to sectoral policies and programs, which are beyond the influence of a particular general directorate or ministry e.g. water management. The Bank could play a much stronger role in integrating GEF-supported biodiversity conservation priorities into its larger portfolio and its dialogue with government. Turkey's Water policy framework and other sectoral challenges, such as the cadastre, have profound impacts on nature protection, and the sectoral dialogue needs to be broadened to account for these impacts.
- The National Meeting on Biodiversity and Protected Area Management held in May 2006 provided an excellent mechanism for engaging stakeholders, establishing a learning network, and disseminating good practice. Partnerships and collaboration established through the conference have been sustained to support conservation activities at new sites. Convening such a conference could be a useful outreach and dissemination mechanism for other projects.

7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners

(a) Borrower/implementing agencies. A comprehensive completion report, several hundreds of pages in length, was prepared by the PIU. The Executive Summary is included in Annex 6.

In its review of the draft ICR, the Ministry of Environment and Forestry provided the following written assurances:

“... Ministry efforts to carry out some of the project activities which could not be achieved during the project period will continue. These activities include:

- a) Approval of management plans for Köprülü kanyon and Iğneada Longoz Forest National Park;
- b) Assessment and approval of the management plan of Camili Biosphere Reserve by the Ministry

In addition to these, since the draft Nature and Biodiversity Conservation Law is a comprehensive legislation, after receiving the opinions of the related institutions, it will be presented to the Turkish Grand National Assembly for approval....”

(b) Cofinanciers

n/a

(c) Other partners and stakeholders

(e.g. NGOs/private sector/civil society)

n/a

Annex 1. Project Costs and Financing

(a) Project Cost by Component (in USD Million equivalent)

Components	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)*	Percentage of Appraisal
STRENGTHENING THE NATIONAL FRAMEWORK FOR BIODIVERSITY CONSERVATION	2.98	3.29	110
DEVELOPING PROTOTYPES FOR EFFECTIVE AREA MANAGEMENT	6.90	7.69	111
PROJECT MANAGEMENT AND MONITORING	0.51	0.56	109
Total Baseline Cost	10.39		
Physical Contingencies	0.49		
Price Contingencies	0.66		
Total Project Costs	11.54	11.54	100
Project Development Facility (PDF)	0.35	0.35	
Total Financing Required	11.89	11.89	100

* to be finalized following the project's closing date.

(b) Financing

Source of Funds	Type of Cofinancing	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)*	Percentage of Appraisal
Borrower	Co-financing with public funds	3.35	3.35	100
Global Environment Facility (GEF)	Grant	8.19	8.19	100

* to be finalized following the project's closing date.

Annex 2. Outputs by Component

The project showed mixed progress on project components, with considerable progress on some aspects and less satisfactory performance, outputs, and outcomes for others.

Component 1: Strengthening the National Framework for Biodiversity Conservation (US\$ 3.29 million):

- (i) Participatory review and development of a strategy for rationalizing the legal framework for biodiversity conservation, including removal of overlapping sectoral legislation and policy, and adjustment of other legislation impacting on biodiversity. The project prepared and executed a highly participatory strategy for rationalizing the legal framework for biodiversity conservation, which resulted in a new draft nature and biodiversity conservation law meeting international standards and benefiting from the full consultation of relevant stakeholders (institutional, academic, and civil society). The draft law is undergoing review at the highest levels in the MEF and has been informally shared with the Turkish Parliament. Enactment of the new legislation is anticipated in the near future (with support from Turkey's drive for EU accession), once the remaining sectoral issues (mining, tourism, etc.) have been resolved and implementation regulations have been drafted. It is still uncertain what exemptions may be requested and whether such exemptions would weaken the new law. Although adoption of the new law was listed as a project indicator, in reality it should be considered beyond the reasonable expectation of project outputs. (Moderately Satisfactory).
- (ii) Strengthening the institutional capacity to develop a national network of protected areas and replicate the experience of effective participatory protected area management systems developed at the four project sites. This will include assessing and developing sustainable financing mechanisms to support conservation initiatives. Capacity building was a major part of the project. In terms of capacity building, the project provided relevant training (courses, domestic and foreign study tours) to a large number of project personnel, ministry staff, and national and local stakeholders (767 people attended in-country training activities, 182 participants in study tours held abroad), with an emphasis on PAMA officials at project sites. The project initiated identification of nine potential sites for replication of effective management systems in 2004 through a structured assessment and evaluation process and began actual replication support activities (action plans, conservation targets, stakeholder and threat analyses, training and awareness rising) in 2005 - 2007. The nine replication sites actively engaged relevant stakeholders (local officials, national and local NGOs, villagers) in these activities and submitted project proposals for funding to the EU and other international organizations. MEF has incorporated many of the activities from the action plans at these sites into its 2008 work program and has undertaken a much needed revision of the technical order on preparation of protected area management plans. The project also prepared a "Management Planning Guide" to facilitate planning activities in protected areas, produced and distributed a publication on "Best Practices in Protected Areas in Turkey", and held Turkey's first National Conference on Biodiversity and Protected Area Management in 2006. To capitalize on its successes, the project published "Planning and Management of Protected Areas: The BNRMP Experience", which should serve as an important tool in the replication of the works started by the project. Strengthened capacity has been a major outcome of the project (Highly Satisfactory).
- (iii) Establishing a system to monitor the status of biodiversity and conservation initiatives throughout the country. The project facilitated the establishment of a Biodiversity Monitoring Unit (BMU) within the MEF, which performed a gap analysis nationwide, digitally mapped protected areas and compiled field data on critical biodiversity, and then developed a Biodiversity Information

Management System (BIMS, locally called ‘Noah’s Ark’), with internet-based data compilation and management, for monitoring biodiversity on the basis of species, habitats, protected areas and threats. The BMU also established a multi-disciplinary technical team for biodiversity monitoring and provided training to PAMA staff at the project protected area sites. While the database is populated with species data, it is still unclear how the BIMS is being used to monitor biodiversity at individual sites. Discussions are still underway on the institutional home for the BMU, whether within GDF or as an independent scientific institute. Adequate staffing and resources to maintain and operationalise the database as well as for PA monitoring will be crucial for sustainability (Moderately Satisfactory).

- (iv) Developing and implementing a prioritized national strategy and targeted action plan for raising the awareness of key stakeholders and the general public about the importance, urgent needs and opportunities for biodiversity conservation in Turkey. The project facilitated preparation of two national awareness strategies: (i) a National Biodiversity Awareness Strategy and Action Plan, completed in 2004, for public awareness on biodiversity (PASAP); and a Strategy and Action Plan for Capacity Building of Non-Governmental Organizations Related to Biodiversity (NGOSAP), completed in 2003. The NGOSAP was prepared with the participation of 19 NGOs (11 national, 8 local), with the aim of increasing the capacities of local, regional and national environmental NGOs on biodiversity conservation and creating an NGO platform for providing a stronger NGO voice on nature conservation in the country. At the local level, the project developed and distributed materials for general public awareness (brochures, posters, logos, etc.) at each project site based on the stakeholder analyses performed. The project also prepared educational materials for primary school students and an Environmental Education Resource Booklet for use by teachers in the schools, NGOs, volunteers. Nature conservation has successfully been incorporated into the national curriculum. While the NGO and educational components were highly satisfactory less progress has been made with implementation of the national awareness strategy, which required considerable buy-in and resources from non-project sources. (Moderately Satisfactory).
- (v) Demonstrating how biodiversity issues can be incorporated in the forest management planning process at three of the four project sites. The project established a Biodiversity Integration Committee (BIC) to undertake integration of biodiversity conservation into the forest management plans at three project sites (Iğneada, Camili, and Köprülü Kanyon). Through a highly participatory process involving relevant stakeholders at the sites, the project prepared new forest management plans for two of the sites (Iğneada and Camili), incorporating biodiversity considerations based on biodiversity inventories/assessments performed at the sites and protective zoning of conservation targets agreed with stakeholders. The same process was initiated for Köprülü Kanyon, where the forest management plan was also completed. These pilot initiatives were timely as they coincided with changes in forest management policy nation-wide. These experiences facilitated incorporation of biodiversity conservation into the revised forest management regulation, which was promulgated in February 2008, and the relevant technical order, which was prepared and will be promulgated in 2008. (Satisfactory)

Component 2 Establish systems for participatory planning and management of four protected areas

- (i) Building Protected Area Management Authority (PAMA) staff skills, developing protected area management planning systems, including exploring mechanisms for generating and retaining revenues at the sites, and providing equipment and facilities, including visitor interpretation, educational and/or community centers. Extensive capacity building efforts were the focus of early efforts of a firm which was hired to provide technical assistance and training in preparing protected area management plans. It is not clear that the skills deployed by the firm were

immediately relevant to the Turkish context, and it took a great deal of effort to reorient the firm to provide skills and services of greater relevance. Particular mention should be made of two of the staff employed by the firm, who worked closely together toward the end of the firm's contract in developing the capacity for participatory management plan preparation and in developing negotiating skills, so that communities could be more effectively engaged in resolving conflicts over natural resource use within protected area boundaries. The firm also engaged a specialist to provide advice and assistance about sustainable financing of protected areas and Turkey. The subject of fee collection was only seriously considered in Köprülü kanyon, but this focus diverted attention from other more pressing conservation issues and opportunities, and so the idea of exploring this possibility further was dropped. Other sites were simply not suitable for regulatory reasons, or because of their physical configuration, for fee collection.

Early during project implementation, a series of study tours and trainings were mounted with project support. The Bank raised various concerns about their relevance, and insisted on much closer oversight and supervision of these activities, which were subsequently considerably scaled back. In the final two years of the project, it was agreed that targeted and strategic support could still be made of remaining travel funds, and these proved to be extremely useful in exposing Ministry staff to conservation practices in other parts of Europe.

The project financed extensive purchases of goods and equipment for use by the Ministry and in project field sites. Most evidence suggests these were effectively used, though (as noted elsewhere) various concerns were raised by the Bank about the allocation of project-financed vehicles. With respect to visitor infrastructure in the pilot sites, civil works have been completed in Iğneada, Camili and Sultan Sazlı. The Iğneada Visitors Center (at the time of the ICR mission) while of good design and construction, was not staffed and so had been locked and was vacant. Planned civil works in Köprülü kanyon were dropped following the MTR because of a view that there were other priorities which should be addressed first, including developing better relations with communities and villages within the National park. Although the project has supported investment in infrastructure (including visitor centers noted above), it is not clear that the GDNCNP has adequate plans for staffing these centers. All three sites visited still lack any clear signage to identify the extent of protected areas and/or sites of significant interest and activities allowed under the different management regimes.

- (ii) Preparing protected area management plans in a participatory manner and guided by baseline ecological and socio-economic surveys and biodiversity monitoring systems. Management plans have been prepared in a participatory manner at the four project sites with strong local consultation on land use and zoning of the protected areas. Unfortunately to-date, only one management plan (Sultan Sazlı) has been approved after modification to present it as the Long-term Development Plan required under current legislation. Now that the Sultan Sazlı plan has been approved it is expected that the process for Köprülü Kanyon will be completed in the near future so that implementation can begin. Management plans have also been prepared for Camili and Iğneada but approval is more complicated since both of these areas fall under the jurisdiction of two General Directorates, GDNCNP and GDF. Camili was declared Turkey's first UNESCO Biosphere Reserve as a result of project efforts. The Iğneada plan focused on improving conservation planning for 26000 hectares of forests, including a small strict nature protection area (1500ha). The declaration of 3000 hectares of wetlands and Longos forests within this site as a national park in November, 2007 further complicates the issue since the management plan will have to be revised just for the small national park area. Nevertheless, management of the surrounding forests and watershed will be critical to the health of the Iğneada wetlands.

Project staff identified specific subsectoral activities which required clearer strategies for management. In Sultan Sazlı, for instance, efforts were put into preparing a 'Reed Management

Plan’ which helped identify how the marsh reed beds (which are highly lucrative for the production and export of thatch) could best be managed with community involvement. The reed management plan became an important local instrument for resolving conflicts over resource use, and its implementation helped reduce the frequency of fires which damaged the reed beds (and bird nesting sites) – the clearest symptom of community conflict over rights of use and access. Most sites prepared ‘grazing management plans’ to help tackle problems of livestock. This mini-plans were eventually incorporated into the overall management plan, and were important building blocks. In Köprülü kanyon, the project supported the development of a cultural assets management plan (as part of the overall management plan), to ensure that activities associated with ancient cultural sites within the national park were fully aligned with the overall park management plan.

- (iii) Building local support for biodiversity conservation through a public awareness and education program targeted at key stakeholder groups. The project supported extensive public awareness activities at the local level, including workshops, structured consultations, and regular interactions with villagers. Most project sites developed outreach programs with local schools, and facilitated field visits for children and villagers to other natural sites in Turkey. This was one of the project’s unheralded successes. Project staff also found good opportunities to leverage support for nature conservation activities by working with local institutions.
- (iv) Facilitating establishment of community based mechanisms, such as small grant schemes or revolving funds, to support conservation-linked development and reduce unsustainable use of shared resources such as forest and wetland products and grazing. The site PAMAs have put enormous effort into the process of building up good relationships with local stakeholders (including local mayors). These relationships and support have been important in addressing key issues, for example water management at Sultan Sazlıı.

The Small Grants Program (SGP) was designed as an outreach tool and has been critical at all sites in building good will and helping to dispel distrust between local villagers and park management. They have also proved useful for engaging different stakeholders, including local communities and government authorities, in park planning issues and addressing sectoral challenges. The PAMAs have made strong efforts to link small grant support to conservation needs, for example introducing alternative agricultural practices that reduce grazing, timber harvesting and water use threats to the protected areas. Progress with the SGP has been important both in terms of leveraging local support for protected area management, and also for building the credibility of PAMAs in their ability to deliver resources with 150 small grants supported (see the table) Nevertheless, while small grants have benefited a key beneficiaries and piloted some interesting initiatives they are insufficient for reducing widespread pressures on the PAs (and perhaps were never intended to bring this about) and at times conservation linkages are indirect or not clear. Longer-term benefits are more likely to accrue from major changes in sectoral policies in forestry and development projects, for example programs to change agricultural practices and reduce water use around key wetlands such as Sultan Sazlıı.

Small Grant Program activity	Number of Small Grant Program Projects, by Project Site				Total number (value) of Projects	%
	Köprülü Kanyon	Camili	Sultan Sazlıı	Iıneada		
Ecotourism	6	15	3	2	26	17%
Education, Capacity Building and Publicity	2	2	9	9	22	15%
Beekeeping and Honey production, marketing	7	23	1	4	35	23%

Small Grant Program activity	Number of Small Grant Program Projects, by Project Site				Total number (value) of Projects	%
	Köprülü Kanyon	Camili	Sultan Sazlı	Iğneada		
Skilled trade, home made, conservation of local culture	13	5	1	6	25	17%
Nature friendly Animal husbandry practices	1	2	-	4	7	5%
Agriculture applications, supporting Biodiversity	16	2	2	7	27	18%
Wise uses of Water Resources	-	-	7	1	8	5%
Total number of Projects	45	49	23	33	150	100%
Value of grants awarded	\$ 300,000	\$ 280,000	\$ 200,000	\$ 180,000	\$ 960,000	100%

- (v) Guiding the development of environmentally responsible tourism to emphasize linkages between conservation and benefits for local stakeholders. As part of management plan preparation, each site also prepared ‘ecotourism plans,’ and these were eventually incorporated into the overall management plans. Staff at Iğneada invited a tour operator to assemble a group of ‘ecotourists’ to test out the market for particular environmental services at the park site. This was an extremely useful and innovative means of identifying ecotourism opportunities. Activities in Camili were coordinated with a national NGO, which began supporting local tours, and the project provided training in ecotourism development for local and national staff.
- (vi) Establishing collaborative mechanisms to ensure biodiversity conservation is incorporated into local sectoral and land use plans. Although the project has supported a very thorough planning process, to date there is only limited implementation on the ground. Nevertheless, PA management effectiveness has improved as measured by the PA METT (Annex 7). As part of the management planning process, PAMAs documented land ownership and worked with communities on land use and zoning issues. At Köprülü Kanyon, the PAMA assisted the community to legalize some settlement areas in the cultural zones so that housing could be upgraded. Nevertheless, at several sites issues of land tenure remain and it has been impossible for the PAMAs to address illegal construction and development (for instance 90 buildings associated with tourism at Köprülü Kanyon); indeed it was not reasonable to expect such issues to be fully resolved under the project. Similarly, plans to address financial sustainability have not been implemented.

Both Köprülü Kanyon and Sultan Sazlı have made significant progress since the MTR and outreach activities have been highly successful in engaging local communities and local mayors. Nevertheless, key challenges remain at these sites, related to water management and tourism development. Dealing with such major challenges and powerful sectors requires high-level political support and involvement of higher levels of institutional support than the PAMAs alone to ensure incorporation of PA concerns into regional planning and development. While the PAMAs have been successful in establishing partnerships with other local actors this collaboration is dependent on strong personal relationships which could be threatened if key staff are re-assigned or players change as a result of local elections. At Iğneada, the lack of any staff assigned full-time to the new national park threatens to undermine participatory planning efforts. Although the capacity of the PAMA staff is impressive and PAMA members have clearly benefited from training and study tours under the project, under-staffing remains a concern at all sites and has been flagged at all supervisions. At all sites, PAMA staff have responsibilities for other PAs as well as the designated demonstration sites. Effective implementation of management plans, once they are approved, will require prompt allocation of more full-time staff to all sites.

While the PAMAs have worked diligently to organize a participatory planning approach the delays in approval and implementation of the management plans are a matter of concern. All of the necessary groundwork is in place but success of this component will be dependent on effective follow-up, additional staffing and implementation of key actions under provincial work plans over the next few months. Delays in approval of the necessary plans and regulations at the central level have seriously jeopardized the success of this component. Overall, this component has therefore been rated as **Moderately Satisfactory**.

Component 3: Project Management and Monitoring

Overall project management under the Project Management Team (PMT) has been very strong, and in some respects could be judged to be highly satisfactory. At a substantive level, the coordinator and her team have worked extremely hard to make the project's interventions relevant and timely, responding to the challenge of introducing innovation into an area which is traditionally conservative. The PMT has established excellent relationships with the broader community of conservation practitioners, including NGOs and academicians, and worked consistently to develop and disseminate good practice materials.

Very good progress has been noted since the MTR when the project was rated unsatisfactory. Both the PMT and the GDNCNP responded positively to the MTR findings and re-orientated the project to more focused and achievable targets and activities at national and site levels. In particular, the PMT has played a key role in raising the profile of conservation and participatory protected area management through organization of the National Protected Area Conference and fostering opportunities for replication at the nine replication sites.

Although the PMT staff have worked effectively and pragmatically to further project objectives, in many ways the good practices arising from the project have not been fully internalized and institutionalized within the different directorates of MEF, especially within the various divisions of the GDNCNP. There is still much to be done to ensure that the lessons and new practices are fully integrated into regular protected area planning and management. Strong leadership and political commitment will be essential to build on progress to date to benefit the whole protected area network and to promote stronger national support for biodiversity conservation as part of the sustainable development agenda. Buy-in and ownership from GDNCNP is critical for sustainability. While this component is rated Satisfactory overall, concerns remain about weak internalization of project outcomes within the GDNCNP.

Progress in Project Performance

Overall Project Performance and Accomplishments			
Global Objective	Outcome/Impact Indicators	Status at ICR	Comments
The <u>project objective</u> is to establish effective, intersectoral, participatory planning and sustainable management of protected areas and natural resources at four selected biodiversity conservation demonstration sites, and build capacity at the national level to facilitate replication of these activities at priority conservation sites throughout Turkey.	Legal and regulatory framework for biodiversity conservation established.	New protected area legislation has been drafted. Currently under review by MEF and informal review of parliamentary committee.	Not yet approved. Amendments expected from strong sector interests – could weaken conservation objectives.
	Reduced rate of decline of biodiversity, habitats, and plant communities at project sites.	Extensive flora and fauna studies completed and monitoring protocols defined and outlined in draft Management Plans.	Management plan effectiveness must be evaluated in terms of effective measures on the ground Conservation targets and zoning agreed at PA sites but little management on the ground.

Overall Project Performance and Accomplishments			
Global Objective	Outcome/Impact Indicators	Status at ICR	Comments
	No increase in adverse impacts of resource use (grazing, forest products, etc.) on biodiversity at project sites.	Grazing management plans completed for 4 project sites. Forest management plans for Iğneada, Keçirşif Kanyon, and Camili incorporate biodiversity conservation. Indicators suggest adverse grazing impacts reduced in some zones and adverse forest management impacts likely to be reduced (long term indicators).	Revised regulations approved for forest management planning. Anecdotal evidence of reduced grazing in key zones.
	Decrease in destruction of natural formations and cultural sites within project sites.	Longstanding regulatory framework for SIT sites maintained - no significant new destruction of natural and cultural sites. Where site classification has hindered ability of local households to maintain or improve their properties, PAMAs has sought to negotiate changes to site plans to allow restoration.	Forest management plan harmonized with overall management plan at Köprülü Kanyon. Cultural management plan, including baselines and performance indicators, developed for Köprülü Kanyon National Park and incorporated in overall management plan.
	Decrease in uncontrolled/unplanned construction within and around project sites.	Case by case assessments of each of the four project sites shows existing and potential threats from uncontrolled or planned development at sites. Project successful in supporting advocacy to delay some developments.	Sites still threatened by water use at Sultan Sazlı and planned pipelines (i.e. ISKI water project in Iğneada,) roads in Camili, and uncontrolled tourism infrastructure in Köprülü Kanyon).
	No increase in percentage of area degraded by tourism impacts at project sites	Ecotourism plans have been prepared for each of four project sites, with baselines and performance indicators.	Ecotourism plans integrated in management plans but not yet implemented.
	Increase in public support for biodiversity conservation, as measured against baseline	National awareness strategy developed but no baseline data on social attitudes.	No baseline but anecdotal evidence of increased support for Protected areas.
	Improvement of social indicators linked with the use of natural resources at project sites.	Baselines completed at project sites.	Data incorporated in site management plans.

Component Specific Outputs and Outcomes			
Output from each component	Output indicators	Status at ICR	Comments
Strengthen National Framework for Biodiversity Conservation			
1. National legal and regulatory framework for biodiversity conservation established.	Overlapping or contradictory laws, regulations and policies for biodiversity conservation identified and proposals for rationalization presented to sectoral Ministries and Parliament.	Draft legal framework prepared with supporting regulations identified.	Submitted to parliamentary committee for informal review. Awaiting amendments and approval.
2. Effective management and monitoring system established for sustainable and participatory biodiversity conservation.	Biodiversity management information and monitoring system established.	Completed. Judged to be acceptable for meeting requirements of the Natura 2000 network.	Strategy for BIMS not yet institutionalized – needs legal framework.
	Prototype effective, decentralized, participatory, management systems replicated at priority conservation sites.	Completed for four project sites. Management planning developed at 9 replication sites. Management Effectiveness Tracking Tool (METT) used in 4 project sites. Priority replication sites and baseline for replication sites established by use of RAPPAM with WWF.	Guidance for preparation of management plans, awaiting approval by Ministry to be fully institutionalized. Final METT evaluations show improvement in management effectiveness, especially on process.

Component Specific Outputs and Outcomes			
Output from each component	Output indicators	Status at ICR	Comments
	NGOs involved in identifying, developing, and managing protected areas.	NGO network supported by the project is actively engaged in supporting nature conservation initiatives.	Strong collaboration and partnership with NGOs at national and local levels. NGOs involved in protected area identification, planning and outreach.
3. Biodiversity concerns incorporated into forest management planning.	Three prototype forest management plans completed which incorporate biodiversity concerns.	Completed for Iğlica, Köprülü Kanyon and Camili.	
	Strategy developed for mainstreaming biodiversity and socio-economic concerns into Forest Management Plans.	Strategy developed, and guidelines prepared for adoption by MEF and the General Directorate of Forestry.	Forestry regulation approved Feb. 2008. Technical orders for implementation to be finalized and approved by GDF
4. Strategic, targeted, national public awareness program to build support for biodiversity implemented.	Strategy for building public awareness completed and implemented.	Strategy has been completed and under implementation.	Some parts of strategy implemented successfully; especially at local and site level.
5. Strengthened institutional capacity to develop a national network of conservation management and protected areas.	Programs for raising awareness of biodiversity issues through formal and in-service education presented to the Ministry of National Education.	Testing in nine pilot provinces in 2007 and expansion nationwide in 2007.	Successful integration of nature conservation in national curriculum.
	Mechanisms established for sharing knowledge and information on biodiversity conservation in public domain.	Websites for biodiversity conservation established. National Conference greatly raised profile of nature protection. Publication and dissemination of guidelines and other publications.	Strengthened Capacity across Conservation Practitioners Community (PAMAs, PA managers, NGOs) a major outcome of project.
<i>Establish Prototypes for Protected Area Management</i>			
1. Systems established for sustainable, participatory planning and management of biodiversity conservation at four Pas.	PA management plans developed and implemented.	Completed at four project sites, full implementation requires ministerial approval.	Management plans incorporate budgets. Only one management plan (Sultan Sazlı) approved.
	Revenues from PA activities and natural resource use retained to cover a portion of the cost of conservation management.	Not completed. Questions raised by the Bank and Ministry of Finance about this type of 'earmarking' within the public spending framework and consistency with overall approach toward budget management.	Annual work plan budgets cover the management and spending requirements outlined in management plans at Sultan Sazlı and KéprİŞ Kanyon.
2. Mechanisms established for sustainable natural resource management in and around Pas.			
3. Environmentally responsible tourism linked with conservation management objectives developed at Pas.	All rights to land/resources and land ownership within PA have been clarified.	Many rights over resource use have been negotiated and clarified as input to management plan preparation.	Land use agreed as part of zoning but land tenure remains an issue at several sites. Cadastral issues are beyond scope of project.
4. Program established to build public awareness in and around Pas.	Land use plans in areas adjacent to PAs reflect biodiversity concerns.	Zoning outlined in comprehensive management plans incorporate biodiversity concerns in areas adjacent to PAs.	Main tool is forest management plans both within and beyond PA boundaries.
	Increased awareness and local support for biodiversity conservation in and around PAs.	Outcome of management plan preparation.	Site visits confirm strong local support from communities and local mayors.
5. Biodiversity is integrated into land use plans.			

Annex 3. Economic and Financial Analysis

The project was a stand-alone GEF project with a GEF grant and counterpart funding from Government of Turkey. At the time the project was designed neither financial nor economic analyses were required, so standard assessments of cost effectiveness or efficiency were not calculated, and would be extremely difficult to assess ex-post. Having said this, this was a very small operation by Bank standards. Although it was management intensive because of the nature of the investment, it was in many respects a very low-cost high-impact GEF project.

Annex 4: Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members

Names	Title	Unit	Responsibility/ Specialty
Preparation			
John W. Fraser Stewart	Natural Resource Management and Biodiversity Specialist		Task Team Leader
Nedret Durutan	Agricultural Specialist	Country Office	Community participation design
Cuneyt Okan	Operations Officer	Country Office	Project management
Charis Wuerffel	Operations Analyst	ECA	Project management
Kerstin Canby	Operations Analyst	ECA	Biodiversity conservation
John Hayward	Sector Leader	ECA	Quality assurance
Marjory Anne Bromhead	Sector Economist	ECA	Quality assurance
Adriana Dinu	Biodiversity Specialist (consultant)		Biodiversity conservation
Dilek Barlas	Counsel	LEGEC	Lawyer
Rohit Mehta	Senior Disbursement Officer	LOAAG	Financial Management
Jose Martinez	Procurement Specialist	ECA	Procurement assessment and plans
Louis Carbonnier	Forestry Specialist (consultant)		Sustainable forest management activity design
Mircea Verghelet	Forestry Specialist (consultant)		
Ramendra Basu	Financial Management Specialist	ECA	Financial Management
Gordon Temple	Economist	ECA	Cost estimates
Janis Bernstein	Social Scientist	ECA	Social Assessment
Steve Lintner	Lead Specialist	ENV	Peer Reviewer
Tjaart Schillhorn Van Veen	Lead Specialist	ARD	Peer Reviewer
Supervision			
John W. Fraser Stewart	Natural Resource Management and Biodiversity Specialist	ECA	Task Team Leader
Peter A. Dewees	Lead Environment Specialist	ECSSD	Task Team Leader
Cuneyt Okan	Operations Officer	Country Office	Project management
Nedret Durutan	Agricultural Specialist	Country Office	Participation
Rasit Pertev	Sr. Rural Development Specialist	Country Office	Rural specialist
Halil Agah	Sr. Rural Development Specialist	ECSSD	Rural specialist
Ayse Seda Aroymak	Sr Financial Management Specia	ECSPS	Financial management
Zeynep Lalik	Financial Management Specialist	ECSPS	Financial management
Arben Maho	Procurement Analyst	ECA	Procurement
Elmas Arisoy	Procurement Specialist	ECSPS	Procurement
Salih Kemal Kalyoncu	Procurement Specialist	ECSPS	Procurement

Names	Title	Unit	Responsibility/ Specialty
Maria Amelina	Social Scientist	ECA	Small Grants Program design
Kathy Mackinnon	Lead Biodiversity Specialist	ENV	MTR team
David Colbert	Legal Specialist	FAO	MTR team
ICR			
Kathy Mackinnon	Lead Biodiversity Specialist	ENV	ICR team leader
David Colbert	Legal Specialist	FAO	ICR consultant
Peter A. Dewees	Lead Environment Specialist	ECSSD	ICR resource person

(b) Staff Time and Cost

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	USD Thousands (including travel and consultant costs)
Lending		
FY96		71.59
FY97		29.85
FY98		24.55
FY99		54.33
FY00		175.21
FY01		-0.39
FY02		0.07
Total:		355.21
Supervision/ICR		
FY00	1.4	4.19
FY01	22.0	74.63
FY02	21.0	87.66
FY03	12.7	59.40
FY04	15.4	95.97
FY05	15.4	60.32
FY06	12.7	50.49
FY07	12.6	58.83
FY08	16.1	28.63
Total:	129.3	520.12

Annex 5. Stakeholder Workshop Report and Results

No official workshops were held with other stakeholders as part of the Implementation Completion review. Nevertheless, the ICR mission met with a broad range of stakeholders, both at site level and centrally in Ankara, including national and local NGOs, local government officials and recipients of small grants under the program.

There was a general consensus that the project had proved important in building bridges between government and civil society and had established a good partnership for conservation between government, NGOs, academics and the private sector. The NGOs recognized the project's contribution in promoting participation and integrating social issues into protected area management. NGOs recognized with appreciation the processes associated with revising the legal framework, collating data and establishing the biodiversity monitoring unit as well as the usefulness of the National Protected Area workshops and networks for dissemination of information and good practice. The PMT and MEF built on this goodwill to expand the scope of the project and actively promote replication of good practice at an additional nine sites during the course of the project. Stakeholders from the additional protected area sites were highly appreciative of this opportunity to engage.

Annex 6. Summary of Borrower's ICR

This report presents an overview of the implementation and results of the Biodiversity and Natural Resources Management Project, implemented over eight years between 2000 and 2008.

1). Assessment of objective, design, implementation and operational experience

Due to its highly strategic biogeographical position, Turkey is host to an abundance of biodiversity, including 9000 plant species (of which nearly 3000 are endemic), 400 species of birds, 400 fish species and 120 mammals. The protected areas in Turkey designated and managed to conserve biodiversity (according to the National Parks Law), cover a mere one percent of the national territory. Moreover, there were a number of constraints and weaknesses within the national protected area system, including the lack of clarity in legally defining protected area categories; the small size of the national parks themselves; a lack of scientific information and analysis to identify conservation priorities and inform protected area management; insufficient funds for protected areas; weak capacity and the lack of personnel training programs; as well as limited public awareness and lack of public education programs on biodiversity conservation.

Accordingly, the Turkish authorities took measures to develop environmental assessment procedures, draft a new environmental law, and prepare a national biodiversity strategy and action plan with the support of relevant stakeholders. A second GEF biodiversity project, **Biodiversity and Natural Resources Management Project (BNRMP)**, was prepared to target four demonstration sites which represented a range of biogeographic regions and threats, with supporting activities designed at the national level. A project management team was established within the Ministry of Environment and Forests (MEF) as well as four project units with the aim of developing prototypes for effective protected area management. These were the Biodiversity Integration Committee, the Legal Unit for Rationalization of the Legal Framework, the Biodiversity Monitoring Committee and the Public Awareness Unit. The work of these four units is explained below.

The **Biodiversity Integration Committee** was set up in order to demonstrate how biodiversity issues can be incorporated into forest management plans. As a result, biodiversity-integrated forest management plans, the first of their kind, were prepared for the İncada and Bulanikdere forest management districts. These new plans incorporated data from flora and fauna inventories and identified conservation targets and related management objectives. Using the same approach, the forest management plan for the Camili project site was also prepared. A forest management plan for Köprülü Kanyon using similar principles has also been completed. The Biodiversity Integration Committee also reviewed the existing forest management regulation and prepared a new biodiversity-integrated forest management regulation with broad stakeholder participation.

The aim of the **Legal Unit** was to establish the legal basis for the sustainability of the nature conservation works initiated during the project; to carry out a participatory analysis of the key issues related to the current legal framework for nature and biodiversity conservation in Turkey; to develop a strategy for addressing these issues; and to make necessary legislative changes in accordance with the strategy identified. The final strategy (“Developing a New Law on Nature Protection and Sustainable Use of Biodiversity”), which was released to the public through a press conference in June 2003, presents a comprehensive plan for drafting and adopting the new law on biodiversity and nature protection. Aiming at adoption of the new law by 2005 in order to facilitate the EU accession, the strategy represents an incredible legislative/political challenge. Unlike other Turkish legislation, this draft law is the first to be prepared through a highly participatory process (approximately 1500 people were involved in the process and their opinions have been taken into consideration). Furthermore, this draft law harmonized the existing legal frameworks and regulations for nature protection and biodiversity, which were inadequate and inconsistent, into one comprehensive act. Unfortunately, a slowdown in the EU accession process

from the second half of 2005, and weakening political support have slowed down the review and adoption of the new legislation. Therefore, there is now an urgent need for active lobbying to pursue the parliamentary legislative process and to explain to parliamentarians in clear terms that the draft reflects an approach that allows for rational use and protection of national resources.

The ***Biodiversity Monitoring Unit*** (BMU) was established in order to identify important natural areas which were not represented in the existing protected area system and to monitor the status of biodiversity and species under conservation nationwide. The BMU, which operates within the General Directorate of Forestry, has performed two main tasks: (i) conducting a gap analysis of biodiversity conservation nationwide to identify priority areas for conservation action; and (ii) developing a biodiversity database called “Noah’s Ark”. In addition, many training activities and technical visits abroad were held as a part of the capacity building program. At this point, the BMU has developed the scientific and technical infrastructure for analysis of biodiversity on the basis of species, habitats and protected areas. In addition, the BMU has set up a technical team comprising various disciplines with regard to biodiversity monitoring. Furthermore, the BMU has succeeded in including text on biodiversity monitoring and the institutionalization of the BMU within the draft law on the conservation of nature and biodiversity. In spite of these positive developments, however, the lack of trained personnel for the gap analysis, especially at the beginning, caused delays. Furthermore, the reluctance of some university scientists to provide biological data caused problems with populating the biodiversity database. It remains of great importance that the Marmara gap analysis be continued and that new regions for gap analysis, if any, be identified. Finally, the “scientific consultative council” together with the “board of experts” on the database should be established.

The ***Public Awareness Unit*** was established in 2000 with the aim of developing:

- (a) a National Biodiversity Awareness Strategy and Action Plan for public awareness on biodiversity (PASAP); and
- (b) a Strategy and Action Plan for Capacity Building of Non-Governmental Organizations Related to Biodiversity (NGOSAP).

Both of these strategies were prepared through a participatory process and during each phase of the process the opinions and recommendations of the relevant stakeholders were solicited. For the PASAP four different focal groups, namely media, education, government institutions and the business sector, were established to ensure participation and representation of stakeholders from different sectors. Under the PASAP, a series of public awareness activities were carried out in collaboration with two business enterprises for the protection of natural resources in project implementation areas. With regard to the NGOSAP, the project hired a consultant and held several workshops with broad participation of NGOs, after which process the strategy and action plan developed were discussed with the representatives of 11 national and 8 local NGOs. The ***Public Awareness Unit*** also created educational materials for primary school students, as identified in the PASAP. The Unit also reached agreement to work with the NGOs in defining common benefits with the government institutions. Unfortunately lack of clarity on the roles and responsibilities for the relevant parties, and the decision taken by the consultants to unite the two strategies under a common protocol, resulted in delays. In the end, the groups dismantled. In terms of next steps, more effort needs to be focused on strengthening cooperation between the government agencies and NGOs for specific conservation activities, as identified in the strategies. Capacity building focused on public relations should be a high priority for the Training Division of the General Directorate in executing the public awareness program.

The activities and implementation at the national level were complemented by activities on the ground at the four pilot sites. Protected Area Management Authorities (PAMAs) were only established after the fifth month of the project, since no personnel could be found to work full time in the field. As a result, project activities were implemented only by the PAMA managers assigned. Throughout the project

implementation period, the number of PAMA personnel varied both within each PAMA and among different PAMAs, primarily based on the personnel policies of the Ministry of Environment and Forestry. Lack of site-level personnel has remained a constraint during the project. During the first year of the project and also throughout the whole project period, PAMA personnel attended several training and capacity building activities, such as study tours abroad and foreign language courses.

A key sub-component under “Strengthening the National Framework for Biodiversity Conservation” was “to develop a national network of protected areas and replicate the experience of effective participatory protected area management systems developed at the four project sites.” Nine replication areas, across the country, were selected through a participatory process based on conservation values and needs. The replication areas of the BNRMP are as follows: Akgöl Nature Protection Area, Sarıkum Nature Protection Area, Yazılı Canyon Nature Park, Lake Kovada National Park, Amanos Mountains, Kışre Mountains National Park, Karagöl National Park, Acarlar Longos and Tuzla Lake. Participatory planning and activities have started in all replication sites. The replication program has started a movement in which stakeholder groups are involved in the protection of biodiversity and in the sustainable use of natural resources in the local environment.

The **Financial Management Unit (FMU)** was established within the **Project Management Team (PMT)** in 2000 with the appointment of government staff as Financial Management Officer, Disbursement Specialist and Financial Management Specialist. The PMT has been subject to regular audits by the Treasury and the World Bank during the project period. The financial reports and documents have been audited by Treasury within the following six months after every fiscal year and reported to the World Bank. The Bank has also made annual visits for inspection purposes. In addition when deemed necessary internal auditors within the Ministry have performed audits.

The **Procurement Unit (PU)** was established within the PMT in 2000 with the appointment of government staff as Procurement officer and Procurement Specialist. The PU has ensured that all procurement activities developed in the pilot project sites and central unit are undertaken in accordance with the Procurement Plan and World Bank Procurement Guidelines. The PU has developed many international competitive bidding (ICB), international (IS) and national shopping (NS), quality and cost based selection (QCBS), consultant’s qualification (CQ), individual selection (IND), single source selection (SS) according to the World Bank Procurement Procedures.

The purchase of materials, goods and equipment needed for launching implementation of the project was mostly realized during the first year of the project. The PAMAs and the Replication Sites have developed many national shopping (NS) international shopping (IS), minor works (MW), national competitive bidding (NCB) and individual consultant selections (IND) according to their local procurement plans through providing no-objection from the PMT. By the end of the project, all PAMAs will have fully realized their planned expenditures in the local procurement plans.

2) Assessment of the outcome against agreed objectives

The project had three components: (i) strengthening the national framework for biodiversity conservation; (ii) developing prototypes for effective protected area management; and (iii) project management and monitoring. The summary of the activities and outcomes from the components follows:

Component 1: Strengthening the National Framework for Biodiversity Conservation

- (i) **Legislation.** The process of identifying the key legal issues was driven by technical working groups composed of Turkish experts on nature protection and biodiversity from relevant governmental agencies, NGOs, academic institutions, and PAMAs. The project was successful in developing a new strategy, “To Develop a New Law on Nature Protection and Sustainable Use of

Biodiversity”, which presents a comprehensive plan for drafting and adopting the new law on biodiversity and nature protection. The highly participatory process was highly effective in engaging a broad range of stakeholders and effective and efficient in formulating applicable provisions. The draft law was presented for review to government in 2005 but is still awaiting passage through parliament.

- (ii) **Replication** The BNRMP established a committee, with broad participation of representatives of various governmental bodies and NGOs, to determine at least one replication site for each project demonstration site. The committee selected the potential replication sites based on technical studies conducted. At first, four sites were selected as replication sites, one for each project demonstration site, but the number of replication sites eventually increased to nine. At each replication site, the staff executed a number of activities in the area in accordance with the work plans prepared. The expansion of improved management practices and other international good practice to the replication sites has been a key achievement and outcome of the project.

Turkey held its first national conference on Biodiversity and Protected Area Management in Ankara from May 22 to 24, 2006. The conference attracted a great deal of interest and participation from the conservation community in Turkey and provided the expected opportunity for exchanging information and experience. Lessons learnt at the four project implementation areas were compiled and published as a guide book. The project prepared a set of criteria for the selection of best practices in management and planning of the protected areas, which resulted in a publication on national best practices. Studies for the revision of the Technical Order regulating the preparation of the management plans has been started in line with the experiences gained during the BNRMP management planning studies.

- (iii) **Monitoring.** To identify the non-represented natural areas in the national protected area network and monitor the status of biodiversity conservation, the Biodiversity Monitoring Unit undertook: (a) a gap Analysis for the Coastal Aegean Region, which has been completed, and for the Marmara Region, for which field studies for the provinces of Balıkesir, , anakkale, Zmit and Adapazarı have been completed and established; (b) a Noah’s Ark Database, which has been opened to the public for monitoring biodiversity on the basis of species, habitats, protected areas and threats.
- (iv) **Public Awareness.** A consultancy firm prepared a National Biodiversity Awareness Strategy and Action Plan (BSAP) for raising public awareness on biodiversity. An individual consultant prepared a Strategy and Action Plan for Capacity Building of Non-Governmental Organizations Related to Biodiversity (NGOSAP) with broad participation. In accordance with these strategies, a number of activities have been undertaken at the national level. At the local level, public awareness activities were executed by a consulting firm in the first years of the project. A list of training material needs for general public awareness in the areas was prepared and the Imam training program was developed. After the consulting firm completed its task, the PAMAs executed the public awareness activities on their own on the basis of the work plans prepared.
- v) **Forest Management Plans** Biodiversity-integrated forest management plans have been prepared for two project sites, İneada and Camili. Preparation of new forest management plans financed by the Government budget, has been completed for Kçprşlş Kanyon and YukarıGçkdere (a replication site). A new forest management regulation integrating biodiversity conservation has been prepared, submitted to the Ministry, and approved. A technical order for implementation of this new regulation has also been prepared.

Component 2: Developing Prototypes for Effective Protected Area Management

At the four project demonstration sites, PAMA teams comprising at least three full-time people have been formed and protected area offices have been established. The project offered extensive training programs to the PAMA staff on various subjects, such as awareness raising, biodiversity and nature conservation, protected area management, sustainable development, etc. These training programs made an important contribution to the teams' overall capabilities and efficiencies. As a result of their expertise, these core teams are now leading implementation of planning and management activities more widely in at least three different bio-geographic regions of the country.

Management plans have been completed for four project sites and already approved for one, Sultan Sazlı. Biodiversity and socio-economic data were collected and reflected in the management plans, which include a monitoring plan identifying what will be monitored, by whom, when and with what resources. The sites are already using the "Tracking Tool for Management Effectiveness for Protected Areas" which was translated into Turkish and used at both the project sites and replication sites.

The participatory process for preparation of the protected area management plans have resulted in improved relations between PAMA staff and local communities and local governments. PAMAs have taken steps to establish various consultative platforms on key issues (especially in Köprülü Kanyon, Sultan Sazlı and İneada for the water problems) and to support local NGOs and communities to promote conservation of the natural attributes of the area. In addition, the small grant projects implemented at project sites have increased both the capacity and the income of the local people.

All the PAMAs have succeeded in organizing workshops to prepare their annual work plans, through which they could share experiences and find solutions to common problems, thus avoiding so some delays. Having PAMA personnel trained on subjects such as GIS, awareness raising, sustainable development, monitoring, participatory rural appraisal, facilitation, English language and etc., made a contribution to the team's overall capabilities and efficiencies in nature conservation. However, despite these positive developments, in the first 2.5 years of the project, the desired performance could not be attained due to an inability to implement a good managerial strategy towards the project sites. Limited communication of the PAMAs with the local stakeholders also led to unsatisfactory performance during the first years of the project.

The Small Grants Program (SGP) was implemented in order to reduce, eliminate and combat priority threats affecting the biodiversity in the project areas and to provide alternative income resources to local communities. The SGP was effective in facilitating participation of local communities in project implementation and in encouraging them to come up with project proposals designed to promote conservation as well as benefit villages and livelihoods. The project supported numerous initiatives from ecotourism homestays to improved livestock management to encourage more sustainable management of natural resources within the protected areas. It is too early to make a sound assessment of the effects and sustainability of the small grants projects completed in December 2007. However, the completion ratios of the projects and outputs in the implementation process appear quite positive. Impact assessment studies on the SGP should be conducted in the coming years.

Project Component 3: Project Management and Monitoring

The Project Management Team (PMT) oversaw and supported implementation of all project activities in accordance with agreed monitorable indicators. It worked closely with PAMA staff at the four sites and with the agencies responsible for implementing project activities at the national level and developed and monitored work plans for all project activities on a biannual basis. In addition, the PMT established a financial management system to keep the accounting records and produce the necessary financial reports. Since 2003, local procurement plans have been prepared for demonstration and replication sites by the PMT and site staff under the General Procurement Plan of the project. The PMT was also responsible for procurement of services, goods and works under the project. Finally, the PMT provided technical

assistance to the PAMAs in developing materials and organizing special events to promote the resource values of the sites.

Capacity building and outreach were key features of the project. Within the project period, 746 trainings were given in Turkey, 185 trainings were given abroad, to a total of 2116 people trained. Also, for different reasons, a total of 89 fundamental meetings were organized. For publicity of the project and biodiversity conservation 40 different types of posters were produced with a total number of 30.000. Also six different types of brochures were prepared (10.000 published), 18 different types of books were also prepared (21.000 published), all in the Turkish language, and distributed to the related institutions and stakeholders. These capacity building efforts have established a good foundation for biodiversity conservation and protected area management in Turkey; increased national capacity will be a lasting legacy of the project.

3) Evaluation of the Borrower's own performance during the preparation and implementation of the operation, with special emphasis on lessons learned that may be helpful in the future

The BNRMP started slowly and experienced a number of difficulties and uncertainties, especially up until June 2003. The World Bank mid-term review mission of October 2003 found the performance of the project "unsatisfactory". As a result, the General Directorate of Nature Conservation and National Parks and all project units reviewed their work plans for 2004-2005 and 2006 in accordance with the mid-term review programs recommended by the World Bank mission. From that time on, it was agreed that the work of the PAMAs should concentrate on awareness raising, water issues (except for Camili), management plans, micro plans, the small grants program, visitor center construction (except for Köprülü Kanyon) and replication activities. In order to complete some key activities under the Small Grants Program and construction activities, the project got an extension for two years, during which the project focused mainly on the small grants program, management plans, water issues, and park constructions.

Lessons Learned

Project Component 1: Strengthening the National Framework for Biodiversity Conservation

- Provision of contributions by relevant institutions is a major pre-requisite for any laws which are enforceable.
- The frequent change of Division Chiefs within the General Directorate made it very difficult to maintain continuity in the Learning Network activities.
- A working collaboration among the relevant institutions is sometimes difficult to achieve, particularly where parties see others' initiatives as a threat to themselves.
- The preparation process for the draft law on biodiversity and nature conservation - which was well organized and carried out extensively from 2002 to 2005 with many meetings, working groups and face-to-face discussions - has played an important role in raising awareness with respect to nature conservation, biodiversity and management of natural resources.
- Since there are not as many experts as needed to replicate the new approaches in the other forest areas, one needs to be very cautious when adding new replication sites so as not to over-extend limited staff resources.

Project Component 2: Developing Prototypes for Effective Protected Area Management

- Planners need to have a "big picture" mentality in order to effectively protect and manage biodiversity. They cannot be limited by the established boundaries of the protected area.
- Establishing a participatory approach is a slow process. It has taken considerable time for planning teams to acquire the skills and confidence to work in a participatory way and for local stakeholders to be convinced that the intention to consider their interests is really serious.

- The development and use of rapid ecological assessments should be encouraged. Long-term surveys, while they have their value, are too expensive and time-consuming to be of much use in short-term projects.
- Staff continuity is essential for successful management. The PAMA teams established under the BNRMP were able to work and learn together about protected area management and became increasingly knowledgeable and effective as the project progressed.

4) Evaluation of the performance of the Bank or of other partners during the preparation and implementation of the operation, with emphasis on lessons learned

The Bank's performance during supervisions was highly satisfactory but replacement of task managers early during implementation and suspension of missions due to 11th September affected Project activities. Support from the Country Office could not be achieved regularly throughout the project since the counterpart in country office has been replaced as well. Also for a time the project has taken direct and effective support from the World Bank Headquarters. It is important to take regular high level support from the country office in order to achieve high level support for the project activities at the implementing agency. For procurement and financial management adequate support has been taken, however it is important to obtain continuous and sustainable support in trainings on new aspects, contract management including assigning of individual consultants to different projects.

Other partners

It was a project constraint that Turkey lacks firms or specialists which provide consultancy services on preparation of participatory protected area management plans. The experienced firms on the topic do not have representatives in Turkey or may not be well informed about the country, which leads to continuity problems and deficiencies in the services they provide.

Turkey lacks national expertise in conservation biology and protected area management. Local consultants faced difficulties in the preparation of flora and fauna surveys, which are adequate for protected area management needs.

Since Turkey has no fully-equipped protected area management network, the NGOs do not yet have comprehensive experience on protected area management. The NGOs that show a positive approach to the tasks they have undertaken gain more and better experience so that they can take on more important roles in nature conservation in Turkey.

There are problems, especially in accomplishing nationwide collaboration, between the various governmental agencies involved in protected area management. In projects like this one, where inter-institutional collaboration is important, the attitudes of the different institutions can be obstructive; whereas implementation of management plans requires strong collaboration and coordination among relevant institutions.

5) Description of the proposed arrangements for future operation of the project

The Government of Turkey is committed to strengthen its protected area network as part of its obligations under the Convention on Biological Diversity. With regard to next steps, it is of great importance that the management plans prepared for the period 2007-2011 be approved, with appropriate budgets for implementation. The personnel problem of the PAMAs should be solved to accelerate management plan activities. The equipment purchased by the project should be used in compliance with its original purpose and a strategy must be determined to guarantee the proposed indicative budget of the management plans.

Annex 7. Using the Protected Area Management Effectiveness Tracking Tool in Turkey

The Protected Area Management Effectiveness Tracking Tool¹ was prepared to provide an overarching framework for assessing management effectiveness of both protected areas and protected area systems, to give guidance to managers and others and to help harmonize assessment around the world. It is organized around the assessment framework identified by the World Commission on Protected Areas (WCPA), which is summarized in Table 1.

Table 1. WCPA Framework for Assessing Management Effectiveness

Elements of evaluation	Explanation	Criteria that are assessed	Focus of evaluation
Context	<i>Where are we now?</i> Assessment of importance, threats and policy environment	<ul style="list-style-type: none"> - Significance - Threats - Vulnerability - National context - Partners 	Status
Planning	<i>Where do we want to be?</i> Assessment of protected area design and planning	<ul style="list-style-type: none"> - Protected area legislation and policy - Protected area system design - Reserve design - Management planning 	Appropriateness
Inputs	<i>What do we need?</i> Assessment of resources needed to carry out management	<ul style="list-style-type: none"> - Resourcing of agency - Resourcing of site 	Resources
Processes	<i>How do we go about it?</i> Assessment of the way in which management is conducted	<ul style="list-style-type: none"> - Suitability of management processes 	Efficiency and appropriateness
Outputs	<i>What were the results?</i> Assessment of the implementation of management programmes and actions; delivery of products and services	<ul style="list-style-type: none"> - Results of management actions - Services and products 	Effectiveness
Outcomes	<i>What did we achieve?</i> Assessment of the outcomes and the extent to which they achieved objectives	Impacts: effects of management in relation to objectives	Effectiveness and appropriateness

The Tracking Tool is comprised of a questionnaire of 30 questions, scored on a basis of 0 to 3, which address the 6 themes in the WCPA framework.

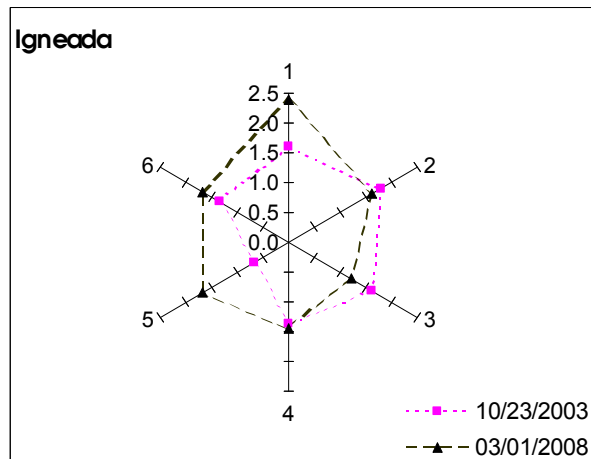
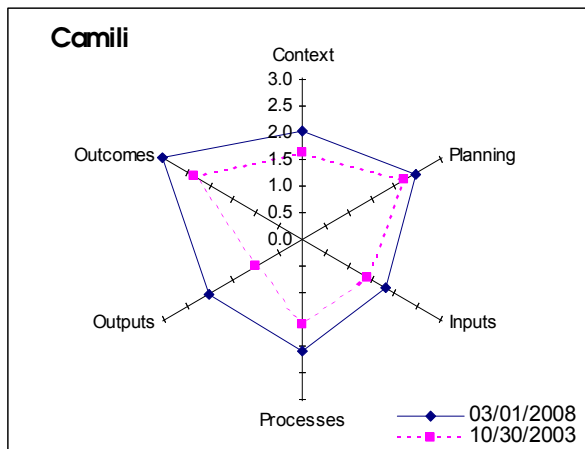
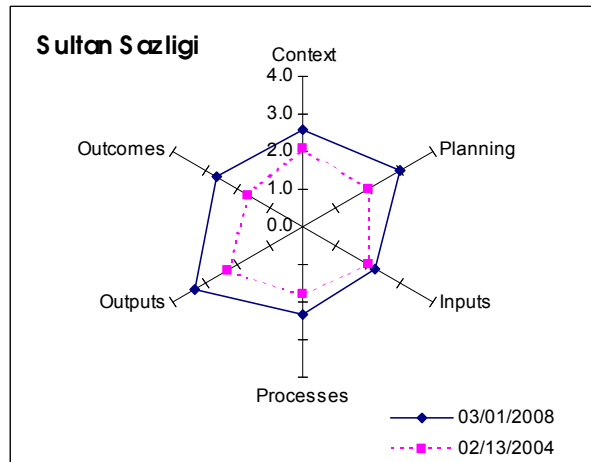
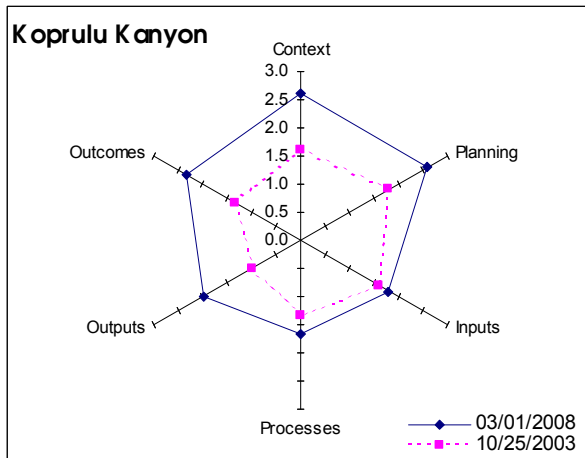
Its use was first introduced and piloted in Turkey during the MTR in 2003, when baseline evaluations were carried out of the four pilot sites with the full involvement and engagement of the 4 project teams. It was introduced as a self-assessment tool, better to enable management teams to understand where progress had been good, and where progress had to be made, and particularly to speak and assess performance frankly. It was not originally intended to be a reporting mechanism, though this is how GEF

¹ Sue Stolton, Marc Hockings, Nigel Dudley, Kathy MacKinnon and Tony Whitten (2003). *Reporting Progress at Protected Area Sites: A simple site-level tracking tool developed for the World Bank and WWF.*

has later chosen to use the results. Even by presenting the results here, we are only choosing to do so as a means of showing that progress was being self-monitored, rather than to suggest that particular performance targets were being set and assessed using the tracking tool.

Rather than using the gross total scores which were produced by the Tracking Tool, the TTL created a series of spider graphs, so that baseline performance against each of the 6 WCPA criteria could be compared over time. The results from the 4 pilot sites are summarized in the charts.

The Tracking Tool was subsequently translated into Turkey and somewhat further refined during subsequent uses. It has also been used to establish baselines in the project replication sites.



Annex 8. List of Supporting Documents

PAD Turkey Biodiversity and Natural Resources Management Project (BNRMP), 2000
Aide memoires, ISRs and Midterm Review.
Borrower's ICR Report.
Aide-Memoire ICR supervision March, 2008.
Proceedings of National Protected Area Workshop, 22-24 May, 2006.
Site Management plans.
Outreach materials from protected area sites.
Strategy for Rationalisation of the Legal Framework.
Best practice IUCN Guidelines for Protected Area management (translated into Turkish).