

UNDP TURKEY



**CLIMATE CHANGE AND ENVIRONMENT
PORTFOLIO
2016-2020 OUTCOME EVALUATION**

FINAL

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Abbreviations and Acronyms

7NC3BR	Seventh National Communication and Third Biennial Report
BUR	Biennial Update Report
CBD	Convention on Biological Diversity
CCE	Climate Change and Environment
CCEP	Climate Change and Environment Portfolio
CPD	Country Program Document
CWC	Chemicals and Waste Cluster
DKM	Nature Conservation Center
DGIP	Directorate General of Industry and Productivity
DGSSIP	Directorate General for Safety and Supervision of Industrial Products
DRR	Disaster Risk Reduction
ESCO	Energy Service Company
ESD	Environment and Sustainable Development
FBR	First Biennial Report Project
FSP	Full-Sized Project (GEF)
GDF	General Directorate of Forestry
GDP	Gross Domestic Product
GEF	Global Environment Facility
GoT	Government of Turkey
IAS	Invasive Alien Species Project
IDG	Inclusive and Democratic Governance
IEEI	Improving Energy Efficiency in Industry Project
ISES	International Solar Energy
ISG	Inclusive and Sustainable Growth
IUCN	International Union for Conservation of Nature
M&E	Monitoring and Evaluation
MENR	Ministry of Energy and Natural Resources
MFA	Ministry of Forestry and Agriculture
MIT	Ministry of Industry and Technology
MM	Metropolitan Municipality
MoEU	Ministry of Environment and Urbanization
MSP	Medium Sized Project (GEF)
MTEP	Million-ton Equivalent of Petroleum (in energy consumption)
MTR	Mid-Term Review
NC	National Communication
NCC	Nature Conservation Center (DKM in Turkish)
NDP	National Development Plan
OE	Outcome Evaluation (same thing as Outcome Level Evaluation)
OECD	Organization for Economic Cooperation and Development
OLE	Outcome Level Evaluation (same thing as Outcome Evaluation)
PEEB	Promoting Energy Efficiency in Buildings Project
PEEMS	Promoting Energy Efficiency for Motors Project
PIF	Project Identification Form
POPs	Persistent Organic Pollutants
PV	Photovoltaic ORKOY Project

R&D	Research and Development
REDD	Reducing Emissions from Deforestation and Forest Degradation
RF	Results Framework
SCRRP	Syrian Crises and Resilience Response Programme
SFM	Sustainable Forest Management Project
SGP	Small Grants Program (GEF)
TE	Terminal Evaluation
UNDCS	United Nations Development Cooperation Strategy
UNDP	United Nations Development Programme
WWW	World Wide Web

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Executive Summary

This outcome evaluation was commissioned by the UNDP Country Office to assess the Climate Change and Environment (CCE) Portfolio, which involved three completed and ten ongoing operations during the period of 2016 to 2020. UNDP is a major GEF Agency in Turkey, and the majority of the projects have been funded by GEF. Due to the fact that the operational cycle of 2016-2020 is still ongoing, the evaluation is an interim and partial one, whose content needs to be re-visited and validated by the next cycle outcome evaluation of 2021-2025. The underlying research work for this evaluation started in October 2018 and was completed in mid-January 2019.

The objective of the outcome evaluation is to review the CCE portfolio with a view to understand its relevance and contribution to national priorities for stock taking and lesson learning and recommending mid-course amendments that may be required for enhancing the effectiveness of UNDP's development cooperation strategy. The main audience of this evaluation is the UNDP management in Turkey at all levels concerned.

The primary country level outcome to which the CCE portfolio contributes is stated in the UNDCS and reads as: By 2020, UNDP aims to arrive at improved implementation of more effective policies and practices for all men and women on sustainable environment, climate change, biodiversity by national, local authorities and stakeholders, including resilience of the system/ communities to disasters. The related distinct outcomes to be achieved by the CCE portfolio consist of four parts, and are worded as: (a) enabling legal frameworks and models for conservation and sustainable use of biodiversity and ecosystems in place, (b) scaled up actions on climate change adaptation and mitigation across sectors, (c) chemical waste prevented, managed and disposed of, and (d) chemically contaminated sites managed in environmentally sound manner.

Toward the achievement of these outcomes, the CCE manages its activity in three focus areas duly organized in three clusters: (a) climate change and disaster resilience (b) natural resource management, (c) chemicals and waste, where some projects (or operations) may coincide with more than one cluster.

In keeping with the UNDP guidelines, four categories of analysis were performed in connection with this OE, which pertained to (a) status of the outcome, (b) factors affecting the outcome, (c) UNDP contributions to the outcome, and (d) UNDP partnership strategy would lead the evaluation ratings. Status of the outcome relates to data and information provided by the UNDP M&E function within CCE. Factors affecting the outcome were investigated in a separate section by looking beyond the UNDP and individual projects. UNDP partnership strategy was reviewed on the basis of existing documents (UNDCS, UNDP) and interviews with partners. Finally, OECD DAC Evaluation Criteria (relevance, efficiency, effectiveness, sustainability and impact) were used to understand and evaluate UNDP's contribution to the outcome.

Ratings were assigned to each of the above stated CCE outcomes, where the evaluation was conducted in two tiers. In the first tier, all 13 projects were reviewed which in turn informed the second tier assessments and ratings for the outcomes. These ratings are accompanied by suggestions for improving UNDP's work in the given outcome and they articulate lessons learned that could help UNDP in designing activities in the same outcome.

This evaluation did not dwell on the dimension of relevance, since all activities and projects were highly relevant, as well as the sustainability dimension, which, for the most part, is being assured by the very nature of the CCE partnership strategy and model of intervention.

Two groups (UNDP and partners), two tiers (outcomes and outputs) and two main evaluation criteria (efficiency and effectiveness) were adopted as key analytical instruments to ensure expediency of the process and increase the reliability of the results to be obtained. Following desk review of documents, interviews were organized with all concerned UNDP staff as well implementing partners. This activity was scheduled over November and December 2018. UNDP's contribution to the outcome constituted the crux of the evaluation effort, which was handled in two parts. The part dealing with UNDP was examined by utilizing the "efficiency criterion" for the most part. The second part dealing with the partners was based on the "effectiveness criterion" which indeed goes to the heart of the matter and forms the core and the essence of this evaluation.

Analysis of efficiency was judged on the basis of how UNDP organizes its support and service to the country by looking at such dimensions as established systems, project design, M&E, annual work plans and budgets, quality of staff and staffing patterns, portfolio design, internal communications and coordination, client management, networking capability and the relevance of the pipeline. Supported by UNDP's trademark neutral position and highly positive image as a standalone asset, it is assessed that the UNDP side of the CCE portfolio is delivering its part very efficiently and cost-effectively.

As for the effectiveness inquiries with the partners, it was judged that there has been ample evidence of visible results witnessed in the form of capacity enhancements, project ownership and willingness to acknowledge UNDP's facilitating and honest brokerage role and its good quality technical support, and diligently delivering on their co-financing commitments, which has an impressive ratio of at least one to six. All of this can be summed up and described as positive change engendered. It is noteworthy that this achievement has been realized despite apparent setbacks in the country (discussed in detail in the report).

It should here be noted that outcome evaluation (OE) is quite different from project related evaluation, and the underlying methodology is still in evolution. OE may be an onerous process where some of the conventional project evaluation techniques are either inappropriate or difficult to apply. This evaluation adhered to the UNDP outcome evaluation guidelines, where much of the OE related wisdom is embodied, and did so for two reasons: to ensure standard coverage and make use of the accumulated experience in this domain. However, due to the natural differences in country and project contexts, a uniform and one-size-fits-all OE template is still not available for all circumstances to meet all needs. Therefore, every OE must also come up with its own complementary tools to get the job done.

In this vein, this OE attempted to devise its own tools in a humble manner while covering a vast array of documents, activities and projects. The sheer length of the resulting document, as well as the deluge of data and information being conveyed, could invariably distract some readers. Therefore, an explicit attempt was made to use graphics as much as possible to condense the textual part, clarify relations and highlight the salient patterns.

Principal findings of the evaluation concern the high level of progress in the gender mainstreaming dimension, very high level of co-financing achieved, balanced and rich portfolio valued at about US\$ 300 million, including co-financing, and a narrower scope (as opposed to ESD era), while sharpening focus on key areas. Minor problems were also noted by the evaluation which usually referred to process and procedure (such as procurement) rather than essence.

Recommendations for the future would involve some attention to be paid to (a) designing and implementing inter-portfolio interventions with distinct components in climate change,

economic growth and governance together with support from the SGP for trying out the ideas via pilot, (b) proceeding firmly with mainstreaming gender, (c) harmonizing strategy documents across UNDCS, UNDP CPD and portfolio level results framework, (d) bolstering central M&E via embedded satellite M&E function at the partners, (e) investing in the knowledge economy involved in the climate change related data problems with the transportation sector in Turkey, where there has been limited activity to date, and (f) investing in climate change related (or triggered) disaster management and resilience enhancement efforts.

Chapter 1 - Introduction

Purpose of the Evaluation

Evaluations are critical for UNDP to contribute advancing human development globally. Through the generation of evidence and objective information, evaluations enable the organization to make informed decisions and plan strategically together with its host government and other stakeholders.

In line with the UNDP evaluation policy and according to the UNDP Evaluation Plan for 2018, this “**Outcome Evaluation**” for the Climate Change and Environment Portfolio was commissioned to take place from October 2018 to January 2019.

The objective of the outcome evaluation is to review the portfolio and projects of UNDP Turkey Country Office contributing to the Climate Change and Environment Portfolio with a view to understand its relevance and contribution to national priorities for stock taking and lesson learning, and recommending mid-course corrections that may be required for enhancing effectiveness of UNDP’s development cooperation strategy.

Within the context of UNDP, an OE is an exercise traditionally repeated every five years to meet the management and strategic needs of the agency. An OE usually coincides with UNDP’s planning, funding and replenishment cycles, as well serve as a basis for periodic strategic assessments and new strategy development. The time period covered in this Outcome Evaluation is 2016 to 2020. The last such evaluation was performed in 2012 for the five-year period of 2006 to 2010, whereupon some 14 UNDP operations were evaluated to make assessments on the program (then called ECDS) and offer directions for the management. Annex E contains the recommendations made by this previous evaluation.

UNDP Turkey conducts its activity in Turkey via six focus areas:

- Inclusive and Sustainable Growth (ISG),
- Inclusive and Democratic Governance (IDG),
- Climate Change and Environment (CCE),
- Syria Crisis Response and Resilience,
- Gender Equality, and
- Private Sector

The above cited first three focus areas operate project portfolios for which three independent outcome evaluation efforts have been completed. This outcome evaluation (OE) pertains to the Climate Change and Environment Portfolio and is expected to be used in conjunction with the other evaluation results by the UNDP management.

Primary Audience of the Evaluation

While all UNDP technical staff might find something of interest in this evaluation, the primary audience is the portfolio level management and UNDP Turkey leadership. This evaluation has been commissioned at mid-course because there is a clear need to take a step back and assess the situation given that many changes have occurred in UNDP's institutional setting and actual portfolio content and coverage, as well as the host country itself.

UNDP has already been preparing itself for a new funding cycle as of 2020 as part of which a new Country Program Document (CPD) for 2021-2025 would be drafted. Now is the time for UNDP to take a look at the larger picture and consider any mid-course modifications and extensions to its approach and strategy, where warranted. Possible future avenues now being debated consist of UNDP's role in combating desertification in Turkey, greater degree of engagement in disaster management and mitigation, coping with the possibility of famine and other disasters connected with climate change, as well as explore new pathways for the agency in order to confront and deal with the challenges posed by the SDG's implementation, and attendant knowledge management. One critical discussion topic is to mainstream climate change in all UNDP activity as a cross cutting theme, very much like gender. This may require reflection and further analytical work part of which would be furnished via this evaluation.

Additionally, as of February 2019 UNDP Turkey plans to undertake an overall assessment of its activity and possibly consider alternative modes of operations based on the concept of Signature Solutions, as discussed below.

To reiterate, the purpose of this evaluation is to shed some light to these ongoing debates and discussions so as the agency may enhance and sharpen its role in Turkey, particularly at a time when the country is going through difficult times geo-politically (such as instabilities in the Middle-East), economically (such as the current economic headwinds and resulting downturn) and sociologically (such as rising unemployment and the handling and integration of Syrians under temporary protection in Turkey).

New UNDP Plan for the 2030 Agenda¹

In response to dramatic changes in the world exerting undue pressures on the institutions to cope with, in November 2017, UNDP launched a new blueprint for development in the 21st century which was aptly referenced as a “a new plan for a new era”. This new strategic plan marks a new direction for UNDP to support the realization of the 2030 Agenda. The plan was endorsed as an essential tool for UNDP to continue to evolve and adapt over the

¹<http://www.undp.org/content/brussels/en/home/presscenter/pressreleases/2017/11/28/a-new-plan-for-a-new-era-un-development-agency-charts-course-for-development-in-21st-century.html> To read the Strategic Plan in full, please visit: <http://undocs.org/DP/2017/38>

next four years. The nations of the world have committed to achieving the 2030 Agenda and the UN system has been tasked to support them.

This plan has been designed to be responsive to the wide diversity of the countries served by UNDP. This diversity is reflected in the three broad development settings described in the plan: **eradicating poverty; structural transformations; and building resilience**. It also describes how two new platforms; country-level and global, will enable UNDP to deliver its support in a more effective way.

The plan identifies six “**signature solutions**” against which UNDP will now align its resource and expertise, to make a real impact on **poverty, governance, energy access, gender equality, resilience and environmental sustainability**.

As well as formally endorsing the plan, the Board approved UNDP’s integrated resources plan and integrated budget estimates for 2018-2021.

Interventions Being Evaluated

The CCE portfolio aims to improve the capacity of authorities to plan and implement integrated approaches to environmental and energy development. In this context, UNDP has provided support to the Turkish Government in its efforts for the integration of global environmental concerns and commitments into national and regional planning. The CCE portfolio operates under three focus areas (themes):

- Natural resources and biodiversity,
- Chemicals and waste, and
- Climate change and disaster resilience.

Currently, the CCE portfolio has 18 full time staff with 20+ experts managing the projects. The combined overall value of the CCE portfolio for 2016-2020 is estimated at US\$ 64 M (UNDP CCE Portfolio Document, annex on Programme Results and Resources Framework). The principal funding agency is GEF. As part of the evaluation effort, 13 projects have been reviewed.

Report Organization

This report is organized in ten chapter and annexes, and to the extent possible adheres with the recommendations contained in UNDP’s Outcome Evaluation Guidelines.

Chapter 1: Introduction

Chapter 2: Description of the Intervention

Chapter 3: Evaluation Scope and Objectives

Chapter 4: Review of Existing Policies, Method and Instruments

Chapter 5: Outcome and Output Evaluation Methods
Chapter 6: Review of the CCE Portfolio Projects
Chapter 7: Output and Outcome Evaluation
Chapter 8: Findings and Conclusions
Chapter 9: Recommendations
Chapter 10: Lessons Learned

Readers with little time to spare to study the full document can safely begin with Chapter 6 and proceed to the next chapter on the discussion of the evaluation results. Readers with a policy orientation can read just the last four chapters. The annexes are for the specialist interested in details.

Chapter 2 - Description of the Intervention

What is Being Evaluated, Who Seeks to Benefit and Issues Addressed

This Outcome Evaluation is part of UNDP Turkey's Evaluation Plan aimed at assessing the impact of UNDP's development assistance in the Climate Change and Environment portfolio (abbreviated as CCE)².

The evaluation aims to provide information to the UNDP management strengthen its capacity to manage the development results.

The evaluation will assess the UNDP CCE Portfolio's contributions towards the progress made on outcome achievements, which have been identified in the programme or project results frameworks to which UNDP initiatives contribute.

The Outcome Evaluation (OE) is intended to guide performance improvement within the current CCE portfolio by identifying areas of strengths, weaknesses and gaps, especially in regard to the appropriateness of the UNDP partnership strategy, impediments to the outcome, possible mid-course adjustments, as well as offer lessons learned for the next programming cycle. Finally, the OE is expected to inform higher level evaluations within the UNDP.

Results Framework, Implementation Strategies and Key Assumptions

The CCE portfolio is being evaluated against the relevant Sustainable Development Goals (SDGs), the Country Development Strategy (UNDCS)³ and the Country Programme Document (CPD)⁴ both covering 2016-2020.

The specific UNDCS Outcome⁵ (labeled Outcome No. 1.3) consists of the following:

By 2020, improved implementation of more effective policies and practices will have been introduced on sustainable environment, climate change, and biodiversity by national, local authorities and stakeholders including resilience of the system/communities to disasters.⁶

²OUTCOMES are developmental changes between the completion of outputs and the achievement of impact, and are achieved in partnership with others partners.

³United Nations Development Cooperation Strategy (UNDCS) Turkey ,
<http://www.un.org.tr/wp-content/uploads/UNDCS-FInal- 2016 -1.pdf>

⁴Country Program Document (CPD)
<http://www.tr.undp.org/content/dam/turkey/docs/Approved%20CPD%202016-2020.pdf>

⁵The UNDCS level Outcome corresponds to the Goal in the conventional sense.

⁶This has been slightly reworded by the author to read like a complete sentence.

In the 10th National Development Plan (NDP) of Turkey, this particular Outcome corresponds to a National Priority or Goal which involves Livable Places and Sustainable Environment, as per section 2.3 of the NDP.

The specific Outcome to be evaluated involves four distinct **results** as listed below:

Result 1: Enabling legal frameworks and models for conservation and sustainable use of biodiversity and ecosystems in place

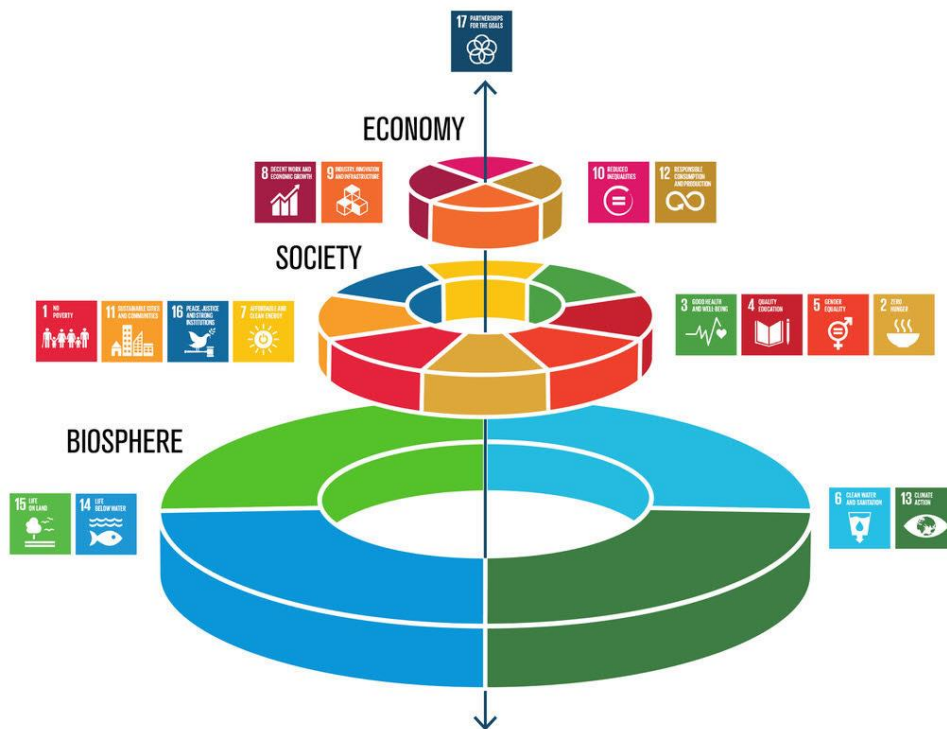
Result 2: Scaled up actions on climate change adaptation and mitigation across sectors

Result 3: Chemical waste prevented, managed and disposed of, and chemically contaminated sites managed in environmentally sound manner

Result 4: Stronger systems and capacities for risk-centered and integrated disaster management.

The CCE Portfolio works with the entire set of Sustainable Development Goals (SDGs)⁷ as illustrated in the Figure 1 shown below.

Figure 1: Schema for CCE Coverage of the SDGs



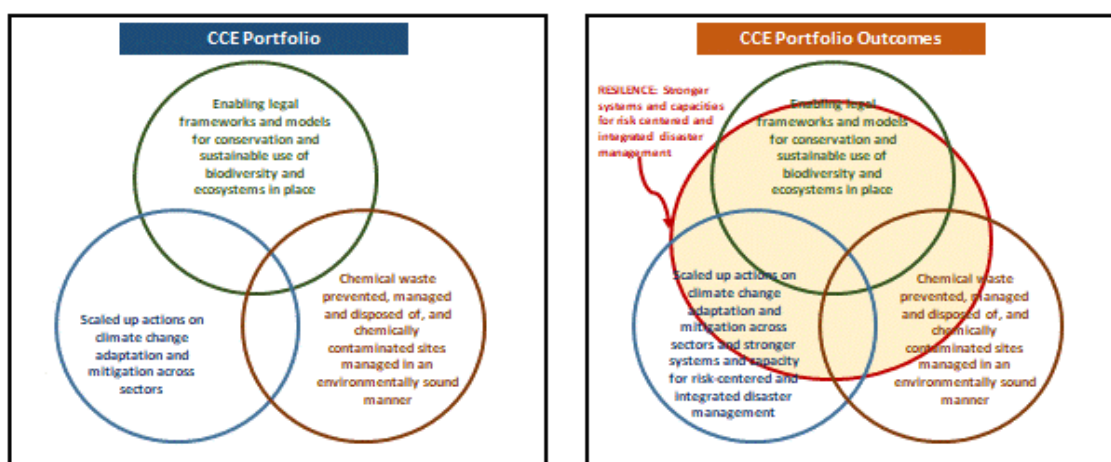
Graphics by Serkan Kucukozkan

⁷ The entire set of 17 SDGs are presented in the UNDP web site:

http://www.undp.org/content/dam/undp/library/corporate/brochure/SDGs_Booklet_Web_En.pdf

The twin charts shown below (Figure 2) are intended to visually depict the CCE Portfolio, where there are three themes (left hand side of the diagram), and associated with these themes are four principal outcomes. The projects are organized in terms of themes, but outcomes are assessed in terms of the four impacts shown on the right-hand side of the diagram. It should be noted that while integrated disaster management can become a separate area of intervention, it may well cut across the three other outcomes and extend beyond.

Figure 2: The CCE Portfolio and Associated Outcomes



Key Assumptions and Risks

The key assumptions and risks are listed in the United Nations Development Cooperation Strategy (UNDCS), Turkey, 2016-2020, and are reproduced below.

The UNDCS has been drafted based on two assumptions:

- political stability will prevail during the programme period; and
- continuing global economic downturn will not negatively impact the ability of the government to allocate the required resources to realize its development agenda.

With respect to (ii) above, much of the government's ability to accelerate human development, reduce disparities, improve governance and reduce poverty will depend on how the continuing global economic downturn plays out in Turkey in the years ahead. This will not only affect Turkey's growth prospects but will also have implications for the government's ability to mobilize and allocate the required resources for its planned investments in various social and economic sectors, and particularly to create employment.

With respect to the output related assumptions and risks, Table 1 provides the necessary background information in conjunction with the portfolio indicators and related baselines and targets with respect to the existing Results Framework.

Table 1: Assumptions and Risks

Outcome Indicator	Units	Baseline	Target	Assumptions and Risks
Number of ha of forest landscapes with integrated forest plans developed and under implementation	ha	0	510,000	Assumptions
				(i) MRV system is in place and in practice.
				(ii) Global Systemic Development of Carbon Credit systems (market and/or other) provides long term viable and adequate support for sectors credit generation.
				Risks
				(i) Institutional complexities limit implementation of updated policy framework
				(ii) Limited technical capacity in the Ministries and Private Sectors to implement MRVs
Number of tons of GHG emission reduction	Million ton CO2 Equiv.	0.402	1.3	Assumptions
				(i) MRV system is in place and in practice.
				(ii) Global Systemic Development of Carbon Credit systems (market and/or other) provides long term viable and adequate support for sectors credit generation.
				Risks
				(i) Institutional complexities limit implementation of updated policy framework
				(ii) Limited technical capacity in the Ministries and Private Sectors to implement MRVs
Number of tons of hazardous chemicals and waste including POPs managed, treated and disposed of in an environmentally sound manner.	tons	238	3040	Assumptions
				(i) Cost effective business arrangements for required technology are available.
				(ii) Continuous and high-level ownership from MFA to support reforms.
				Risks
				(i) The technology is not suitable, sustainable, effective or affordable.
Stronger systems and capacities for risk-centered and integrated disaster management	N/A	N/A	N/A	Assumptions
				N/A
				Risks
				N/A

Source: UNDCS Turkey 2016- 2020

National Priorities and Program Goals

The 10th National Development Plan (10th NDP, 2014-2018) outlines Turkey's national development priorities. It provides a human development-oriented framework for high, stable and inclusive economic growth (average GDP growth projected at 5.5%), with sound use of natural resources and strengthened fundamental rights and freedoms as well as more effective contributions to global and regional agendas. Significant GDP growth (average 7.2%) from 2002 to 2006 declined to 3.3% (2007-2012) and 2.9% in 2014, partly due to the global crisis. The consumption-driven growth pattern, decreasing productivity, insufficient R&D investments⁸ and domestic savings⁹ hampered further progress. The 10th NDP therefore prioritizes value added in manufacturing and enhanced innovative and entrepreneurial capacity to make the economy more competitive and innovation-driven.

With respect to the core areas covered under the CCE, the 10th NDP offers some disconcerting assessments.

Water availability & pollution: Per capita usable water in Turkey may decrease to 1100m³ in 2030 from its present level of 1500 m³, unless proper action is taken to conserve the country's water resources. Although conservation plans for Turkey's 26 basins for sustainable natural resource management have been prepared, only one has been put into operation.

Land degradation: The most widespread form of soil degradation is erosion. Some 59% of total agricultural land, 64% of pastureland and 54% of forestland is subject to erosion¹⁰. Heavy erosion is driven by natural (e.g. climate & steep topography) and man-made (e.g. irrigation, overgrazing) factors.

Forest degradation: Similar to land degradation, forest degradation is also triggered by both man-made (e.g. overgrazing, fires, tourism, urbanization) and natural factors. Turkey has extensive know-how on forest management; however multidimensional and multifunctional forest management is an area that needs more attention and effort. Turkey's potential on afforestation and high capacity with seedlings are two intervention areas for combating desertification, erosion control, and land neutralization.

Loss of biodiversity: Covered almost entirely by three biodiversity hotspots¹¹ and hosting around 10,000 plant species and 80,000 animal species, Turkey commands unique and rich biodiversity endowments. However, some parts of Turkey's rich biodiversity are currently threatened and will face increased pressure in the future. This is largely due to the effects of tourism, urbanization, industrial and agricultural development, as well as those related to major infrastructure projects in rural areas.

Brown pollution: Like other countries, Turkey has a history of synthetic organo-chlorinated pesticide (OCP) use, including significant use of Persistent Organic Pollutants (POPs)

⁸ Turkstat: Statistics on Research and Development Activities

⁹ Current account deficit amounted to 7.9% of GDP/2013, consumption for 70.9% of GDP, and total domestic savings/GDP was 13.4% (Turkstat: National Income Statistics; Central Bank: Balance of Payments Statistics; Ministry of Development: MTP2015-2017)

¹⁰ National Strategy and Action Plan on Combating Erosion, 2015

¹¹ The Caucasus, the Iran-Anatolian and the Mediterranean biodiversity hotspots

pesticides and Unintended POPs (U-POPs). The only remaining designated POPs pesticide stockpile is the one in the Derince District of Kocaeli in Izmit, globally the largest single POPs legacy. Regarding contaminated sites, there is no formal regulatory data that would provide an inventory of such sites however as a fast-growing country it is obvious that there will be a side effect of industrial development as brown-side pollution. The challenge for Turkey is therefore to effectively implement the chemical related Conventions, inclusive of a national monitoring system, inventory and elimination/remediation of contaminated sites in an environmentally sound manner.

Disaster: Turkey is exposed to earthquakes, droughts, heavy rain and flooding, landslides, rock falls, forest fires, wind and snowstorms, avalanches, heat waves and fog. More than ninety-five percent of Turkey's territory is significantly exposed to geophysical hazards. The Road Map on Climate Change and Climate Change Induced Disasters for 2014-2023 has been developed by AFAD, Turkey's disaster management agency. However, despite considerable effort, challenges remain in relation to the building of a disaster resilient society, including the development of a comprehensive, multi-hazard approach to disaster risk reduction, establishment of a risk-centered integrated disaster management system, coordination at the national and local level and society's preparedness for hazards and risks.

Climate Change: Turkey is among the medium to high risk countries in terms of both present climate, climate change and variability, and future climate, considering that Mediterranean Basin has been indicated as one of the most vulnerable regions in the world to the impacts of climate change (IPCC, 2007), with risks to agricultural production, water supply, natural resources, ecosystems, public health, and consequent damage to livelihoods. There has been a coherent warming trend during summers in Turkey since 1960. The expected increase in the annual mean temperature is around 2°C to 3°C for the period 2071 – 2100 compared with the 1961-90 period. But this is not evenly spread within the country either geographically or seasonally i.e. western parts of the country may experience temperature increases of up to 6°C in summer. Changes in precipitation are composed of decreases during winter in the west and increases during autumn in the north.

Turkey's total greenhouse gas emissions, including the land use, land use change and forestry (LULUCF) sector, increased from 188 million tons of CO₂ equivalent in 1990 to 400 million tons of CO₂ equivalent in 2013; implying a 113% increase¹². At the international level, Turkey's special circumstances have been recognized under the United Nations Framework Convention on Climate Change. While committing to making a contribution to the global combat against climate change, Turkey's National Climate Change Strategy (NCCS) and National Climate Change Action Plan (NCCAP) underline the "common but differentiated responsibilities" principle and provide a road map with short, medium and long-term objectives, policies and measures for each sector. More effective utilization of financial resources, ensuring better coordination, strengthening of data collection and reporting mechanisms, promoting technology transfer, innovation and R&D capacities, improving human resources and increasing public awareness in the field of climate change are among the cross-cutting elements referred in the action plan. Turkey aims to contribute to the collective efforts to combat climate change in line with its national circumstances and capabilities. In this scope, as of September 2015, Turkey submitted its Intended Nationally Determined Contribution (INDC) to UNFCCC towards achieving the ultimate objective of the Convention, which targets up to 21 percent reduction in GHG emissions from the business-as-usual level by 2030. This development will

¹²National Greenhouse Gas Inventory Report 1990-2013, Turkish Statistical Institute, 2015.

enable Turkey to embark upon low-carbon development pathways compatible with the long-term objective of limiting the increase in global temperature below 2°C. Furthermore, Turkey also takes active part in international climate change negotiations and this is demonstrated by its recent effective participation in 2015 Paris Climate Conference (CoP21) by a Delegation composed of representatives from all relevant public and private sector institutions, universities, non-governmental and international organizations. Consequently, Turkey is committed to contribute to the post-2020 climate change regime in line with its “special circumstances” under the principles of “common but differentiated responsibilities” and “respective capabilities” of the Convention.

Turkey’s environmental performance, as measured by the Environmental Performance Index (EPI) of Yale University, has improved by 9.03% in the last 10 years. EPI 2014, ranking countries according to environmental health and ecosystem vitality performance, listed Turkey as 66 out of 178 countries. Turkey’s performance is high at areas like air quality and water sanitation while too poor to rank not better than 133 out of 178 at biodiversity and habitat indicator. Despite Turkey’s rich biodiversity, only about 7.24¹³ percent of Turkey’s territory is considered protected, falling short of EPI, CBD, and OECD targets. Furthermore, only 1.2% of terrestrial area is “strictly” protected, qualifying for IUCN categories I and II, with an addition 1.6% in IUCN categories III and IV.

Turkey’s ecological footprint, demand of human consumption, is 2.7 global hectares (GHA), while Turkey’s bio-capacity, supply of productive land available to meet this demand, and is 1.5 GHA in 2011. As a result, Turkey is a bio-capacity deficit country with (-) 1.1 GHA in 2011. Contrarily, Turkey was a bio-capacity reserve country since 1989. As Turkey consumes its natural resources faster than the speed they can renew themselves, since 1989, it has been running a bio-capacity deficit.

CCE Outcome and UNDCS

As already pointed out above, the CCE portfolio operates under Pillar 1 of the UNDP Turkey Country Cooperation Strategy. This pillar is labeled: Sustainable, Inclusive Growth and Development. It has three outcomes where the third one corresponds to the CCE mandate, as discussed below.

Result 3 (Outcome 1.3): By 2020, UNDP aims to arrive at improved implementation of more effective policies and practices for all men and women on sustainable environment, climate change, biodiversity by national, local authorities and stakeholders, including resilience of the system/ communities to disasters¹⁴.

Rationale: The pressure on the environment caused by Turkey’s growth and rapid urbanization continues. Urban population growth has outstripped the development of urban and peri-urban infrastructure and reduced green spaces. The temperature is expected to rise by 2-3 degrees

¹³<http://www.milliparklar.gov.tr/korunanalanlar/korunanalan1.htm>

¹⁴United Nations Development Cooperation Strategy (UNDCS) Turkey 2016-2020, Government of the Republic of Turkey and the United Nations System in Turkey (Outcome 1.3 has been slightly re-worded to form a complete sentence)<http://www.un.org.tr/wp-content/uploads/UNDCS-FInal-2016-1.pdf>

Celsius by 2100, and climate change threatens agricultural production, natural resources, ecosystems, public health and livelihoods.

A National Environment Strategy has been adopted for 2007-2023, and “Livable Places; Sustainable Environments”, which combines issues related to the environment and urbanization with rural and regional development concerns, has been identified as one of the four main objectives of the Tenth Development Plan. In this context, environmental problems associated with economic growth need to be addressed, such as pollution, rising greenhouse gas emissions, depletion of water, soil and other natural resources and loss of green spaces. These issues are affecting health and the quality of life – especially for disadvantaged people – and threatening biodiversity, food security and the sustainability of economic growth, while increasing the risk of natural disasters. The UN will focus on strengthening the “capacity to prevent and respond” to environmental degradation, particularly in relation to biodiversity, forest management and chemical waste prevention and management. Support will also be extended to the relevant ministries for the integration of biodiversity and ecosystem services into development planning.

Turkey is a party to the Convention on Biodiversity and a National Biodiversity Strategy and Action Plan have been drafted to preserve its extraordinary biodiversity. The UN will support the government in reviewing and revising legislation for protecting wetlands, forests and other natural sites. Turkey is a party to the United Nations Framework Convention on Climate Change and has adopted a National Climate Change Strategy and National Climate Change Action Plan. A new regulatory framework on monitoring has been adopted. The UN in Turkey will support the Government in the development of technical capacity for climate change mitigation and adaptation. Turkey is party to the UN Convention on Combating Desertification and has adopted a National Strategy on Combating Desertification (2013-2023) and a National Action Plan on Combating Desertification (2014-2018), the preparation of which received support from the UN. Similarly, the UN will support the Government’s effort to resolve Turkey’s challenges with Persistent Organic Pollutants and related land contamination nationwide, and hence to meet its commitments to the Stockholm Convention.

Turkey has significantly advanced its capacity to manage and mitigate disaster risk, also strengthening its legal and institutional framework. Nevertheless, further enhancement of the capacities of national and local governments and individuals is needed to build a disaster-resilient society. The UN will support the Government’s efforts to build the resilience of communities including their most vulnerable members and to ensure national preparedness in line with the Sendai Framework for Disaster Risk Reduction.

UNDP CCE Partnership Strategy

Partnership Modalities: UNDP CPD indicates that the CCE outcome will ensure the voice of all stakeholders on environmental issues and enable ecosystem services to be valued and their benefits shared. It will focus on strengthening the “capacity to prevent and respond” to environmental degradation, particularly in relation to biodiversity, forest management and chemical waste prevention and management. Support will also be extended to the relevant ministries for the integration of biodiversity and ecosystem services into development planning. Climate change adaption and mitigation action across sectors, initiatives to strengthen systems and tools for risk-centered and integrated disaster management and increasing the resilience of

society will be prioritized taking account of differentiated gender impacts. The primary target will be rural populations in sensitive biodiversity/hot spots.

Major Partnership Frameworks: Effective partnerships were established with the following public agencies via projects.

- Ministry of Environment and Urbanisation
- Ministry of Agriculture and Forestry
- Ministry of Industry and Technology
- Ministry of Treasury and Finance
- Disaster and Emergency Management Authority of Turkey
- Presidency of Strategy and Budget, Presidency of Turkey
- Ministry of Foreign Affairs
- NGO Gold Standard
- Private Sector (Coca Cola, Merkim, Kardemir, Isdemir, Bedas, Etimaden, Igsas, Sedas, Bosch, Turk Sugar Factories)
- European Union
- Global Environmental Facility
- Yale University
- Doğa Koruma Merkezi – DKM (Nature Conservation Center)
- GUNDER – International Solar Association Turkey Section

The partnership strategy indicates that synergies with other programme components would be exploited– for example in the promotion of environmental technologies through innovation and biodiversity friendly value chains, gender-responsive disaster and climate risk management and improving social and environmental benefits in sectors such as energy, forestry, transportation and services.

Gender Equality: Informed by its policy analysis, UNDP would also focus on the engagement of women. The Gender Equality outcome will be cross-cutting and contribute both to reduced discrimination and to gender-sensitive policy-making through the development of inclusive gender-responsive tools. It will support the strengthening of the national gender equality machinery and its extension to the local level, targeting regions of greatest inequality. Models for gender mainstreaming will be introduced in selected local authorities and promoted country-wide. Pilot interventions for increased women’s economic empowerment will be used to inform relevant policies.

South-South Cooperation: Continuous efforts would be made to ensure that all aspects of the country programme contribute to regional/global knowledge sharing through south-south and triangular cooperation (SS/TC), sharing Turkey’s tools and practices, including on sustainable forest management, agricultural development and entrepreneurship prioritizing implementation of the Turkey-UNDP PFA. As such, all outputs and programs would aim to share Turkey’s experience and knowledge with relevant countries and benefit from UNDP’s presence in countries of interest for Turkey. Building on its long-standing partnership with TIKA, UNDP will also aim to work with other ministries to support Turkey’s institutional and human resources infrastructure for international cooperation, thus supporting its international development cooperation efforts in the multinational arena.

In addition to collaboration with other UN agencies, civil society, young people and the media, innovative and policy-oriented partnerships would be developed with emphasis on developing partnerships with national and international research institutions to strengthen the knowledge

base and share experience with the development community. Partnerships with the private sector would promote sustainable business as a core practice. The majority of programme resources will come from a mix of government, the EU, GEF, bilateral sources and the private sector.

Scale of the Intervention and Resources

The CCE Portfolio operates within the context of UNDP Country Office. According to 2018 data, UNDP Turkey Office has a total annual budget of US\$ 42million, against a total expenditure of US\$ 29 million, involving a total of 43 projects and 23 donors¹⁵. The average annual CCE expenditure budget is US\$ 5 million, with a GEF funded portfolio of ongoing projects valued currently at about US\$ 33 million. For the entire duration of the evaluation period the portfolio value is estimated at about US\$ 64 million, with additional project co-financing equivalent to around six times the core budget.

The CCE portfolio has 18 fulltime staff and more than 20 experts assigned to the individual projects. It is expected that the current pipeline will generate ten new projects within the next few years.

GEF-Funded Projects in the CCE Portfolio: The bulk of the OE involves the GEF financed projects under UNDP management. There is one new project in the GEF-7 funding cycle and three ongoing projects in the GEF-6 funding cycle. There are four projects under GEF-5 cycle where the First Biennial Report (FBR) activity has closed, with the remaining projects ongoing. Under GEF-4 were three projects, all which were closed. Table 2 below shows all projects in the GEF 4-5-6-7 funding cycles, ten of which are being evaluated under the Outcome Evaluation exercise. The project which is left outside of the current scope (but still shown in the table) is Energy Efficiency of Appliances (ID: 3565) Project.

¹⁵ <http://www.tr.undp.org/content/turkey/en/home/about-us/funding-and-delivery.html>

Table 2 : GEF Projects in the CCE Portfolio

UNDP Operations in Turkey Funded by GEF Grant Funds (US\$ Million)

ID	Title	Focal Areas	GEF Grant	Cofinancing	Period	Status	Co-Fin Ratio
5673	Promoting Low Cost Energy Efficient Wooden Buildings in Turkey	Climate Change	3,800,000	34,000,000	GEF-7	On-Going	8.95
9746	Support for the Preparation of Turkey's Seventh National Communication (7th NC) and Third Biennial Report (3rd BR) to UNFCCC	Climate Change	852,000	300,000	GEF - 6	Ongoing	0.35
9233	Addressing Invasive Alien Species Threats at Key Marine Biodiversity Areas	Biodiversity	3,344,654	13,200,000	GEF - 6	Ongoing	3.95
9081	Promoting Energy-Efficient Motors in Small and Medium Sized Enterprises (PEEMS)	Climate Change	3,750,000	28,340,000	GEF - 6	Ongoing	7.56
5813	Turkey's First Biennial Report (FBR)	Climate Change	352,000	60,000	GEF-5	Completed	0.17
5732	Sustainable Energy Financing Mechanism for Solar PV in Forest Villages in Turkey	Climate Change	3,780,000	52,500,000	GEF - 5	Ongoing	13.89
4601	POPs Legacy Elimination and POPs Release Reduction Project	Persistent Organic Pollutants	10,815,000	84,664,584	GEF - 5	Ongoing	7.83
4469	Integrated Approach to Management of Forests, with Demonstration in High Conservation Value Forests in the Mediterranean Region	Biodiversity, Climate Change	7,120,000	21,430,000	GEF - 5	Ongoing	3.01
3747	Improving Energy Efficiency in Industry	Climate Change	5,900,000	29,083,400	GEF-4	Completed	4.93
3565	Market Transformation of Energy Efficient Appliances in Turkey	Climate Change	2,710,000	2,946,600	GEF-4	Completed	1.09
2942	Promote Energy Efficiency in Buildings	Climate Change	2,620,000	14,960,000	GEF-4	Completed	5.71
Totals			45,043,654	281,484,584			6.25

<https://www.thegef.org/projects>

Source: GEF web site. <https://www.thegef.org/>

The above table was prepared by using data from the GEF web site. It shows as a separate column the co-financing ratio for each project. Unlike earlier ones, this OE will probe more deeply into the phenomenon of co-financing, which, in the evaluators' opinion, represents a key efficiency and sustainability indicator. It is being observed that the projects funded via the so-called GEF Enabling Activity mechanism (projects bearing ID numbers 9746 and 5813) have very low co-financing ratios due to their very nature (shorter duration interventions with narrower mandates involving production of reports and some technical assistance).

The three additional projects evaluated which lie outside of the GEF funding are (a) Adapting Agriculture to Climate Change in Konya (CC Konya), (b) Enhancing the Use of Wood, and (c) Strengthening National Capacity to Address the Environmental Impacts of Humanitarian Responses to Population Displacement in Turkey.

Chapter 3 - Evaluation Scope and Objectives

Background and Context

The CCE portfolio aims to improve the capacity of authorities to plan and implement integrated approaches to environmental and energy development. In this context, UNDP has provided support to the Turkish Government in its efforts for the integration of global environmental concerns and commitments into national and regional planning. The CCE portfolio operates under three themes: (i) natural resources and biodiversity, (ii) chemicals and waste and (iii) climate change and disaster resilience.

Under its Portfolio, the Country Office has been working to assist the country to support environmental governance and sustainable development by focusing on improving the capacity of authorities to plan and implement integrated approaches to environmental and energy development. In this context, UNDP has provided support to the Turkish Government in its efforts for the integration of global environmental concerns and commitments into national and regional planning. Meanwhile, Turkey's determination to join the EU has reinforced the need to focus on the environmental agenda as manifested in efforts towards moving the country to climate resilient and environmentally sustainable policies and practices.

UNDP works with the Government, non-governmental organization (NGOs) partners and the private sector to develop and increase their capacity for sustainable management of agriculture, fisheries, forests, and energy for a pro-poor approach to conservation, putting in place the right mix of regulatory and financial incentives, removing institutional and policy barriers, linking partners through pilot projects, and creating enabling environments that attract and drive private sector investment into green development. Towards this end, UNDP assists partner countries to access, combine and sequence resources from a wide range of funds, and financial instruments and mechanisms.

Through collaboration with the Global Environmental Fund (GEF) and other partners, UNDP supported national efforts to sustain biodiversity, catalyze investments into green technologies, practices and enterprises, and promote energy efficiency and conservation. UNDP supported programmes and projects are developed and executed by national governments which ensure national ownership, and occasionally international agencies and NGOs, while a wide range of public and private sector agencies and institutions including local communities and government bodies, are involved in project implementation.

Reminder on the Conceptual Framework

The CCE portfolio Outcome Evaluation was carried out in full recognition of the fact that an **"Ecosystem Approach" is being advocated** for the integrated management of all-natural resources and their conservation and sustainable use in an equitable manner.

The CCE portfolio (CCEP) promotes change at scale through investing in national capacity to respond in addition to piloting and prototyping development solutions that have the potential to lead to transformational change. An ecosystem approach lends itself nicely to prototyping.

Thus, the CCEP's focus is more on the early and intermediate stages of transformation that will eventually lead to impact at scale.

CCEP's targeting strategy recognizes that changes in the ecosystem impact on livelihoods of the poor (i.e. poor farmers and forest villagers). Furthermore, it is increasingly evident that women are disproportionately and negatively affected by land use change and climate change impacts. In terms of geographic areas, the CCEP's has also targeted non-urban areas and rural populations living in sensitive biodiversity areas/hot spots.

Through collaboration with the GEF and other partners, UNDP supported national efforts to sustain biodiversity and to promote energy efficiency and conservation. To be able to offer its support and fulfill its core development mandate, UNDP has worked and continues working with government and non-governmental organization (NGOs) partners to increase their capacities for sustainable management of agriculture, fisheries, forests, and energy for a pro-poor approach to conservation.

In addition to assessing the overall result and development impact of the above-mentioned initiatives, this evaluation also takes into consideration the impact of these programs on **cross-cutting issues** identified in the CPD, such as **gender equality**.

In light of the above, the CCEP OE is undertaking a **constructive critique of the outcome formulation** itself (and the associated indicators), which is integral and fundamental to the scope of outcome evaluation. The evaluator will strive to make recommendations on how the outcome statement can be improved in terms of conceptual clarity, credibility of association with UNDP operations and prospects for gathering of evidence.

Status of the Outcome

While UNDP has undeniably been able to deliver on its strategic outcome, and engender positive change (to be elaborated later in his report), this was partly hampered by the events in the country, and the international scene. More specifically, we construe that the CCE Portfolio's Outcome (box below) has been affected by various domestic and international developments, which have a bearing both on level of its interim achievement as well as expected end-of-period level of achievement.

By 2020, improved implementation of more effective policies and practices will have been introduced on sustainable environment, climate change, bio-diversity by national, local authorities and stakeholders including resilience of the system/communities to disasters.

The current CCE Outcome is an expanded version of the earlier and narrowly focused outcome statement for ESD. Despite its larger scope (policy level interventions) and higher level of ambition embodied in this Outcome statement, the overall operating environment and conditions in the country have in general been less clement, verging perhaps on the unfavorable.

The first half of the five-year evaluation period has been beset by political turbulence in the country which has caused numerous implementation delays with projects, both for ongoing projects and for those being prepared. The traumatic event in this connection was the failed coup attempt of July 2016, which has had negative repercussions in the economic, political and social environment in the county.

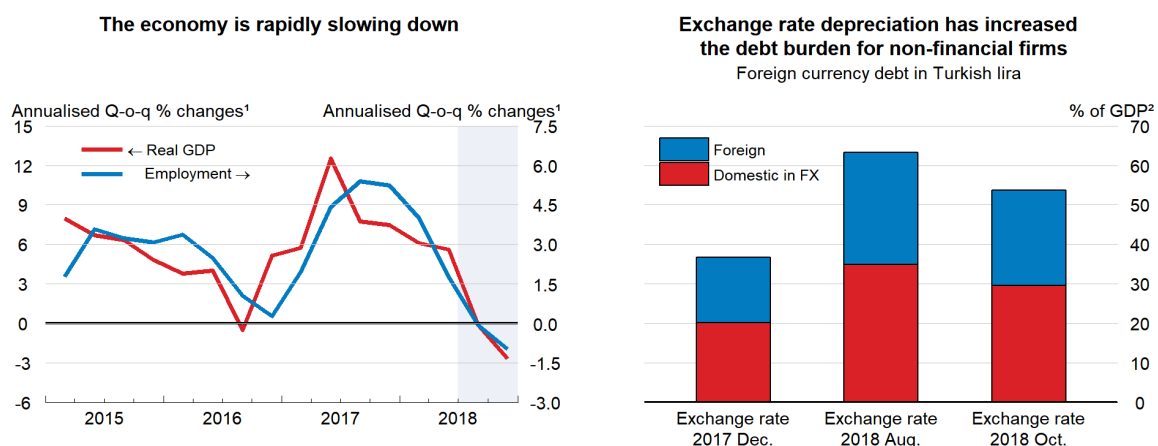
The second half of the evaluation period is equally inopportune because it is marked by the onset of a macro-economic recession accompanied by significant currency depreciation.

These events and development affecting the CCE Portfolio performance are briefly discussed below.

July 2016 Failed Coup Attempt and Accompanying Events: Despite many years of steady progress accompanied by an unprecedented reduction in poverty, economic, political and social uncertainty in Turkey sharply increased due to a failed coup attempt in July 2016 and ensuing political challenges, which were also exacerbated by a weak global economy. Thus, economic growth decelerated to 2.9 percent in 2016, from 6.1 percent in 2015. Turkey's resilient growth engine was seriously challenged by these changes in domestic and external conditions in the presence of long-standing structural rigidities. In particular, inadequate domestic savings, relative to Turkey's investment needs, pose a risk in an environment of tightening global liquidity and rising borrowing costs. At the same time, low labor force participation by women and youth risks dampening growth in labor income, the main avenue for poverty reduction. Finally, the sustainability of Turkey's growth model is being challenged by structural constraints on productivity and a rising environmental footprint.

Recent Downturn in the Domestic Economy: According to OECD, following a long period of strong growth and significant external borrowing, the exchange rate started depreciating steadily since mid-2017. Intensified market pressures in August 2018 led to a further depreciation of around 30%, which was followed by a partial recovery (Figure 3). OECD forecasts that the Turkish economy will contract in 2019. A gradual recovery in domestic confidence and demand is projected to help growth to recover in 2020. Regaining business, household and investor confidence in monetary and fiscal policies will be crucial. Central Bank independence accompanied by tight monetary policy should ensure that inflation converges to target. Fiscal targets should be realistic and meet to maintain credibility, which would be supported by the publication of quarterly general government accounts according to international standards. These projections assume that the impairment of corporate balance sheets will remain limited.

Figure 3: Declining Growth and Depreciating TL



Source: OECD, <http://www.oecd.org/economy/turkey-economic-forecast-summary.htm>

Transition to Executive Presidency: Turkey has already embarked upon the Executive Presidency model of government with regard to the arrangement of relations between the legislative, executive and judiciary branches. In a quest for a rationalized system of governance, the executive presidency requires a redesign of the constitution with accompanying changes on the election of the executive, legislative and judicial bodies. These changes are currently underway and in the short run will impact the usual manner of doing business with the Government. Although, the new system promises speedy action on the part of the public bodies, there will be uncertainties in the short-run which will impact project implementation and processing of new ones.

Positive Aspects: While important changes were happening in the country, involvement of UNDP project staff has helped smoothen the transition at a time when the public sector personnel turnover was at its peak following the June 2016 coup attempt. With regard to climate change investments by the UNDP, the Government passed a new National Energy Efficiency Action Plan in January 2018 which holds great promise for streamlining the course of energy efficiency projects being implemented by UNDP. Meanwhile, recent depreciation of the TL has raised the value of the project funds denominated in US\$ terms, and this has helped in bridging certain funding shortages for the implementing partners in 2018.

Chapter 4: Review of Existing Policies, Methods and Instruments

High Level Policy and Strategy Documents

Three distinct documents dealing with high level policy and strategy were reviewed. They consist of:

- UNDCS
- CPD
- CCE Portfolio Document

Each document contains descriptions of partnership strategies, financing streams, and intervention modalities, and are all accompanied by a Results Framework. Whilst each document contains valuable information, a somewhat different and non-standard version of the Results Framework has been used. Ideally, it would be desirable to have a single and standard format for all RFs, with varying degrees of detail (and depth of content) but without changes in the format itself. This would enable easier communication and transfer of information between these critical tools. The main problematic aspect with the first RFs is that they match program goals (or CCE Portfolio Outcomes) with project level indicators for certain outcomes for a limited number of interventions, and not for the entire portfolio. None of the RFs is accompanied by Indicator Reference Sheets that describe fully how the indicators are to be measured, data collected, by whom and how quality control would be affected.

Assessment of the Indicators

An assessment is being made whether the outcome indicators chosen are sufficient to measure the outcomes and investigate what other SMART (specific, measurable, achievable, relevant and time-bound) indicators (Table 3 below) can be suggested to measure these outcomes. This review will also look into whether sufficient progress has been achieved vis-à-vis the outcomes as measured by the outcome indicators as far as the effectiveness criterion. This effort will also comprise whether the monitoring and evaluation indicators represent the appropriate set of links between outputs and outcomes and whether there would be a need to reframe or improve these indicators.

Table 3: Attributes of SMART Indicators

S	Specific	Outcomes must use change language, describing a specific future condition
M	Measurable	Results, whether quantitative or qualitative, must have measurable indicators, making it possible to assess whether they were achieved or not
A	Achievable	Results must be within the capacity of the partners to achieve
R	Relevant	Results must make a contribution to selected priorities of the national development framework
T	Time-bound	Results are never open-ended. There should be an expected date of accomplishment

Source: Project Level Evaluation – Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects, 2012
<http://web.undp.org/evaluation/documents/guidance/GEF/UNDP-GEF-TE-Guide.pdf>

Outcome Related Indicators: We find that when it comes to evaluating the outcomes, certain SMART indicators are not always appropriate. We note that the attributes of “specific and time bound are particularly problematic as discussed below.

The “Specific” Attribute: While still preserving a good degree of specificity, the outcome indicators may also exhibit some generality in order to encompass the entire portfolio rather than implicitly or explicitly refer to specific project activities.

The “Time-Bound” Attribute: The portfolio outcome indicators should be somewhat linked with the portfolio outputs (i.e., the projects), but they should not be inextricably intertwined with those of the projects. Some results may extend well beyond the project life, as well as the portfolio implementation duration, but may still be reflected in the project’s RF.

Output Related Indicators: For the most part project-based output indicators comply with the SMART criteria. However, some project RF’s make reference to overall national targets, or to targets that go beyond the project timelines and mandates.

Proposed CCE Portfolio Level Indicators

Technical Indicators:

- CONFIRMED: Areas (ha) under IAS and SFM are appropriate as indicator
- CONFIRMED: Chemicals legacy eliminated is an appropriate indicator
- MODIFIED: Power generated in renewable energy and carbon emissions reduced via EE are too modest to use as indicator. Our guidelines should be to have impacted at least 1% of the national magnitude (450 million ton CO2 equivalent)
- NEW: GEF indicator - Number of beneficiaries is a good indicator
- NEW: Enhanced quality and depth of reporting to UNFCCC is a good indicator

Financial Indicators:

- NEW: Financial leveraging ratio is a proposed new indicator
- NEW: Overall value of the portfolio - such as US\$ 300 million is a new indicator
- NEW: Total Share of the Market (GEF)

Organizational Efficiency/Effectiveness Indicators

- NEW: Covering and having an ongoing operation with at least half of the directly concerned government agencies is a good indicator
- NEW: Number of distinct NGO's and private sector entities that the CCE is partnering with is a good indicator
- NEW: Number of Distinct Public Partners is also a good indicator

- NEW: Diversity in the sources of funding is a good indicator (number of entities actively contributing funds)
- NEW: Capacity built - need to quantify and measure it though - is an excellent one. One possible indicator is the number of active projects being managed by partner organizations as disclosed on their web sites.
- NEW: Mainstreaming gender in the sector work is a good indicator –and relatively easier to measure
- NEW: Number of distinct pieces of legislation contributed is a good one - hard to measure but useful.
- NEW: Completing at least three fourths of the projects without time extension is a good indicator
- NEW: Number of SDGs directly contributed to is a good indicator for the portfolio
- NEW: Synergy and cross-fertilization between projects and themes would be a good indicator if it can be measured.
- NEW: Coverage (of disciplines in CCE, rural/urban dichotomy)
- NEW: Adaptive and flexible project designs with components evolving into to standalone future projects, and perpetuating learning.

Social Indicators

- NEW: Number of beneficiaries (new core GEF indicator)
- NEW: Partner Satisfaction

Overall Guidance on the Choice of Outcome Indicators

One should bear in mind that Turkey is an upper-middle income country where some sector magnitudes may be large, and UNDP's contribution should try to make comparisons with the national magnitudes before adopting quantitative indicators. Below are three sectoral parameters which should serve as a yard stick for the choice of indicators. If the UNDP contribution is too limited, then qualitative indicators may be more appropriate.

- Installed capacity in Turkey -- 90,000 MW (ORKOY has 30 MW as target)
- Forest cover in Turkey is 20 million ha (SFM has 0.5 million ha as target)
- Turkey's carbon emissions are 450 million tons of CO2 equivalent

Conclusions

- GEF's indicators are too technical, utilization of UNDP's social and human development indicators should strike a judicious balance
- Revision of the existing UN/UNDP level indicators to 2030 targets may be a good idea
- Making some assessment of UNDP's and UN's capacity in affecting the INDC (Intended Nationally Determined Contribution) of 21% reduction in carbon emissions by 2030 may be a good indicator.

GEF-UNDP Approaches - Convergence and Divergence

GEF and UNDP Evaluation Methods: GEF and UNDP guidance for evaluation are by and large consistent and mutually reinforcing, and use common standards. However, it must also be recognized that the ultimate goals of the two agencies are somewhat different. While UNDP focuses on the human aspect, for GEF it is the global environmental health that has priority.

UNDP's mandate: As the specialized agency of the United Nations focusing on Development, UNDP has a **mandate** of supporting countries in their development path, and coordinating the UN System at the country level.

UNDP supports all of the SDGs. However, GEF's core activity involves investing in the support of SDGs # 13,14,15,17. A mapping of GEF and UNDP orientations in their support of the SDGs provides a clearer picture (Figure 5).

Thus, it may be possible to assert that UNDPs focus in on human development and it therefore targets individual countries for a wide array of interventions as captured in the SDGs. In a way, UNDP's ultimate goal is qualitative, and this is premised upon making a difference. Meanwhile, GEF's ultimate goal is to preserve the earth life support systems. In other words, it has the role of a medical doctor for the planet earth. Its goals are hence are more concrete and quantitatively driven.

GEF proclaims accomplishments such as:

- The creation of more than 3,300 protected areas covering 860 million hectares, an area larger than Brazil
- Conservation-friendly management of more than 352 million hectares of productive landscapes and seascapes
- 790 climate change mitigation projects contributing to 2.7 billion tons of GHG emission reductions
- Sustainable management of 34 trans-boundary river basins in 73 countries
- Improved cooperation and governance of one-third of the world's large marine ecosystems
- The sound management and disposal of 200,000 tons of highly toxic Persistent Organic Pollutants
- Climate change adaptation to reduce the vulnerability of more than 15 million people in 130 countries

While UNDP's mandate encompasses the above, it goes well beyond mere technical accomplishments.

Figure 4: UNDP and GEF Focus Areas Compared

Mapping of GEF and UNDP Focus Areas in the SDGs

DDG Goal	Description of the SDG Goal	GEF Primary Focus	GEF Investments Catalyzing Transformational Change	GEF Additional Impacts	UNDP Focus
1	GOAL 1: No Poverty				
2	GOAL 2: Zero Hunger				
3	GOAL 3: Good Health and Well-being				
4	GOAL 4: Quality Education				
5	GOAL 5: Gender Equality				
6	GOAL 6: Clean Water and Sanitation				
7	GOAL 7: Affordable and Clean Energy				
8	GOAL 8: Decent Work and Economic Growth				
9	GOAL 9: Industry, Innovation and Infrastructure				
10	GOAL 10: Reduced Inequality				
11	GOAL 11: Sustainable Cities and Communities				
12	GOAL 12: Responsible Consumption and Production				
13	GOAL 13: Climate Action				
14	GOAL 14: Life Below Water				
15	GOAL 15: Life on Land				
16	GOAL 16: Peace and Justice Strong Institutions				
17	GOAL 17: Partnerships to achieve the Goal				

https://www.thegef.org/sites/default/files/publications/SDG_new_boilerLR_0.pdf

<https://www.un.org/development/desa/disabilities/envision2030.html>

Criteria for GEF Core Indicators to Become Outcome Indicators

In order to emphasize UNDP's core mandate of human development to the extent possible, it may sometimes be preferable to subsume the GEF core indicators under the project outputs, and not use them at the outcome level. We propose the below schema and decision criteria (Table 4) to determine how to use the GEF core indicators.

Table 4: Guidance on the Use of GEF Core Indicators as UNDP Outcome Indicators

Criterion	Use GEF Core Indicator as Output Indicator	Use GEF Core Indicator as Outcome Indicator
GEF Funding	Less than US\$ 5 million	More than US\$ 5 million
Overall Project Size (including co-financing)	Less than US\$ 25 million	More than 25 million US\$
Project Design involves Pilot Implementations	Yes	No
Share of TA/TR in GEF Funding	More than 50%	Less than 50%
Critical Mass Exceeded? (*)	Doubtful or no	Yes
Level of urgency of the intervention	Level of urgency not clear	Clear need for urgent intervention
(*) It is assumed that the critical mass would be exceeded when the intervention generates results corresponding to at least 1% of the national magnitudes, where		

- Installed capacity in Turkey -- 90,000 MW (ORKOY has 30 MW target)
- Forest cover in Turkey is 20 million ha (SFM has 0.5 million ha)
- Turkey's carbon emissions are about 450 million tons of CO2 equivalent/year

Co-financing of GEF Projects

GEF's co-financing policy has recently been sharpened in connection with a policy recommendation from the negotiations for the Sixth Replenishment of the GEF Trust Fund (GEF-6) that requested "the GEF Secretariat to develop a policy for Council consideration by May 2014 that seeks to: (a) provide clarity in the definitions and approaches to promoting effective co-financing; (b) indicate a level of ambition for the overall GEF portfolio to **reach a co-financing ratio of at least 6:1 (total co-financing to total GEF resources)**; and (c) create expectations for greater co-financing for upper middle income countries that are not Small Island States (SIDS)." ¹⁶

The private sector has a distinct and important role in the new GEF co-financing policy. It is being witnessed that the private sector is already undergoing a rapid transformation in the mainstreaming of the environment as a strategic business proposition, opening additional opportunities for resource mobilization. In this regard, strategies and policies for GEF-6 have incorporated several promising measures. For instance, the GEF-6 policy recommendations aim to strengthen private sector engagement through a couple of targeted measures. For instance, the newly introduced non-grant instrument pilot will provide a means to leverage private sector resources. It is expected that once the effectiveness of non-grant instruments is demonstrated and proven, they will also be employed when programming with country STAR allocations. The integrated approach pilots also provide opportunities to mobilize resources from the private sector. The clarification in the proposed new policy that private sector resources mobilized during project implementation will be counted as co-financing should help better account for such resources.

¹⁶https://www.thegef.org/sites/default/files/council-meeting-documents/GEF.C.46.09_Co-Financing_Policy_May_6_2014_1.pdf

Gender

Gender equality and the empowerment of women are at the heart of UNDP's development mandate. First and foremost, gender equality is a matter of human rights. It is also a driver of development progress. Unless women and girls are able to fully realize their rights in all spheres of life, human development will not be advanced. These words come from UNDP's Gender Equality Strategy 2014-2017, where the organization is well placed to ensure that gender equality and the empowerment of women are integrated into every aspect of its work to support countries to eradicate poverty and reduce inequalities and exclusion.

At UNDP Turkey, recognition of gender equality is a fundamental need transcending the mere involvement of women in project activities. A two-day workshop was organized in 2016 for the UNDP staff under the three portfolios to discuss how to mainstream gender in their operations. It was noted that explicit recognition and mainstreaming of gender would result in receiving a "Gender Equality Certificate" abbreviated as GES, which has three levels of achievement: bronze, silver and gold. The CCE portfolio has avidly participated in the process. These efforts have culminated in the 2017-2020 Gender Strategy for UNDP. There is a simple activity plan behind the strategy which entails capacity building to render it durable.

Three key steps are observed toward mainstreaming gender:

1. Gender responsive office structure
2. Implementation of Item 1 Above
3. Effective partnership and collaboration to render the results sustainable

This gender sensitive organizational structure imparts certain responsibilities on the portfolio, and there must be evidence of certain accompanying actions, such as:

- Gender must be incorporated in TORs for staff and consultants.
- There must be evidence of gender commitment among UNDP staff as well as partners.
- It must be widely recognized that gender is an important dimension in the new UNDP strategy and all portfolios must align with this orientation.

The new system involves certain tools: a seal, strategy and a gender marker system.

According to the strategy, all UNDP projects are marked by a gender marker as described below (Table 5):

Table 5: Gender Rating System

Gender Rating	Description
GEN 0	No recognition of gender equality
GEN 1	Awareness has been acquired on gender equality
GEN 2	Gender equality mainstreamed in the activity
GEN 3	Gender equality transformation completed and results obtained

At this point all project documents are being prepared with a rating of GEN 1, but cannot be upgraded to GEN 2 or higher due to administrative difficulties.

Examples of CCE's gender sensitivity should be clearly reflected and demonstrated in the projects. The latest addition to the portfolio is IAS which has benefited from ample discussions for mainstreaming gender starting from the very beginning stages of project development. The

SFM has undertaken an economic study which recognizes gender. The ORKOY project also has clear recognition of gender.

To ascertain that gender is not neglected as an essential dimension in project work, a tool has been developed for gender screening, which became effective as of 2016. This screening tool works best during the project design in cooperation with the project design team. There still are difficulties, however, when the gender dimension is being reflected in the budget with the public authorities.

In order to overcome these hurdles, the above stated workshop was organized by selecting a case study involving the PEEMS, and the methodology was applied to all other projects. The General Directorate of Forestry (OGM) was particularly sensitive and prepared a presentation for a high level meeting in New York, where the government reiterated its commitment to gender equality. The same gender related training was also offered to the agriculture sector projects staff.

Data disaggregation by gender is also an important step, and is one of the clear indicators regarding gender sensitivity. Gender disaggregation can be done by sex and age or by other criteria, and the disaggregated data provides the policy makers with insights where gender related interventions would be warranted to enhance project effectiveness.

Within the context of 7NC3BR Project, the Gender Responsive National Communication Toolkit was analyzed and in the light of this investigation the following activities were undertaken:

- Provision of capacity-building in relation to NC purpose and content, gender issues in environment and their role in the NC/BUR¹⁷ processes,
- Organization of workshop sessions on why gender issues constitute an important dimension in NCs,
- Identification of work domains where data and information on gender and climate change is unavailable and what steps would be needed to fill the gaps, and
- Establishment of criteria for working group membership to ensure that the gender-related expertise is represented in each group

The POPs project has already recognized the need and made contact with the gender specialist for assistance. This is a first step and evidence of willingness to provide for capacity building. In general, gender may not always be reflected in the documents. However, the most visible accomplishment as a result of the awareness raising and promotion efforts to date is that people have now started seeing gender as a need. Without explicit recognition of gender and accompanying measures to mainstream it in the project work as a key dimension, projects may very well end up doing harm rather than good. Following the initial awareness, there will be demand expressed for the gender specialist to intervene. For POPs, a gender study was carried out. The theme was that, due to biological differences, POPs affect men and women in dissimilar ways and this must be noted in order to mitigate any risks involved.

While UNDP has a gender specialist acting as gender equality focal point, the individual portfolios and programs also need to staff such a position. The CCE Portfolio will soon be recruiting a dedicated gender specialist. The next ROAR is being prepared and the management

¹⁷ BURs are reports to be submitted by non-Annex I Parties, containing updates of national Greenhouse Gas (GHG) inventories, including a national inventory report and information on mitigation actions, needs and support received. Such reports provide updates on actions undertaken by a Party to implement the Convention, including the status of its GHG emissions and removals by sinks, as well as on the actions to reduce emissions or enhance sinks.

is awaiting evidence to reflect good performance in gender equality. To reiterate, the key steps involved are (a) document creation, (b) strategy development, and (c) definition of an activity plan.

Overall partner awareness in gender equality remains limited, and concrete steps taken in this direction are expected to yield results.

UNDP Turkey Gender Equality Strategy 2017-2020 document states that “in **addition, progress towards achieving the results of the Gender Equality Strategy will be measured through semi-annual reports**” against the objectives and activities specified under each objective and summarized within the activity plan by the Gender Equality Focal Team and will be shared with the whole country team. The report will be submitted to the Country Director and actions for improvement in several areas will be identified in consultation with the staff.

There was no evidence of the implementation of this activity plan regarding the Gender Equality Strategy. This may well be prepared as part of the 2018 activity reporting to be issued in the first few months of 2019.

Communication and Cooperation

The CCE communication approach is fully incorporated in UNDP Turkey’s Communication Strategy which is underpinned by three key principles:

- Optimize opportunities for programme visibility
- Promote donor and partner visibility
- Advocate and promote SDGs nationwide

CCE occupies a central role toward the implementation of the above cited strategy where its fully aligned objectives and approach consist of the following headings:

Objectives:

- Help Turkey pursue an environmentally sustainable and climate and disaster resilient development pathway, where gender is mainstreamed
- Stabilize atmospheric greenhouse gases (GHGs)
- Maintain economic growth while recognizing environmental rights
- Ensure voice and participation of all to share benefits of ecosystem services
- Demonstrate, in an evidence-based manner, that investing in natural capital can make economic sense while combating climate change

Approach:

- Focusing programmatic work on **Natural Resource Management and Climate Change and Disaster Resilience**
- Pursue an “**Ecosystem Approach**”
- Help establish **mechanisms to value** ecosystem services
- Produce policy options that enhance the **natural environment**

This evaluation confirms CCE's adherence to the above objectives and approach, as evidenced from meetings with UNDP staff and partner agencies both in the public and private sector.

South-South Cooperation: No material was shared by UNDP on this aspect, and it could not be assessed.

Monitoring and Evaluation

A well-functioning M&E will help improve project implementation and send early signals about potential problems and conflicts for timely remedial action. This may require further action, such as embedded M&E advisors at the implementing partners (who may have dual technical function as well) in the full sized projects. The central M&E at the HQ would summarize the data and make semi-annual visits to each project to discuss the latest M&E results and issues flagged in the PIRs.

Meanwhile, it is recognized that M&E becomes unwieldy if the number of distinct operations being monitored and evaluated is high, which is exactly the case with the CCE portfolio.

The existing M&E system can be significantly strengthened and rendered evaluation-ready at all times by considering the below indicated recommendations.

- Establish a central system (or re-model the existing system) with satellite sub-systems based at large projects, with one PMU per cluster (or focus area) if and when possible.
- Automate the system and produce reports on demand by database queries.
- Prepare semi-annual summaries for the portfolio, and annual impact reports using the incoming reports to the system, mainly the PIRs.
- Disclose M&E Reports on the WEB
- Adopt co-financing ratio as a distinct performance indicator and monitor it closely.
- Use co-financing amounts and ratios as indicator for efficiency and sustainability.
- Help establish a program/portfolio M&E based on a re-configured Portfolio Results Framework and GEF principles using external consultants.
- Bring gender within the purview of M&E and insist on disaggregated data where disaggregated data makes sense.

Existing M&E Reports: The following are the main M&E instruments used at the CCE portfolio at this time which need to be integrated in or linked with the new automated M&E system.

- UNDP Evidence & Data Based Progress Report: This report is very crucial for the CCE Portfolio. The report will directly provide input for the CCE Portfolio introduction presentations and Result Oriented Annual Reporting. Special attention should be given during the preparation of the report; especially for the sections mentioned in the above heading.
- Annual Progress Report/Project Implementation Report (APR/PIR): This report will be filled only for the GEF Projects. Template will be available online each year.

- UNDP Result Oriented Annual Report (ROAR): ROAR is a corporate process of annual results reporting and feed in the Result Based Management Platform. The information in the report should be based on a process of collective reflection and analysis by the CC&E Unit of the gathered project monitoring data.
- UNDP Integrated Work Plan: The report will provide brief information on the annual progress of the CC&E Projects and set brief targets for the following year. The report will feed Integrated Work Plan in the Development Results platform.
- Mid-Term and Terminal Evaluations of Projects: These reports are outsourced to external consultants and provide a wealth of information for M&E purposes.

Analytical Tools: Project Costing and Economic Analysis

Mainstreaming component-based detailed costing and introducing project-based financial and economic analysis in new project designs will certainly enhance project quality and render the operations more amenable to ownership, as well as facilitate mid-term review and final evaluation. While some projects have good detailed costing and elements of economic analysis, this practice needs to be expanded and adopted for all projects.

The following recommendations are being offered in this direction.

- **Templates:** To the extent possible, develop separate standard economic analysis or cost-effectiveness analysis templates for the key focus areas: natural resource management, environment, persistent pollutants, climate change and energy efficiency and use/adapt/modify these templates when a new projects are to be designed. For instance, the IAS project actually has a good feasibility and cost-effectiveness analysis, and this practice may be replicated to forthcoming designs in the same area.
- **Project Costing:** Detailed project costing on the basis of components, expenditure accounts (whether the expenditure is equipment, training, constructing etc.), financiers and management centers is a good practice that can be adopted for all projects. The POPs Project is a good example. An extended version of this effort could be made a part of all projects with minimal incremental project preparation cost.
- **Financial Mechanism:** Well documented financial mechanism will facilitate project adoption rate. The ORKOY project, for instance, has all the good ideas but the financial mechanism documentation it contains is hard to follow, because it was not well designed and well explained. A well-documented financial analysis will facilitate its communication, and help flag potential problems well in advance.

Chapter 5–Output and Outcome Evaluation Methods

The Sources of Information

Document Review: For completed projects the analysis utilized information found in the Terminal Evaluations and updated Results Framework supplemented with interviews, while for ongoing projects the analysis was based upon a thorough review of the Project Document, Project Implementation Reports and AWPBs, together with stakeholder interviews. More attention and time were devoted to the three on-going and large projects involving Chemicals, Forestry Management and ORKOY.

Lessons Learned from Earlier Reviews: Lessons learned were extracted from the earlier GEF driven portfolio evaluation of 1992-2009 (Annex C has a summary) and the CCE (referred formerly as SDE) Evaluation of 2013 (actually for the period of 2006-2010) and comparisons made to the actual status of affairs with respect to which recommendations proved useful and were adopted. This particular effort helped shed light into how the current management organization and portfolio has evolved over time.

Interviews: Over and above the interactions involving the key UNDP management and technical staff, the remaining stakeholders in the **evaluation exercise comprised** government officials and the civil society entities (Annex G). To the extent possible, interviews were focused on a key question to explore what change was brought about as a result of UNDP's implementing the projects. This particular aspect actually constitutes the **Outcome** at the portfolio level.

Counterfactual: The OE has made an explicit effort to investigate what the situation would be like if the projects were never implemented. Use of counterfactuals (a trademark feature of cost benefit analyses) is a delicate task and constitutes a challenge to deal with. This has allowed the respondents to think beyond the obvious and immediately visible. The inquiries on project impact and counterfactuals are in fact intertwined, because the perceived difference between the counterfactual and present situation would constitute the project or portfolio impact.

Searches on the Web: Extensive searches were conducted on the Web to probe into both national and international data sources (Annex D), including a review of similar Outcome Evaluation assignments commissioned by UNDP's offices in other countries. The key international Web address from which significant data were borrowed is the funding agency GEF, which keeps excellent records on its projects.

Data Collection Procedures and Instruments

Separate interviews (some were phone interviews) were organized to seek advice and insights from UNDP's in-house Project staff as well as government officials and civil society participants. This has allowed the evaluation to triangulate and validate the information as well as access the most up to date information. Question lists were used to ensure that relevant points are not missed. Meetings participants usually contributed a large amount of information by way of documents sent by email, as well as hard copy documents.

Sample and Sampling Frame

A sample was not used for the purposes of this evaluation. All available project and all available project staff and stakeholders were interviewed to collect and validate the data. Lists of questions were prepared and used to expedite the information exchange during meetings. To this end interview questions found in the evaluators' TOR were utilized (Annex A).

Limitations of the Methodology

The Issue of Moving Targets: An outcome evaluation can best be performed when the interventions being evaluated have all been completed. In the case of the CCE Portfolio Outcome Level Evaluation, some interventions (i.e., projects) have just been started (IAS); some have been completed (PEEB and IEED), while a good part of the projects have been ongoing. This OLE can effectively cover the first 30 months of the five year period from 2016-2020 for assessments based on actual data. In this connection, terminal evaluation reports were utilized for those projects completed during the first half of the cycle, while available information, such as Mid-Term Evaluations and PIRs, were studied for the ongoing projects which had some record of implementation performance. Two large projects (SFM, Chemicals) were granted time extensions, and another one is likely to receive a time extension (ORKOY), which are effectively spread over two consecutive five-year planning cycles. The remaining half of the five-year assessment period was informed by seasoned judgment, economic forecasts and expert opinion shared and recorded during the interview held with the UNDP staff and beneficiaries. These interviews covered both new starts, ongoing projects and those completed and closed projects. CCE project timelines are shown in Table 6.

Table 6: CCE Project Timelines

Focus Area	Status	Short Name	Duration	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Climate Change	Ongoing	7th NC & 3rd BR	2017 - 2021											
	Completed	1st BR	2014 - 2016											
Biodiversity	Ongoing	SFM	2013 - 2020											
		CC Konya	2016 - 2018											
		IAS	2018 - 2023											
Energy Efficiency	Completed	PEEB	2010 - 2017											
		PEEI	2010 - 2017											
	Ongoing	PEEMS	2017 - 2022											
		PV ORKOY	2016 - 2020											
		EUW	2108-2019											
		EEWB	2018-2022											
Chemicals	Ongoing	POPs	2015 - 2020											
Disaster Mngt	Ongoing	EIPD	2018-2019											
Additional Projects														
EEWB	Promoting Low Cost Energy Efficient Wooden Buildings													
EUW	Enhancing the use of Wood (Analysis on Product Diversification in Massive Wood Sector)													
EIPD	Strengthening National Capacity to Address the Environmental Impacts of Humanitarian Responses to Population Displacement in Turkey													

Changes in UN and UNDP Planning Instruments: Few projects are aligned with the current UNDCS and UNDP's CPD; others were aligned with the planning tools of the earlier period: 2010-2015. The main differences are that the energy efficiency projects were moved from Sustainable Inclusive Growth to CCE, and that the earlier documents did not fully capture the CCE's current scope of activity.

In order to effectively address this issue in the future, the UNDCS and CPD Results Frameworks were reconfigured and integrated with the CCE Portfolio in order to come up with some sort of a CCE level Results Framework. This is being submitted as a separate document to UNDP for consideration and further improvement, and possible adoption.

Lack of Harmonization in Various High-Level Policy Documents (UNDCS and CPD Results Framework) and the CCE Portfolio Content and Evaluation Needs: As discussed below, this issue too was addressed by reconfiguring the existing tools found in the base documents in light of the evaluation needs.

Loss of Institutional Memory with Closed Projects and Some Active Ones: This evaluation was conducted amid a high degree of economic, social and political change in Turkey following the election of a new president with executive powers. This has altered staffing patterns within the government service organizations as a result of staff attrition, turnover and re-assignments. Efforts were made to touch base with the best informed persons for interviews, complemented with further document readings and research.

Evaluation Criteria

Particular attention was paid to the core differences between project and outcome evaluations as outlined in the Table 7. This particular approach also expands on the guidance provided in the TOR.

Table 7: Differences in Application of Evaluation Criteria to Project and Outcome Evaluations

Criteria	Project Evaluation	Outcome Evaluation
Relevance	Is the project relevant to UNDP's mandate, to national priorities and to beneficiaries' needs?	The assessment of relevance in an outcome evaluation is more a question of strategic positioning and focus of UNDP on a few key outcomes . The definition of the outcome is a strategic exercise based on national priorities.
Effectiveness	Have the project objectives been achieved or are they expected to be achieved?	Is the outcome achieved or has progress been made towards it? Has UNDP made significant contributions in terms of strategic outputs ?
Efficiency	To what extent do the project outputs derive from efficient use of resources?	It is more complex to measure efficiency for an outcome. One method is to estimate the resources (project, soft assistance) UNDP dedicates to the outcome. Another method is to estimate the extent of UNDP's contribution to the outcome versus that of its partners.

Degree Change¹⁸	of What were the positive or negative, intended or unintended, changes brought about by the project intervention?	Similar in this case to a project evaluation, an outcome evaluation will look at the positive or negative, intended or unintended, changes brought about —to the extent that they are not captured in a review of the effectiveness of UNDP's contribution.
Sustainability	Will benefits/activities continue after the end of the project?	Will the positive change in the development situation endure/continue in future? It is a question of sustainability of the totality of the assistance provided and the capacity to maintain, manage and ensure development.

Source: UNDP Guidelines for Outcome Evaluators, 2002

The amount of time required by project level and outcome-level evaluations is also different. Outcome evaluations have a wider scope and complexity, so they may demand greater time, human and financial resources to complete than project evaluations.

As for the evaluation questions, a good list is included in the annex under the consultant's TOR. The natural course of the interviews have at times led to departures from this specific list of questions (such as a chat on an episode or related story) in order to probe into issues and questions that would otherwise remain undisclosed, while making an effort not to lose focus from the evaluation's objectives.

Co-Financing Evaluation

GEF requires its evaluators to study the materialization of co-financing¹⁹ and provide assessments on the extent to which expected co-financing has materialized, and report on how co-financing affected project results. There is considerable coverage of this aspect in this report.

Re-Configuring and Combining Existing RFs to Develop or a CCE RF

This outcome evaluation is based upon the exiting tools and indicators, and a re-configured RF is being proposed (submitted under separate cover). If deemed appropriate by UNDP, further work on this RF would involve (a) defining new indicators and (b) updating and extending the RF by integrating project-related information for both current and pipeline projects. The projects related information would come from their respective Results Frameworks as contained in the Project Documents, and planning documents on the projects pipeline.

¹⁸The traditional Development Assistance Committee (DAC) criterion of "impact" has been changed here to "degree of change" in order to avoid confusion with the results-based management sense of "impact" meaning long-term and national-level development change.

¹⁹GEF Guidelines on the Project and Program Cycle Policy, page 85

Outcome Evaluation Methodology

Definition of an Outcome: Outcomes describe the intended changes in development conditions that result from the interventions of governments and other stakeholders, including international development agencies such as UNDP. **They are medium-term development results created through the delivery of outputs and the contributions of various partners and non-partners.** Outcomes provide a clear vision of what has changed or will change globally or in a particular region, country or community within a period of time.

Bringing About Change: Outcome Level Evaluations (OLEs) normally deals with changes in institutional performance or behavior among individuals or groups. Outcomes cannot normally be achieved by only one agency and are not under the direct control of a project manager. This point is key to a proper understanding of the nature of outcomes, where **outcomes are beyond the managerial responsibility and immediate control of UNDP programme or project managers.** However, UNDP is responsible for planning and implementing initiatives in such a way that they are most likely to contribute to the achievement of outcomes. UNDP can thus be held accountable for the achievement of results. Outcomes happen as a result of, all the work that has been done by UNDP in cooperation with development partners. Outcomes reflect the developmental momentum that has been gained by primary stakeholders in programme countries, as a consequence of UNDP's initiatives. Outcomes are what primary stakeholders do under their own steam, upon their own initiative, following UNDP's delivery of outputs – the services and products generated under a programme or project. Outcomes are not the sum of outputs delivered through UNDP programmes and projects; rather, they occur when outputs are used by primary stakeholders to bring about change.

An outcome is when men and women use knowledge gained through UNDP training in their day-to-day work and bring about changes. An outcome is when UNDP advisory reports are used by government officials to develop new policies. An outcome is when counterparts use UNDP models and systems to develop transparent and accountable procurement systems of their own. Outcomes are not what UNDP delivers, but the developmental achievement to which UNDP contributes. Outcomes are what UNDP's work is ultimately all about: **making a difference.**

Approach to OLE²⁰: It is UNDP policy to address its contribution to development results at the outcome level, and assess the short-term, medium-term and long-term contributions of UNDP to the attainment of outcomes, where development results are defined as part of national development plans and related strategies. UNDP seeks to contribute to the achievement of such national results by formulating outcomes in the context of various initiatives as indicated in the results frameworks (RF) of country programmes contained in the CPDs and UNDCS. Cross-cutting themes, such as gender equality and capacity development may not be reflected in distinct results frameworks, but whose expected outcomes can be derived from UNDP policy statements.

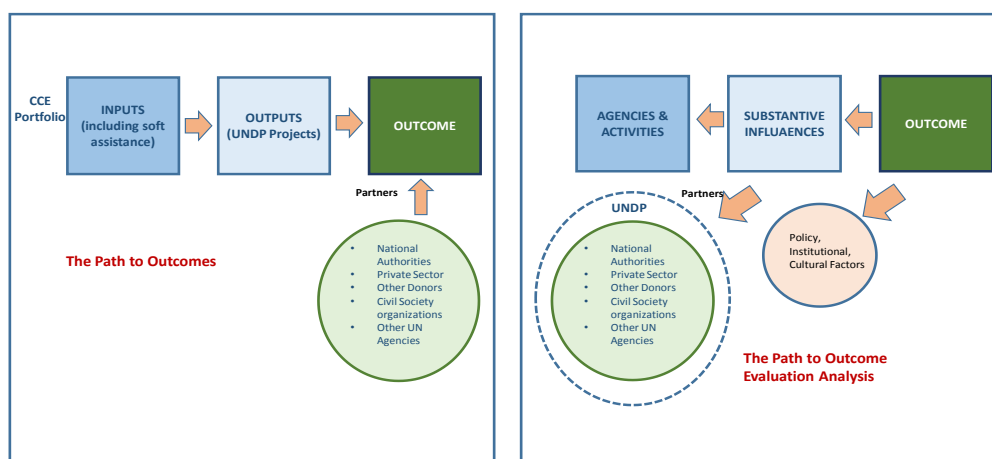
While outcome-level evaluations focus on outcomes, this does not mean that other aspects of UNDP initiatives are neglected. In order to understand whether everything has been done to

²⁰ Outcome-level evaluation a companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators, December 2011, [http://web.undp.org/evaluation/documents/guidance/UNDP_Guidance_on_Outcome-Level%20 Evaluation_2011.pdf](http://web.undp.org/evaluation/documents/guidance/UNDP_Guidance_on_Outcome-Level%20Evaluation_2011.pdf)

contribute to the achievement of outcomes, the OLE to be conducted for Turkey CCE portfolio is also looking at how well the initiative was planned, what activities were carried out, what outputs were delivered, how processes were managed, what monitoring systems were put in place, how UNDP interacted with its partners, etc. The review of the assigned projects, project designs, assessments on the project cycle management and findings from the readings all feed into this effort.

Methodology: A fundamental methodological feature involves the point of departure to conduct the OLE. This OLE will work backwards from the outcome, and take the outcome as its starting point and then make an attempt to assess a number of variables. The underlying research will deal with such questions as (a) whether an outcome has been achieved or progress made towards it; (b) how, why and under what circumstances the outcome has changed; (c) UNDP's contribution to the progress towards or achievement of the outcome; and (d) UNDP's partnership strategy in pursuing the outcome. To reiterate, the OLE goes well beyond the analysis of individual projects, as a projects-based approach is unlikely to yield useful or complete information about what is happening at the outcome level. As shown in Figure 6 below, the OLE will take the outcome as the point of departure.

Figure 5: The Two Critical Paths to the Outcomes



Included in the above charts are two key ideas. The first one (left hand side) involves how the outcomes are generated following a bottom-up approach, while the second chart depicts how these outcomes can be evaluated by following a top-down approach.

Figure 6: A Quick Summary on how this Evaluation was Performed

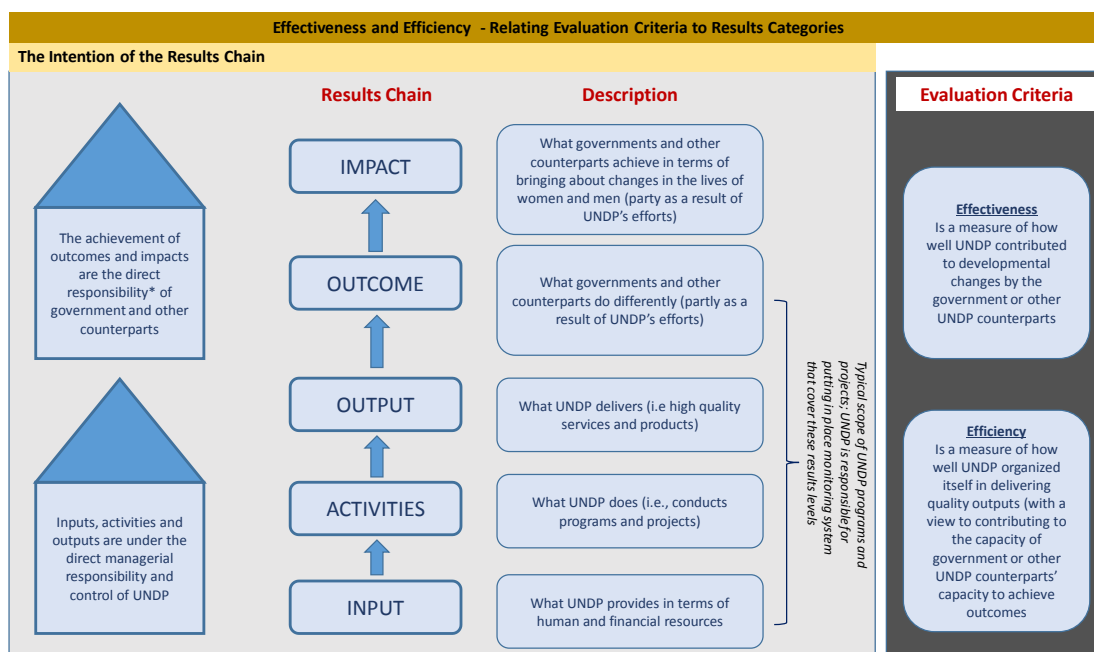


Figure 7 above offers a very useful visual illustration of the OE method. The implicit assumption behind the above chart is that the CCE portfolio is likened to a large construction project valued at about US\$ 300 million and it this construction project needs to be evaluated. There are two main buildings to be built. The bottom building (left hand side) represents what UNDP does to deliver the projects and accompanying service. The bottom building comprises inputs, activities and certain outputs. On top of the UNDP building is the second building of the government and partners, which embodies the notion of the outcome and impacts. UNDP judges itself with what it does to contribute to the far right hand side gray box with rounded corners at the bottom, and is being evaluated on the basis of the efficiency criterion. The top box on the far right hand side represents the responsibility for the government and partners to come up with the results, and they are being evaluated on the basis of their effectiveness. To be consistent with the above described approach, the Outcome Evaluation starts with the top left hand side building, and proceeds according to UNDP Guidelines, without being bogged down first in the inputs and activities, but eventually looking at everything if needed.

Chapter 6: Review of the CCE Portfolio Projects

The 13 projects reviewed to prepare this evaluation can be grouped under five principal themes which consist of (a) National Communication and Biennial Reports, (b) Persistent Organic Pollutants, (c) Energy Efficiency, (d) Biodiversity and Resource Management, and (e) Integrated Disaster Management. Annex B contains further details on all 13 individual projects.

National Communication and Biennial Reports

Activity Status: Managed by two highly skilled professionals at the UNDP, two distinct projects deal with the preparation of Turkey's National Communication (NC) and Biennial Reports (BR). The first project (now closed) dealt with the submission of the first and second BR to UNFCCC and was successfully completed. The second ongoing project deals with both the 7th NC and 3rd BR (7NC3BR) both of which were completed and are being circulated for review as of the end of 2018. The TA component of the project continues. The implementing partner, MoEU encountered no difficulties with the production of these two reports, as the underlying services and systems are already well established and functional. The current project will not need an extension and will be completed as planned (2017-2021). However, the MoEU feels challenged with the coordination of both the EU harmonization and policy development dimensions as other concerned government partners are not equally staffed and equipped.

The above mentioned projects are funded under the so-called Enabling Activity (EA) funding facility of GEF for which there is a fixed allocation of US\$ 500,000 for a NC (prepared every four years) and US\$ 352,000 for a BR (prepared every two years, i.e., biennially). The choice of the EA funding facility is a deliberate one as it is much faster and easier to process.

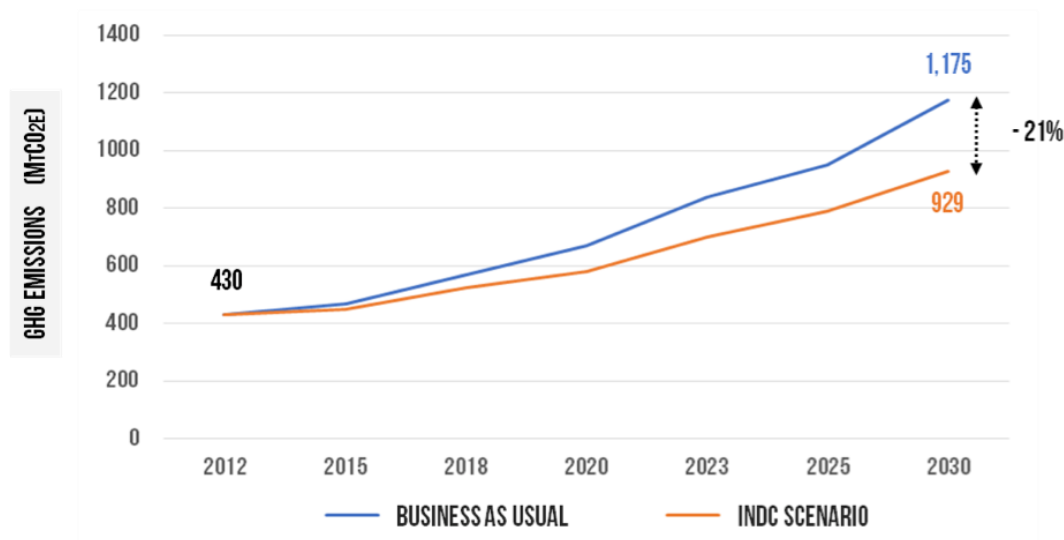
Beyond any reasonable doubt, UNDP has made a solid and visible contribution by helping the MoEU prepare and submit reports of superior quality while meeting rigid deadlines. As a result of these efforts, Turkey's MRV (monitoring, reporting and verification) capability is enhanced significantly. These reports are critical for Turkey because they are used as a basis for international climate change related negotiations. As far as the pipeline, the next intervention will be 8NC4BR, which will have enhanced features such as greater degree of gender equality dimension being mainstreamed in the design.

Climate change data comes from at least 13 different entities in Turkey where a key area of weakness is associated with the transportation sector information. Overall, there is a challenge in the coordination in the flow of the data. Given the importance of accurate data for a well-functioning MRV system, it may be possible to deal with the so-called "data hinterland" issue via a standalone and full sized GEF operation in Turkey, where the Turk Stat (the statistical agency of Turkey) would be involved as a key partner.

In addition to the UNDP/GEF project, the MoEU implements another six projects, which is further attestation to the increased human and institutional capacity within the MoEU, where the NC and BR consume about one fifth of the staff time, whereas it used to consume three times as much.

Turkey's GHG Emissions Outlook: Turkey's rapid development has increased GHG emissions across key economic sectors. Over the past decade, economy-wide GHG emissions increased by more than 35 per cent. Turkey's transition to a low carbon economy will require significant financial resources.

Figure 7: GHG emissions trajectory of Turkey



In response to the rapid increase in GHG emissions, Turkey has been working towards developing new domestic policies that will facilitate the country's transition into a greener growth trajectory. Turkey adopted a National Strategy and National Climate Change Action Plan in 2010 and 2011, respectively, which includes a renewable energy target of 30 per cent of the country's power supply by 2023. The Intended Nationally Determined Contribution (INDC) submitted to the UNFCCC in 2015 further reconfirms up to 21 per cent GHG emission reduction from a business-as-usual level by 2030 (Figure 8), prioritizing interventions in renewable energy, industrial efficiency, transport, buildings and agriculture.

POPs

Activity Status: The objective of the project is to protect human health and the environment globally as well as locally through addressing POPs legacies including elimination of POPs Pesticide and PCB stockpiles, and initiating clean up of associated POPs and chemical pollutant contaminated sites, as well as dealing with longer term PCB phase out consistent with the country's Stockholm Convention obligations, reducing U-POPs release in major industrial sectors, and providing targeted institutional, regulatory and technical capacity strengthening, all within a sound chemicals management framework.

In Turkey the pre-dominant types of pollutants are agricultural and industrial POPs. A new term for POPs is priority hazardous substances. In 2004 some 12 POPs were recognized, but now there are 28 of them, and the POPs project deals with 21 out of the 28 POPs. Turkey lags behind the EU in its efforts to contain and control the POPs. This is due to the fact that EU has so far defined 190 POPs and Sweden has a list of some 900 POPs.

The POPs project team goes beyond the annual PIRs reporting and prepares quarterly reports, and has effectively established informal communications channels with the implementing partners. The project team closely follow-ups AWPB implementation as mandated in the Combined Delivery Report (UNDP Financial Tracking and Management tool).

This project is quite different from other projects in the portfolio in many ways. First, it is the sole (current) representative of the Chemical and Waste cluster. Second, it has the largest GEF funding under two GEF agencies: UNDP and UNIDO, where UNDP plays the lead role. Total project funding is US\$ 94.88 with US\$ 10.82 from the GEF and US\$ 84.66 in co-financing. The credible, workable and high level co-financing secured from all parties are regularly monitored and reported.

An interesting episode was shared in connection with the project design. Reportedly, when the initial project design team approached the parties for co-financing arrangements, the partners proposed co-financing in the order of some US\$ 200 million, which interestingly was turned down by the GEF design team. They thought it was simply too good to be true. There is good reason for not over-committing oneself, because a very large project may defeat its purpose and fail despite all the good intention that may go with it.

The POPs project stands out as an exceptionally well designed and managed project. It involves TA, goods and technical services. Funding commitments by the Private Sector is in the order of some US\$ 50 million. The project has coherent, comprehensive, clear and participatory design, and project costing was integrated in the design and assigned judiciously to the individual components. The design is supported by a two-tiered high quality Results Framework with Outcome and Output level indicators very skillfully articulated.

Each project component is a potential stand-alone project when the implementation is completed. In this respect, the project is a very adaptable one, and regenerative. In other words, adaptable project design helps identify other needs and hence give rise to other projects in the area of chemicals and waste.

The project is being implemented smoothly with partners, with embedded project staff at the implementing agency (MoEU). There has been an attempt to mainstream gender in project work despite apparent difficulties, whereby the different effects of chemicals on women and men were determined to be considered in the preparation of project materials.

As already mentioned elsewhere, all co-financing arrangements are along the lines of parallel co-financing. That means parties receive and settle their own invoices in return for services provided. The project team made an attempt to explore whether joint co-financing (i.e., splitting the same invoice into two or more) would be possible, which in principle is more efficient as far as project management. However, this proved inexpedient due to UNDP's business practice of charging a fee for its procurement service in cost-sharing arrangements, which has a ceiling of 8%. This episode refers to a US\$ 2 million procurement package which was proposed to be handled by UNDP, which in turn asked for a procurement fee and hence could not be carried forward realized as planned. Eventually, the idea had to be abandoned.

The project has US\$ 7 million worth of service contracts – the highest figure among all projects. Major turnkey POPs elimination procurement packages were split into three.

Regarding physical accomplishments, under Project Component 1, following the completion of a detailed site assessments and operational planning, disposal of 2700 tons (it could well go up to 3000 tons) of POPs stockpiles (Lindane and derivatives) was initiated. So far, out of the six warehouses in Merkim, three have been dealt with, and the chemicals were safely disposed via service entity Izaydas. Out of the 350 tons of PCBs, 300 tons were exported for ultimate incineration (the sole means of disposal). The only remaining PCB site is the one in Merkim. Other project components are making good progress with no particular problem to be noted.

It should be noted that in the initial phases the project had to cope with implementation delays which were due to reasons beyond the project management control. As a result, an 18-month extension was granted which will help to fully implement the project idea.

The very nature of this project implies that it would be best if it is not sustained in the usual sense (and hence replicated), because it was designed to solve a very specific problem which, for the most part, is close to being accomplished.

Pipeline: The Chemicals and Waster Cluster has a very promising pipeline of three items (Table 8), with one hard and two soft pipeline projects. The EC funded activity expected to be started in 2019 is quite encouraging as it reduces UNDP's reliance on GEF as the quasi-sole source of finance.

Table 8: Chemicals and Waste Projects Pipeline

Pipeline Type	Description	Implementing Partner	Donor(s)	USD Equivalent
HARD	Identification and Remediation of Contaminated Sites with Persistent Organic Pollutants (POPs)	MoEU	EC	2,330,000
SOFTSOFT	PPG: Demonstration of the Environmentally Sound Management of POPs, hazardous chemicals and wastes in the ship recycling industry (97939 is revised)	MoEU	GEF	150,000
SOFTSOFT	FSP: Demonstration of the Environmentally Sound Management of POPs, hazardous chemicals and wastes in the ship recycling industry	MoEU	GEF	6,300,000

Energy Efficiency (EE)

Recent Developments in EE Sector: As a very clear signal of how much importance the government attaches to energy efficiency, the first National Energy Efficiency Action Plan - 2017/2023 (NEEAP) was prepared and adopted in January 2018 following a period of intensive work by the Ministry and its partners. It was endorsed by the High Planning Council and issued in the Official Gazette. The NEEAP includes actions to be taken to reach the national goals as well as elaborate on the impacts of these actions.

The NEEAP is further attestation of the government's commitment to EE. It conforms to existing policy statements embodied in the Energy Efficiency Strategy Paper issued in 2012, the Strategic Plan 2015-2019 and the 10th Development Plan and its Medium-Term Plan.

Additionally, the EU's Energy Efficiency Directive of 2012/27/EU requires member states to prepare national energy efficiency action plan and renew by reviewing once every three years periodically. The NEEAP was prepared in compliance with the template set in EU directive which allows for comparing and monitoring studies with the EU countries.

The NEEAP contains 55 distinct actions defined under 6 categories, namely buildings and services, energy, transport, industry and technology, agriculture and cross-cutting (horizontal) areas. It encompasses technological, economic, social and environmental aspects, and takes into consideration innovative and best practices, prioritizes participation, joint management and was prepared pursuant to principles of efficiency and effectiveness as well as resource efficiency.

Expected energy savings is 23.9 million-ton equivalent of petroleum (MTEP) cumulatively by investing 10.9 billion USD by 2023. This saving is equal to decreasing primary energy consumption of Turkey by 14 % in 2023 compared to the base scenario. Expected savings by 2033 would be 30.2 billion USD.

Activity Status: There are five Energy Efficiency (EE) projects in the CCE portfolio. These projects are listed below (Table 9) together with their abbreviations to facilitate reference to them.

Table 9: Energy Efficiency Projects in the CCE Portfolio

GEF ID	Project Title	Abbreviation	Status
5673	Promoting Low Cost Energy Efficient Buildings in Turkey	PLCEEB	Ongoing
9081	Promoting Energy-Efficient Motors in Small and Medium Sized Enterprises	PEEMS	Ongoing
5732	Sustainable Energy Financing Mechanism for Solar PV in Forest Villages in Turkey	ORKOY	Ongoing
3747	Improving Energy Efficiency in Industry	IEEI	Completed
2942	Promote Energy Efficiency in Buildings	PEEB	Completed

Two projects have been closed, after successful implementation (IEEI and PEEB). The ORKOY and PEEMS projects are ongoing. The PLCEEB has just been added to the portfolio.

The completed projects have terminal evaluations which are positive for the most part. The PEEMS project is also relatively recent, still with time ahead to go. The project which warrants some elaborate discussion is the ORKOY project, which is slated for a mid-term review in a few months in the spring of 2019. In the CCE portfolio, all EE projects fall under the climate change theme.

Regarding the EE pipeline, there was none in the documents reviewed. However, the Ministry officials voiced an urgent need for the establishment of heat detection system based on the use of appropriate technology in order to prepare shallow ground temperature surveys, which would be maintained in a GIS based data base to share on the Ministry's web site. This idea may possibly lend itself to the preparation of a standalone project in EE whereby builders would run water pipes underground at a certain depth to help reduce the cost of heating in winter and bring down the cost of cooling in summer.

Energy Efficiency and the Financial Mechanism Establishment Endeavors: The financial mechanism idea incorporated in IEEI had failed, but the PEEMS project tried to compensate for it by using the lessons learned from the project. Both projects had similar objectives, but PEEMS seems to have been better designed.

The IEEI Terminal Evaluation²¹ states that although the IEEI provided a quality report related to financial mechanisms, authorities (KOSGEG, TTGV and YEGM) responsible for rolling out financial mechanisms did not properly implement the recommendations offered by the project consultants. The authors note that it is important to mention that the IEEI itself should not be held accountable for this failure because this agency is actually not involved in the management of the proposed financial mechanism(s). However, the Financial Mechanism prepared by the IEEI consultants would still be useful for the design of a new full-sized UNDP/GEF EE project (i.e., the PEEMS), which would target SMEs where KOSGEB would be required to adjust its existing financial mechanism to fulfill its commitment within the new project framework. This is noted as a positive result from the study related to Integrated Financial Mechanism, which was completed in 2015 by the IEEI project.

The IEEI terminal evaluation asserts that an Integrated Financial Mechanism is a basic need, and its development will assure funding for SMEs with the aim of accelerating the EE measures implementation in SMEs and Energy Services Company (ESCO) business model development. Based on his experience of more than 600 EE projects implemented in SMEs in South East Asia, the evaluation team leader adds that the issue of loan guarantee or collateral constitutes a barrier to EE investments by SMEs or through the ESCO/EPC business model. He therefore recommended that KOSGEB should be the initiator and the manager of a one-stop shop for implementing the needed integrated financial mechanism for the SMEs. Since the PEEMS project started in 2017, time must be allowed for it to make good on this recommendation.

The ORKOY Financial Mechanism: The ORKOY Project's objective is to assist Turkey with the promotion and financing of on-grid village cooperative solar PV in forest villages. The public support and involvement in the initiative would be led by the Department of Forest and Village Relations (ORKOY). The project planned to be working together with other key actors

²¹ https://www.thegef.org/sites/default/files/project_documents/3747%2520TE.pdf

in the solar PV value chain, including private sector solar PV installers, Turkish utilities, and domestic and international banks as well as other institutions that provide financing.

Yet, there are noteworthy similarities between the IEEI, PEEMS and ORKOY, all of which involved a financial mechanism (to be created or existing ones duly accessed) to help the project beneficiaries. ORKOY is the government's existing service vehicle for providing credit support to forest villages, and thus far it has a positive track record. Given the implementation delays, at face value, it is possible to judge the ORKOY project as another failed case of credit delivery which did not materialize. However, this evaluation finds that the ORKOY case, as well as those of IEEI and PEEMS, have one ingredient in common, and that is the cost of learning.

Furthermore, in the ORKOY case it was really not the lack of the finance or financing mechanism that constrained the project performance; it was the lack of the project's ability to demonstrate that the project idea is actually a workable one in the field. All of this is related to issues related to project governance and the prevailing problematic political climate in the country which slowed things down after the incident of July 2016.

Discussions with the project leaders and government make a convincing case that the main hurdle for the ORKOY project is to simply prove that rooftop solar panels is a bankable idea, and financing will surely follow either from ORKOY itself, and other financiers.

Important Message from the World Bank and IEA: A recent publication²² by the World Bank highlights the importance of EE and states that industry accounts for approximately 30 percent of global final energy consumption and a similar share of CO2 emissions. Its total energy intensity could be reduced by about 25 percent by modernizing technology, particularly in developing countries. The main barriers to achieving broad energy efficiency gains are

- Insufficient information;
- Difficulty obtaining financing; and,
- Insufficient capacity for identifying, preparing, and delivering projects.

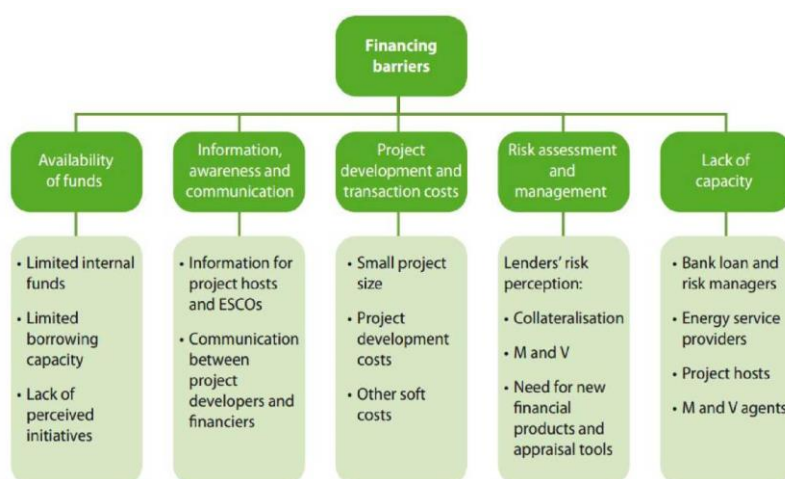
A well-designed national industrial energy efficiency program should include clear policy goals linked to tangible targets; a range of policy instruments to guide and encourage action; and measures to build implementation capacity and facilitate financing.

The access to financing is of crucial importance for countries like Turkey. Figure 9 prepared by IEA summarizes the nature of the problem under five headings, and related sub-headings.

- Availability of funds
- Information awareness and communication
- Project development and transaction costs
- Risk assessment and management
- Lack of capacity

²² Designing Effective National Programs to Improve Industrial Energy Efficiency
<http://documents.worldbank.org/curated/en/139351468197389819/pdf/103933-BRI-LW55-OKR-PUBLIC.pdf>

Figure 8: Classification of EE Financing Barriers

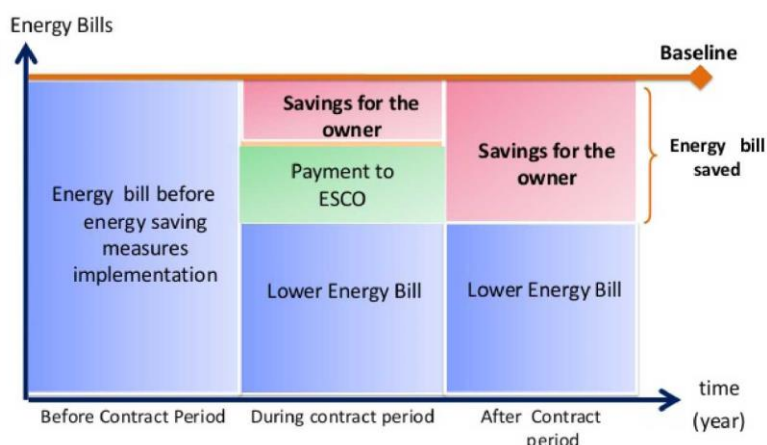


Source: Limaye, 2011.

Source: www.iea.org

A Simple Cost Benefit Analysis: EE is not only good for the environment; it is also highly profitable, as illustrated in Figure 10 in a simple manner. Economic (gains for the society as a whole) and financial (gains to the individual entrepreneurs) viability of EE projects should be a key ingredient of the CCE communication strategy. Stakeholders (mainly end-users) should have no reservations about the feasibility of their efforts, and the obvious gains they would certainly forego unless they get engaged in the EE path.

Figure 9: Shared Saving Mechanism



Source: <https://www.slideshare.net/ZAINIABDULWAHAB/energy-efficiency-financing-evaluation-criteria>

These two messages above and the accompanying discussion confirm the significance and relevance of the EE interventions under the CCE portfolio. Despite issues with the project efficiency criterion (loss of time mainly), all of the ongoing EE projects will most likely be very effective in terms of contributing to CCE's outcome and generate sustainable results.

Biodiversity and Natural Resource Management

Activity Status: There are two projects under the bio-diversity and resource management theme. The first project is the Sustainable Forest Management (SFM) Project. The second one is the Invasive Alien Species, which has just started. Both projects are ongoing.

SFM: The project objective is to reduce the impact of climate change, promote biodiversity and introduce improved methods for dealing with forest fires in an integrated manner. The project intervention philosophy is based on a simple two-pronged strategy involving the integration of climate change mitigation and enhancement of carbon sequestration. The investigations and interventions on forest pests impact the ability of the forest to sequester carbon dioxide. So, attention is paid to pests. The biodiversity activity is premised on mainstreaming it in the 10-year forest management plans, as opposed to handling it in isolation. The project does not involve afforestation.

In hindsight, forest management plans have a long history in Turkey, but these plans were being prepared independently and almost in isolation by different service units within the forest authority. The project introduces the concept of integrated planning and implementation, which enhances the value of the investments and increases the efficiency of the scarce public funds.

Therefore, integration, mainstreaming and awareness raising are the three main pillars of the project's implementation plan.

Some divergence of opinion between Ankara-based and local level staff was noted in the meetings with respect to the approach the project is taking. It is assessed that a project dealing with integrated forest management, which is a novel way of doing business, is bound to stir up some dissent between the Ministry in Ankara and the local level as to the most appropriate intervention model, which actually implements the project. Such divergence of opinion is important and should be mitigated by more closely involving Ankara in project design and implementation in future projects.

The cluster leadership has been exploring avenues for the improvement of living conditions of the forest villagers (who are the least advantaged group in the farming sector), preparation of diversification of wood and wood products and enticing the private sector in the use of wood for high value consumer products. In line with the above schemes, there is a new project which has just started up under GEF-7 funding cycle: Promoting Low Cost Energy Efficient Wooden Buildings, which we discuss under the heading energy efficiency.

The SFM project increased coverage and management effectiveness of protected areas at landscape with enhanced nature conservation functions in the forest management plans. In addition, the first ever SDG focused sectoral planning framework was developed to upscale the success achieved in pilot fields to national scale through a monitoring, reporting and verifying (MRV) system.

Close to 450,000 ha out of 510,000 ha of forest landscape with integrated forest plans and some 53,000 ha is under conservation function. Some 1200 forest villages have benefited from grants for solar heating systems in 5 pilot sites. A working group was established to map forestry sector against SDGs, whose work has been referred by the 11th National Development Plan Forestry Working Group as the first sectorial SDG mapping in Turkey. Ecosystem services maps were prepared for 5 forest units in the Mediterranean region and they were integrated into forest management plans covering an area exceeding 650,000 ha.

The integrated forest management plans for the target forest units now comprise biodiversity, ecosystem services maps, fire risk, pest risk, carbon focused silviculture, NWFP's, eco-tourism and industrial plantation perspectives, in contrast with the business as usual plans which had much narrower focus. Also, forestry sector national level MRV has been finalized and launched at COP23.

Following some delays due to extended consultations with the stake holders, the Upscaling of Sustainable Forest Management Criteria/ Indicator study has been completed.

SFM is labeled as GEN1, where gender mainstreaming tools such as gender screening have been applied and necessary steps identified. As a result of this approach within the SFM project, gender-responsive socioeconomic research was conducted in 40 forest villages, and an ethnographic investigation was carried out to reveal the daily experiences of women within the forest villages. The findings disclose details about women's daily lives, domestic roles, productive roles, needs and interests and are expected to guide legislation and policy development.

This project is highly relevant, efficiently managed (top notch teams in the field and Ankara), and is a significant contribution to Turkey's forestry sector, underscoring its effectiveness. When completed, the project will exceed its targets and most likely mobilize more co-financing (from the Government) than originally envisaged.

Invasive Alien Species (IAS): This is a new project officially started late in 2018. It aims to minimize the negative impacts of IAS in order to support the conservation of the globally significant native biodiversity of Turkey's coastal and marine ecosystems by ensuring resilience of marine and coastal ecosystems through strengthened capacities and investments in prevention, detection, control and management of the IAS. The project also seeks to promote gender equality and women's empowerment to the extent relevant and feasible within the scope of the project. The project has three mutually reinforcing components: (a) effective national policy framework on marine IAS, (b) capacity building, knowledge and information sharing systems to address the IAS threats, and (c) investment in sustainable management, prevention, eradication, and control of IAS and restoration of IAS- degraded habitat.

The project design comes with a UNDP Gender Marker of 2, which the highest assigned to any project so far under CCE. The project management pledges to remain sensitive to gender representation and database design that will ensure gender disaggregated data collection where relevant.

Addressing a critically important problem and an equally urgent matter, the project is highly relevant to Turkey's needs. Also, given the presence of component project teams both at the UNDP and government partner levels, the project is headed for successful implementation, and is expected to be rated highly efficient. Its effectiveness, however, cannot be assessed at this early stage.

Integrated Disaster Management

The UNDP CPD indicates that “stronger systems and capacities for risk-centered and integrated disaster management” would be established with an indicator involving “the Communities in disaster prone/risk areas with implemented gender responsive and coordinated disaster preparedness plans” with a baseline of zero and target of five. AFAD was considered to be the implementing partner. A second activity included in the CPD was the establishment of a “fully functional national DRR platform in managing and mitigating disaster risks. The baseline is stated as “established with limited local coverage” with a target of expanding this capability to enable “DDR capacity at local capacity”. Again AFAD was programmed to be the key partner.

Under this heading was a single small project titled: Strengthening national capacity to address the environmental impacts of humanitarian responses to population displacement. This is a response to a United Nations General Assembly call for the protection and rehabilitation of the natural environment in countries affected by large movement of refugees. The overall objective of the project was to support a low-impact and climate-sensitive response in situations of forced displacement and irregular migration in Turkey. The main activities of the initiation plan were the delivery of capacity building workshops and the provision of technical roadmap in support of the Government of Turkey as well as UN agencies and NGOs. This was reinforced by possible secondary activities that include the development of demonstration projects, drafting of a project proposal including best practices guidelines and the inclusion of environmental aspects into the overall response in Turkey to large scale displacement including the Syria response.

This project could fit under both climate change and disaster management. We have opted to show it here. The project was implemented from July 2018 to January 2019, and is about to close. No details were available to evaluate the project.

There was no other activity in the areas cited above, mainly due to AFAD’s pre-occupation with the Syrians under Temporary Protection in Turkey, and other shifting priorities. Since we are still in mid-course for the evaluation period, the CCE may well make good progress in these domains, provided that AFAD can be engaged as an interested and committed partner.

However, the above mentioned situation should not conceal the fact that all three of the clusters (CC, biodiversity and chemicals) already have a fair degree of overlap with the some degree of disaster management capacity development. This is exemplified by the capacity created for fighting forest fires under the SFM and the avoidance of a near calamity due to the imminence of large scale chemical contamination (connected with the POPs), unless appropriate measures were to be taken.

What CCE needs do in this connection is to highlight the implied disaster management facets of each project where relevant (POSS and climate change do have an important overlap with disaster management), as well as consider designing and implementing dedicated DRR projects in addition to making good on the promises included in the CPD before the end of the planning horizon of 2016-2020.

Chapter 7–Output and Outcome Evaluation

Evaluation of the Outcome Using the CPD Results Framework

CCE Outcome – Part A: Enabling legal frameworks and models for conservation and sustainable use of biodiversity and ecosystems in place

CCE Outcome – Part B: Scaled up actions on climate change adaptation and mitigation across sectors

CCE Outcome – Part C: Chemical waste prevented, managed and disposed of, and chemically contaminated sites managed in environmentally sound manner

CCE Outcome – Part D: Stronger systems and capacities for risk-centered and integrated disaster management

Table 10: Reconfigured CCE Results Framework

National Goal	Livable Places, Sustainable Environment				
UNDCS Development Objective	By 2020, improved implementation of more effective policies and practices on sustainable environment, climate change, biodiversity by national, local authorities and stakeholders including resilience of the system/communities to disasters				
CCE Outcomes	Indicators			Means of Verification	
	Name	Baseline	End Target	Source	Partner
Outcome 1: Enabling legal frameworks and models for conservation and sustainable use of biodiversity and ecosystems in place	Number of ha of forest landscapes with integrated forest plans developed and under implementation	0	510,000	Plans of Forest Enterprise Directorates	MOAF; MOEU; Chamber of Forest Engineers; Yale University; Union of Forest Cooperatives; Nature Conservation Centre; WWF–Turkey; Climate Change and Air Management Board; AFAD; EU Delegation; Gold Standard; Private Sector(Coca Cola,MERKIM,KARDEMIR,ISDEMIR etc.)
	Number of specific sustainable forest management indicators up-scaled to national level by integration of forestry into agriculture, water, nature conservation sectors	0	6	Plans of Forest Enterprise Directorates	
	Number of ha with restored ecosystem services in biodiversity sensitive areas	0	3,760,000	MOAF reports, GEF tracking tools	
	Number of tools for valuation of ecosystem services adopted	0	2	MOAF reports, GEF tracking tools	
Outcome 2: Scaled up actions on climate change adaptation and mitigation across sectors	Number of sector's mitigation mechanisms prepared and reported	1	4	MOEU Records TURKSTAT GEF tracking tools	MOAF; MOEU; Chamber of Forest Engineers; Yale University; Union of Forest Cooperatives; Nature Conservation Centre; WWF–Turkey; Climate Change and Air Management Board; AFAD; EU Delegation; Gold Standard; Private Sector(Coca Cola,MERKIM,KARDEMIR,ISDEMIR etc.)
	Tons of annual GHG emission avoided in forest villages after installment of PV systems	0	574,992(PV system), 5,736 (solar water heating system)	National GHG emission annual reports to UNFCCC	
Outcome 3: Chemical waste prevented, managed and disposed of, and chemically contaminated sites managed in environmentally sound manner	Tons of hazardous chemicals and waste managed, treated and disposed of in environmentally sound manner	238 t POPs	3,040 t POPs	Project reports, MoEU records, GEF tracking tools	MOEU; Private Sector (Bedas, Etimaden, Igsas, Sedas, Turk Sugar Factories, Merkim); Industry Associations
Outcome 4: Stronger systems and capacities for risk-centered and integrated disaster management	Number of communities in disaster prone/risk areas with implemented gender responsive and coordinated disaster preparedness plans	0	5	Project reports, independent evaluation reports, GEF tracking tools, Public records	GEF, MOAF
	National DRR platform fully functional in managing and mitigating risks	Established, with limited local coverage	DRR capacity at local level		

After reconfiguring the existing tools and information in some sort of a contrived CCE Results Framework (Table 10 above), it was determined that this construct and the related indicators would only help evaluate individual projects, but not do justice to an evaluation of the CCE portfolio outcome in a larger sense. In this reconfigured RF, the top part of the RF contains the outcomes (with the existing indicators), and bottom part contains the projects with their existing indicators at their corresponding outcome levels (not shown above for brevity). Results of this effort are being submitted as a separate piece of work to CCE management's consideration to serve as a basis for future improvement of the same and help with the development of a CCE-wide Results Framework for M&E purposes.

Evaluation Architecture

The basic structural model for this outcome evaluation is described in Table 11, where the goal of the CCE is shown in the text immediately to the right of the green cell in the top part of the chart. The rectangular yellow cell in portrait orientation points to the outcomes which are being evaluated. The gray cells show the individual outcomes. The bottom part shows the outputs relative to the designated outcomes, which comprise the 13 projects reviewed. Immediately under the yellow box, is the orange box which collectively refers to the projects.

Table 11: Evaluation Architecture

Results	Goal		By 2020, improved implementation of more effective policies and practices will have been introduced on sustainable environment, climate change, bio-diversity by national, local authorities and stakeholders including resilience of the system/communities to disasters.
	Outcomes	A	Enabling legal frameworks and models for conservation and sustainable use of biodiversity and ecosystems in place
		B	Scaled up actions on climate change adaptation and mitigation across sectors
		C	Chemical waste prevented, managed and disposed of, and chemically contaminated sites managed in environmentally sound manner
		D	Stronger systems and capacities for risk-centered and integrated disaster management
Outputs	Projects	A	SFM, CC KONYA, IAS
		B	7NC3BR, FBR, PEEB, IEEI, PEEMS, PV ORKOY, EEWB, EUW
		C	POPS
		D	EIPD

Evaluation of the Output On the Basis of Projects

Rating System for CCE Portfolio Outputs and Results: Consistent with the recommendations for rating outputs (UNDP Evaluation Guidelines), the rating system actually utilized here assesses the degree to which the targets have been met, serving as a proxy assessment of how successful the CCE Portfolio has been in achieving its outputs (defined as the projects in the re-configured Results Framework), as shown in Table 12.

- No (not achieved)
- Partial (only if two thirds or more of a quantitative target is achieved)
- Yes (achieved)

On the basis of the reviews and assessment of the 13 projects assessments presented in the previous chapter, the following matrix (Table 12) was populated with the ratings.

Table 12: Output Level Evaluation

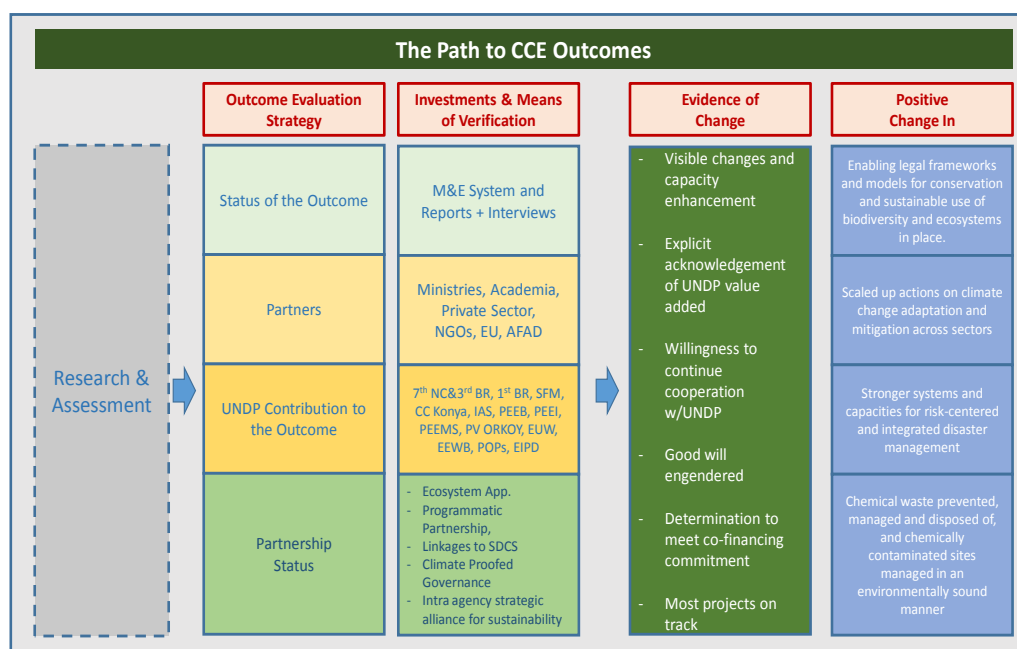
ID	Project Title	Focal Areas	Status	Output Evaluations			
				Achieved	Partially Achieved	Not Achieved	Too Soon to Tell
5673	Promoting Low Cost Energy Efficient Wooden Buildings in Turkey	Climate Change	Ongoing				
9746	Support for the Preparation of Turkey's Seventh National Communication (7th NC) and Third Biennial Report (3rd BR) to UNFCCC	Climate Change	Ongoing				
9233	Addressing Invasive Alien Species Threats at Key Marine Biodiversity Areas	Biodiversity	Ongoing				
9081	Promoting Energy-Efficient Motors in Small and Medium Sized Enterprises (PEEMS)	Climate Change	Ongoing				
5813	Turkey's First Biennial Report (FBR)	Climate Change	Completed				
5732	Sustainable Energy Financing Mechanism for Solar PV in Forest Villages in Turkey	Climate Change	Ongoing				
4601	POPs Legacy Elimination and POPs Release Reduction Project	Persistent Organic Pollutants	Ongoing				
4469	Integrated Approach to Management of Forests, with Demonstration in High Conservation Value Forests in the Mediterranean Region	Biodiversity, Climate Change	Ongoing				
3747	Improving Energy Efficiency in Industry	Climate Change	Completed				
2942	Promote Energy Efficiency in Buildings	Climate Change	Completed				
Non GEF	Enhancing the use of Wood (Analysis on Product Diversification in Massive Wood Sector)	Climate Change	Ongoing				
Non GEF	Strengthening National Capacity to Address the Environmental Impacts of Humanitarian Responses to Population Displacement in Turkey	Disaster Mngt.	Ongoing				
Non GEF	Adapting Agriculture to Climate Change in Konya (CC Konya)	Climate Change	Completed				

There have been no project cancellations or project failures. Hence, the column for “Not Achieved” is left blank. It should here be noted that since the bulk of the activity (10 projects) is ongoing, this outcome evaluation would qualify for an interim and partial evaluation. All of the discussion and assessment contained in this evaluation refers to the green cells (completed operations) and ongoing ones (yellow cells).

Evaluation of the Outcome

As discussed earlier under methodology, the four categories of analysis pertaining to (a) status of the outcome, (b) factors affecting the outcome, (c) UNDP contributions to the outcome, and (d) UNDP partnership strategy would lead the evaluation ratings²³. These ratings include suggestions for improving UNDP's work in the given outcome and they articulate lessons learned that could help UNDP in designing activities in the same outcome in different regions. The chart shown below (Figure 10) captures the essential blocks leading toward the outcome evaluation. The far left hand side represents the consultant's desk review, and as we gradually move rightwards, steps are being laid out eventually leading to the far right side of the chart where evidence is listed and results confirmed.

Figure 10: A Synoptic Visual View of the CCE Outcome Evaluation



Each of the above Outcome Constituent Parts (OCP) designated as A, B, C and D are rated using the OECD DAC criteria in light of the body of evidence and discussion presented in the earlier chapters in this report. Until the CCE Portfolio defines its own Results Framework, an evaluation effort, such as this one, would have to defer the use of explicit and formally defined indicators and focus on the rating of the outcome (that is its OCP). The results are shown in Table 13 below.

²³ UNDP Evaluation Office Guidelines for Outcome Evaluators Monitoring and Evaluation Companion Series #1, <http://web.undp.org/evaluation/documents/HandBook/OC-guidelines/Guidelines-for-OutcomeEvaluators-2002.pdf>

Table 13: Ratings of the Outcomes

Outcome	Relevance	Effectiveness	Sustainability	Cost Effectiveness	Outcome Rating
Part A	Relevant	Significant Contribution	Sustainable	Yes	Positive Change
Part B	Relevant	Significant Contribution	Sustainable	Yes	Positive Change
Part C	Relevant	Significant Contribution	Sustainable	Yes	Positive Change
Part D	Relevant	Too soon to tell	Too soon to tell	Too soon to tell	Unchanged

Notes on rating method: Relevance rating scales are: (a) relevant, (b) somewhat relevant and not (c) relevant. Effectiveness rating scales are: (a) significant contribution was made, (b) limited contribution was made, (c) no contribution was made by the UNDP towards this outcome in terms of strategic outputs (i.e., project and accompanying activity). Sustainability ratings scales are: (a) sustainable, (b) unsustainable, and (c) too soon to tell. Cost effectiveness rating scales are: (a) cost effective, (b) somewhat cost effective, and (c) not cost effective.

GEF Overall Performance and Co-Financing of GEF Projects in Turkey

Current GEF Project Statistics: Table 14 shown below summarizes the latest status of GEF funded projects, actual GEF funding amounts and co-financing for the world and Turkey. So far, Turkey has had 58 GEF funded projects and accessed US\$ 323.50 million in GEF funding, with associated co-financing of some US\$ 1.6 billion. However, 27 projects were regional/global projects, and 31 projects were national projects. The GEF funding support for these 31 projects was US\$ 99 million, and associated co-financing ratio of almost 11.

Table 14: Financing and Co-Financing of GEF Projects in Turkey

Co-Financing (CF) and CF Ratio				
Description	Units	World	Turkey	Percent Share of Turkey
Number of Projects	Operation	4,642.00	58.00	1.25%
GEF Grant Volume	US\$ Million	16,399.33	323.55	1.97%
Co-financing	US\$ Million	100,825.86	1603.04	1.59%
PPG			5.68	
Co-financing Ratio	No Dimension	6.15	4.95	
Source: GEF Web Site https://www.thegef.org/				

Total GEF Trust Funding Received in Turkey				
Project Type	Number of Projects	Total Financing (US\$)	Total Co-Financing (US\$)	Co-Financing Ratio
National	31	99.15	1,075.42	10.85
Regional/Global	27	224.39	537.62	2.40
Total	58	323.54	1,613.04	4.99
GEF Web Site https://www.thegef.org/				

The high co-financing ratio of 11 noted above is mainly due to World Bank contributions in earlier projects (discussed below).

UNDP Project Funding from GEF: Table 15 provides information on the co-financing for four projects where co-financing ratios have been calculated. For completed projects, the ratios are high, and for projects still being implemented the ratios are low, as would be expected.

Table 15: Co-Financing for Completed and Ongoing UNDP Projects (US\$ Million)

Project	Funding Source	Planned Funding	Realized Funding	Realized Co-Financing Ratio	Data Source
IEEI	GEF	5.9	5.9	25.90	Terminal Eval.
	Co-Finance	29.16	152.82		
	Total	35.06	158.72		
PEEB	GEF	2.62	2.62	6.24	Terminal Eval.
	Co-Finance	14.96	16.35		
	Total	17.58	18.97		
SFM	GEF	7.12	7.12	2.30	MTE
	Co-Finance	14.96	16.35		
	Total	22.08	23.47		
POPs	GEF	10.81	10.81	N/A	MTE
	Co-Finance	84.66	N/A		
	Total	95.47	10.81		

GEF's Terminal Evaluations: GEF's terminal evaluation review dataset ²⁴ includes performance ratings of completed GEF projects on dimensions such as outcomes, sustainability,

²⁴<http://www.gefio.org/data-maps>

implementation, materialization co-financing, M&E, and quality of terminal evaluation (Table 16), along with information on other parameters. Performance ratings are based on the evidence provided in the terminal evaluations of the completed projects. The GEF IEO and/or the Agency evaluation offices provide performance ratings based on the review of terminal evaluations. The GEF IEO updates the dataset annually. Through December 2017, includes a cumulative portfolio of 1,372 completed projects, representing \$6.1 billion in GEF funding and \$30.1 billion in realized co-financing. This includes 188 projects for which terminal evaluations were recently received. These 188 projects account for \$861.8 million in GEF funding, and \$5.6 billion in realized co-financing, and are referred to as the APR2017 cohort.

Table 16: Satisfactory Ratings Statistics

Satisfactory Ratings Reported On	Turkey			UNDP	
	Percent	N		Percent	N
Outcome	75	8		100	3
Sustainability	71	7		100	3
Implementation	88	8		100	3
Execution Quality	88	8		100	3
M&E Design Quality	63	8		50	4
M&E Implementation	75	8		75	4

Source: Screen shots converted into tabular form using <http://www.gefio.org/data-maps>

Co-Financing in GEF's Country Portfolio Evaluation – for 1992-2009: GEF undertook an overall evaluation of all of its projects in Turkey from 1992 to 2009, and published its findings in 2010. The report has the below noted observations on the co-financing dimension.

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

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

A closer look at the co-financing figures indicates that the Anatolia Watershed Rehabilitation Project accounted for almost half of the co-financing of the whole national portfolio: about \$38 million, or more than five times the amount of GEF funding for this project. Removing this Project from the calculation would result in a decrease in overall GEF co-financing ratio to 1.50. The energy efficiency in buildings project (PEEB) had the second largest co-financing amount—almost \$19 million, which translated into a ratio of over \$7 in co-financing for every GEF dollar. For about half of all national projects in Turkey, co-financing is greater than GEF support.

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

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

Chapter 8 - Findings and Conclusions

Findings Related to Status of the Outcome

Documentation: Review of available documents and M&E reports at the CCE level revealed that there is sufficient information to ascertain the status of the outcomes at the project level, from which some inferences can be made to higher level outcome analysis. Review of the UNDCS and UNDP CPD results framework led to further clarity, but the two documents were not fully aligned in content and format, but it was noticed that both UNDCS and UNDP CPD were geared more toward project level assessment than portfolio outcome analysis. The same issue was flagged in the previous Outcome Evaluation of 2013.

Mitigation Strategy Adopted: A reconfigured CCE Results Framework was attempted, but it could not be fully completed. Further document review, interviews within UNDP and partners have bridged the gap for information, and enabled the completion on this evaluation.

Findings Related to the Factors Affecting the Outcome

Since the 2016 failed coup, the political situation in Turkey has improved for the most part, but the state of emergency, which was imposed in response to the failed coup, was extended seven times (until July 2018) before it was lifted. As a result of the referendum in April 2017, the parliamentary system of government was replaced with an executive presidency in June 2018, and the changes brought by the Constitutional Amendment entered into force. The developments following the Referendum have escalated social and political tensions and have contributed to delays in economic reform efforts, thereby hampering the economy, and negatively affecting the country's relations with the EU. On the economic front, government-led extensive stimulus packages helped sustained economic growth and employment in 2017, but the inflation rate climbed again to double-digit levels after 6 years, and now stands at 25%, with steep hikes in the exchange rates. Changes in the functioning and structure of the State institutions have affected the working environment for UNDP Projects.

Findings Related to UNDP Contributions to the Outcome

The UNDP Front: In addition to sound program design and scope, it is observed that the CCE already runs a cost-conscious operation, and functions at a reasonable cost with minimum essential staff. All resident staff is high caliber nationals, which adds to their value in terms of being able to work in their own language with the counterparts and hence become more effective as technical partners, as well as help ward off such costs as international travel and accommodations etc. UNDP in many cases also capitalizes on its core asset of being a neutral agency and honest broker with a very positive public image. The fact that most CCE projects involve grants funds rather than loans/credits to the government is another facet that reinforces this image. An impressive amount of co-financing has been pledged by the partners, especially the private sector. A good part is of the pledged co-financing is being realized and sometimes

exceeded significantly (the IEEI project case). This is a clear sign of institutional efficiency as well as operational effectiveness. Embedded staff within the partners lends further credibility and trust to UNDP CCE (PEEMS and Chemicals are cases in point). Firm control over the funds and judicious procurement (albeit sometimes slow enough to incite discontent with the partners), and the ability to network and maintain the key connections are additional key features underlying the CCE efficiency. Finally, adaptable project design lending itself to built-in replication capability characterizes almost all projects (POPS, PEEMS and SFM) is a very desirable feature to note.

Principal findings of the evaluation concern the high level of progress in the gender mainstreaming dimension, very high level of co-financing achieved, balanced and rich portfolio valued at about US\$ 300, including co-financing, and a narrower scope (as opposed to ESD era), while sharpening focus on key areas. Minor problems were also noted by the evaluation which usually referred to process and procedure (such as procurement delays) rather than essence.

Certain CCE weaknesses should also be noted. Despite continued efforts, the promised financial mechanism intended to serve the SMEs via the EE interventions has not yet been established, and remains a pending matter. It is hoped that progress made under PEEMS will make a difference in this respect. The ORKOY project has finally been resurrected, but it was close to being announced otherwise. Its main deficiency was insufficient design to guide the implementation teams, as well as being highly unfortunate and running into a myriad of implementation hurdles. The disaster management focus is still awaiting its specific intervention. Finally, the design of implementation of regional projects risks alienating the Ministry staff in Ankara, as was the case in SFM. More attention with inclusive design and implementation engagement would be warranted for such cases.

The Partners Front: Despite adversities, all partners fared very well. All projects are on track. Those which have been granted extensions (POPS and SFM) are out of the control of all concerned, for the most part. Once can access and read the Biennial Reports and National Communications reports on the web, and cannot help being impressed. An impressive volume of reports were produced, including contributions to the so-called Progress Implementation Reports. Their enhancement of capacity and motivation is quite visible. All partners are keen to continue with UNDP and they appreciate the extent and quality of the support.

Findings Related to UNDP Partnership Strategy

CCE Portfolio management implemented a good coordination mechanism, with frequent consultations with the concerned ministries: MoEU, MFA, and MENR. The CCE partnership strategy has involved a diverse array of partners from the national, regional and local Governments, academia, NGOs, the private sector and the civil society. In addition to the above cited key ministries the CCE teams have been working with: Chamber of Forest Engineers; Yale University; Union of Forest Cooperatives; Nature Conservation Centre; WWF–Turkey; Climate Change and Air Management Board; AFAD; EU Delegation; Gold Standard; GUNDER, Private Sector (Coca Cola, MERKIM, KARDEMIR, ISDEMIR, Bedas, Etimaden, Igsas, Sedas, Turk Sugar Factories, Merkim); and Industry Associations. Through the GEF funded projects the CCE has forged good partnerships with other UN agencies, particularly with UNIDO, UNEP and FAO. This strategy has allowed the CCE address budget constraints by brokering and establishing strong partnership with the Turkish Government and the private sector, as indicated above.

Conclusions

Gender Equality: The previous OE reported that low priority and attention were given to gender equality, and cosmetic measures such as involving women in the project activities were presented as evidence of gender sensitivity. This has changed drastically. In fact, CCE has been a keen participant and active player in the UNDP setting in Turkey, despite its relatively greater technical focus as far as its mandate is concerned. New projects already come in Gender marks and older projects are making efforts to mainstream gender. By the end of this planning cycle (i.e. 2020), the gender issue will cease being an issue.

Capacity Development: There have been numerous activities aimed at developing capacity at all levels. Training has been an integral element in every CCE intervention. There is an undeniable enhancement in the self-confidence and self-esteem of the government staff to carry out most of the activities by themselves, while relying on assistance on the UNDP projects to access opportunities not afforded by the national budgets. To cite an example, the Ministry of Forestry and Agriculture (OGM in particular) has initiated its own international cooperation program whereby technical assistance is being provided to Azerbaijan, Kosovo and Syria. In addition to UNDP programs, there is evidence that the partners are more confident in managing a larger number of other donor-funded projects, and finding it possible to assume a greater degree of responsibility in this respect. This would be clearly attested to by looking at the relevant organization's web sites for the nature and number of distinct projects they are implementing under various funding schemes.

Ownership: Contacts with the government officials confirmed their participation in and ownership of the CCE interventions. This reflects the depth and quality of the collaboration established between UNDP and the partners, and the extent of effective prior networking that has given rise to these collaborations. Government entities are the lead implementation agencies in all CCE interventions (i.e., projects) and it is through these entities that UNDP expects the critical change to manifest itself, for which there have been visible signals and undeniable evidence.

CCE Performance: The CCE Portfolio of 2016-2020 is still under implementation. This period coincides an era of major changes in the national context, most of which can be characterized as actual or potential setbacks. Nonetheless, UNDP continued its course and made a difference. In addition to its ascribed role as development partner, through its project interventions, UNDP also contributed to continuity and permanence in a precarious era where public sector attrition rate was the highest as a result of the 2016 coup attempt.

It is being noticed that the UNDP CCE team already has asserted itself as an important player in the domain of climate change, which occupies a central place in the UNDP-Government joint efforts. While the CCE Portfolio has consolidated its course and proved its commitment to climate change, it has also established very good presence in biodiversity conservation, energy efficiency, chemicals and waste, as emphasized in its strategy.

Compared to the earlier Outcome Evaluation era of 2006-2010, the CCE portfolio has a narrower scope, but a much sharper focus. This is a positive development. The CCE portfolio should maintain the existing scope, but make efforts to deepen particularly in biodiversity and energy efficiency. Chemicals are well covered for the time being. The portfolio's rural coverage is suited for such

deepening through NGOs, as there is limited activity in the rural areas. Local government partners can also be added to enrich the portfolio in a vertical manner.

Only the first half of the 2016-2020 era results could be reviewed and hence actually evaluated. As such, this evaluation is an interim and partial one. Its results should be interpreted with that perspective and caveat in mind.

In conclusion, this evaluation finds the CCE Portfolio highly relevant, efficient and effective in its mandate comprising climate change, biodiversity and energy efficiency, chemicals and waste. The resource mobilized during the cycle was substantial. The full dollar value of the portfolio exceeds US\$ 300 million. GEF funds play a dominant and critical role among the financing sources, which is recently being diversified with the addition of other donor funds in the pipeline. The amount of funds provided by UNDP was small but not insignificant in catalyzing and triggering certain activities which lie outside the purview of GEF funding. There is convincing evidence that the CCE interventions have already generated positive changes in Turkey, with concrete possibilities of replication and scaling up where possible and warranted.

Chapter 9 - Recommendations

Recommendations on Policy

Harmonize strategy documents across UNDCS, UNDP CDS and portfolio level results framework, and craft a CCE Results Framework flexible enough to withstand changes brought about by the flux of projects, and hard enough to remain in force for a long time.

Recommendations on Project Design

- When technically possible, **update the design** and RF if more than two years have elapsed after preparation before the project becomes effective
- Introduce **detailed costings**²⁵ and prepare joint budgets to be implemented as parallel co-financing
- Explore ways and means of doing **joint co-financing**²⁶ **as opposed to parallel co-financing**.
- Introduce some **economic feasibility** analysis in the designs, and link it with the Results Framework.
- Consider making the main report part of the **Project Documents smaller in size**, while expanding their annexes.
- Try to stay away from **quantitative targets** unless well justified and warranted.
- Always bear in mind that UNDP's key role is to **trigger change**²⁷.
- Utilize the **Theory of Change** intensively and do not take chances on the Result Framework Preparation

²⁵ Detailed project budget pertains to the GEF portion of the funding, so does the AWPB in many cases. There is need to integrate the GEF funds with the co-financed funds in a single unified, harmonized and streamlined budget with due distinction for the financier, type of expenditure (investment cost or recurrent cost), years. Once agreement is reached on the overall project budget which consists of the sum total of all GEF, UNDP and counterpart funds, detailed costing would be performed for all components by using the relevant quantities and unit costs for technical assistance, training, works, goods and other items in order to arrive at project costs rather than utilize lump sum amounts or isolated budgets, such as each party making its own budget and attaching them to the Project Document. A distinction would be made between Investment and Recurrent Costs. This methodology would be applied in a manner that considers the temporal pattern of needs and requisite funding streams over time, and clearly apportions to each financier his/her share.

²⁶ Parallel co-financing refers to a case where funding provided by different parties are spent and accounted for separately. Joint co-financing calls for a **common procurement plan** where the bills are settled according to a predetermined financing burden, say 50-50 or any other arrangement.

²⁷ The CCE Portfolio Outcomes consist of (a) enabling legal frameworks and models for conservation and sustainable use of biodiversity and ecosystems in place, (b) scaled up actions on climate change adaptation and mitigation across sectors, (c) chemical waste prevented, managed and disposed of, and (d) chemically contaminated sites managed in environmentally sound manner. All of the above outcomes have a common thread, which is premised on the nature and degree of "change induced" as a result of CCE interventions. Following the building and adoption of a **CCE Portfolio Level Results Framework**, relevant indicators to track these changes would be developed and existing ones sharpened.

- Continue with the efforts to mainstream **gender equality** across the entire portfolio, and start firmly with the designs.
- Incorporate the **concept of resilience** in the CCE strategy and action by ensuring that relevant project designs include multi-hazard risk assessments, taking into account seismic and climatic risks and others if deemed necessary and providing estimates of the potential impact on project staff, partners, beneficiaries and project activities.

Recommendations on Project Implementation

- Embedded project staff at implementing partners is key to sustained partner cooperation. Try to spread this practice with all FSPs.
- Detailed multi-year joint (integrated) budgets can enhance ownership and increase accountability with implementing partners. Give it a try despite difficulties.²⁸
- Try to closely monitor co-financing to the extent politically and technically feasible.
- Remain alert and evaluation-ready at all times. Do not wait for 5 years till the next OE.²⁹

M&E: The existing M&E system can be significantly strengthened and rendered evaluation-ready at all times by considering the below indicated recommendations.

- Establish a central system (or re-model the existing system) with satellite sub-systems based at large projects³⁰, with one PMU per cluster (or focus area) if and when possible.
- Do system automation, and produce reports on demand by database queries.
- Prepare semi-annual summaries for the portfolio, and annual impact reports using the incoming reports to the system, mainly the PIRs.
- Disclose M&E Reports on the WEB
- Adopt co-financing ratio as a distinct performance indicator and monitor it closely.
- Use co-financing amounts and ratios as indicator for efficiency and sustainability.
- Help establish a program/portfolio M&E based on a re-configured Portfolio Results Framework and GEF principles using external consultants.
- Bring gender within the purview of M&E and insist on disaggregated data where disaggregated data makes sense.

²⁸ Most World Bank funded projects involve joint co-financing. An example is the Additional Financing of the Land Registry and Cadastre Modernization Project, which is an ongoing operation.

²⁹ Five years is too long for another portfolio review. There should be mid-term portfolio evaluations so as not to lose the data and associated lessons. These mid-term evaluations are usually destined to serve the management and may or may not be published.

³⁰ Establishing a central system with existing staffing is very hard due the number of distinct projects that need to be monitored and evaluated with only one person at the center. Under the proposed system the M&E arrangement the UNDP Portfolio M&E Advisor would receive data for each cluster from designated cluster-level M&E specialists, who would be embedded in the largest project but remain responsible for all projects in the cluster. The cluster-based M&E specialists would cover both the individual project results framework, as well as the CCE Portfolios indicators as defined in the CCE Portfolio Results Framework (recommended as a separate item and discussed above).

Future Avenues

Stay the Course: The CCE Portfolio is doing very well, but it should not risk any distraction by expanding its existing themes and mandates. The current scope is broad enough, and CCE staff should remain focused on it, without broadening it any further. Instead, it CCE should deepen within the existing scope and add projects up to a certain limit, enhance its expertise, cultivate and expand its network, while staying away from very small projects which are equally time consuming to manage and offer less in terms of dividends.

Explore the Real Potential in EE: Carry out a dedicated study to explore the market for potential UNDP interventions in the EE field, particularly in cooperation with NGO's and municipalities, with less involvement of the central government. Without losing sight of EE, try to capitalizing on the earlier and on-going efforts in EE, consider cooperating closely with the banking sector, and try pilots in carbon markets and incentive mechanisms for carbon reductions

Consider an Inter-Portfolio Intervention: Successful establishment of a financing mechanism for EE is still pending and it remains critical to sustain UNDP's contribution and continued involvement in EE. If possible, to complement existing efforts via the PEEMS activity, consider a joint inter-portfolio standalone Full Sized Project (FSP) with components in (a) climate change, (b) governance and (c) economic growth, where SGP may help with piloting the idea in a few locations in Turkey.

Explore Further Dimensions of Climate Change: Invest in the knowledge economy of climate change and help alleviate the data quality problems with the transportation sector in Turkey, where there has been limited activity to date, and integrate climate change related (or triggered) disaster management and resilience enhancement in the portfolio.

Monitor and Document the Inevitable Learning Process: The CCE Portfolio needs to sharpen its focus on learning, assessing the immediate results and ultimately mainstreaming the lessons learned in new designs. This aspect is being addressed in this OE as far as the strengthening of the M & E function and the recognition of the 'cost of learning' element in the ORKOY project. In order not to lose the project's experience in learning, this message is being carried farther and re-emphasized. One of the principal elements of the Theory of Change is the underlying learning factor that renders humans and institutions effective. In this connection, CCE is recommended to regularly debate, agree and document what it does well and where it needs to improve, with a clear view about isolating and documenting what has been learned, while making a clear distinction between learning (or the cost of learning) and possible failures.

Diversify the Sources of Project Financing and Broaden Partnership Base: As evidenced in the Cappadocia Workshop Report, most of the projects have a single financing source (GEF) and one main partner (ministry). There is agreement in the CCE team that this is an area that needs to be improved by considering and actively seeking for a broader-based partnership and more diversified funding sources. This move is associated with the targeted deepening / specialization and operational risk reduction (high turnover rates in the ministries), as well as pave the way for integrated solutions and elevate shared responsibility.

Chapter 10 - Lessons Learned

Prospects of CCE Portfolio Expansion: Further expansion of the CCE Portfolio in terms of a large number of projects (possibly beyond 20 distinct operations) will most likely overburden the management and jeopardize the timely delivery of the results with high quality. Therefore, with the existing staff and management model, the CCE would only consider deepening around the existing themes and not expand the portfolio by adding more themes.

The Communication Dimension: The communication function within the CCE emerges as a critical element with the sensitivity of the partners and associated visibility and communicated requirements. There is an apparent need to enhance the communication of the results achieved and report to partners and donors for increased resource base. This may involve revisiting the web sites, and placing more information on the web. In this regard, the CCE needs to strengthen its efforts in the communication area through deployment of the short-term staff to support the clusters in full coordination with the M&E function within the CCE.

Untapped Inter-Portfolio Synergies: Energy ecosystem in the world and Turkey is shifting towards a more sustainable approach. This requires an integrated response to the energy related development challenges, in particular competitiveness, energy security, resource efficiency, renewable energy. In this regard, the CCE should take the lead to work on an inter-portfolio FSP with piloting support from the SGP. This operation would enhance the inter-portfolio synergies where the project components would consist of climate change & energy efficiency, economic growth and governance.

Another fruitful inter-portfolio area of intervention would be the forestry sector, which has significance not only in terms of forest biodiversity and reduced carbon emissions and increased sequestration, but also in terms of cross-sectoral synergy to be unleashed between forestry and housing, agriculture, energy, and tourism sectors. Here again the SGP may intervene to run pilot operations before FSPs are deployed.

Disaster Resilience as a Crosscutting Matter: Disaster resilience is implicit in at least two CCE operations. In the POPS project it is the calamities avoided due to massive chemical contamination, and enhanced firefighting capability and management achieved under the SFM project. Yet, this facet is being highlighted in neither case as distinct contribution to disaster resilience. Meanwhile, growing attention to addressing resilience related issues both in terms of climate change and disasters in Turkey has already resulted in prioritization of resilience building and mainstreaming into the development agenda both locally and centrally.

We May Set Limits on Co-Financing at Times: The POPs Project was initially designed for a co-financing complement in the order of some US\$ 200 million, which eventually was negotiated down to some US\$ 90 million. The problem with excessive co-financing is three fold:

- Excessive co-financing, that is exceeding a co-financing ratio of one to 10, does not sound like a credible arrangement.
- Excessive co-financing, even when it is genuine, involves a management problem associated with the implementation burden of a larger project and tracking of the co-financing part.

- Excessive co-financing sends the wrong signals to the financing agency (GEF in this instance), that the recipient county is flush with funds, and hence GEF assistance is not needed.

The Issues with the Establishment of Financing Mechanism: One of the weakest facets of the CCE Portfolio is the series of failed attempts to develop a financial mechanism through at least three projects so far: IEEI, ORKOY and PEEMS. The common ingredient in these efforts is a lack of a clear vision and project design as well as the underestimation of the difficulty involved in this task. The new PEEMS project is making another attempt in this direction, but not to allow history to repeat itself, the CCE may consider hiring external consultants (most likely financial experts) to look at this operation before it is due for a mid-term review.

Do Not Get Bugged Down in Quantitative Targets: Reductions in carbon emissions and savings due to incremental alternative clean energy generation seem to overshadow the more important UNDP mandate in human capacity development and awareness raising, which are not amenable to easy quantification.

Diligent High Quality Design Always Yields Dividends: As we look at new project designs and compare them with the older ones, we invariably notice the effects of a high degree of learning incorporated in the new designs, which has been afforded by the stability in CCE staffing, and enhanced capability in recruiting better external consultants. We should note the good project designs of the POPS, IAS and PEEMS. Especially, a good, detailed and integrated (joint) budget would greatly facilitate the project design and streamline negotiations where the budget would include details on the investment/recurrent separation, how much money is allocated for individual components, how project costs are apportioned over expenditures, and spread over years.

The Tacit and Muted Impact of the Metropolitan Municipality (MM) Law of 2014: Beyond the July 2016 coup d'état attempt and subsequent adoption of the executive presidential system, the country has quietly undergone another major change which actually occurred in 2014 via the new Metropolitan Municipality Law, and which has essentially expanded the municipal boundaries of 30 cities to match their provincial boundaries. In a way, large tracts of rural Turkey have been reclassified as urban areas. Moreover, the Government plans to apply the new law to the remaining 51 provinces. The new situation calls for increased cooperation with the overburdened municipalities in the future in CCE projects. This is a dimension that seems to have received little attention.

The Shadow of Shared Responsibility: Urbanization has been very fast in Turkey, transforming the country from a vastly rural-based society to an urban-based one with sprawling cities and shrinking or disappearing villages. Concurrently, this process was accompanied by another but slower paced change pertaining to the so-called notion of **shared responsibility**. Although the new executive presidential system seems to bolster the existing centralized administration by the state, shared responsibility moves in quite the opposite direction and has been evolving rather slowly and inconspicuously. Decentralization, delocalization, and derivative terms are other scientific terms used in the literature to describe this phenomenon in lieu of using the more commonly known term of “shared responsibility” especially for natural resource management. In this respect, there remains an untapped potential between the choices involving local-center and public-private, which would help CCE deepen its involvement in its mandated areas while reducing its operational risk and enhancing its ability to introduce integrated solutions and increase ownership. This aspect eventually ties with co-financing and cost sharing arrangements, as a whole host of new partners would emerge in the process. This aspect too has received little attention so far.

Annex A : Statement of Work



UNDP TURKEY CLIMATE CHANGE AND ENVIRONMENT PORTFOLIO 2016 – 2020 OUTCOME EVALUATION

INFORMATION NOTE

INTRODUCTION AND PURPOSE

In line with the UNDP evaluation policy and according to the UNDP Evaluation Plan for 2018, an **“Outcome Evaluation”** for the Climate Change and Environment Portfolio for the period 2016 – 2020 will be conducted between 24th of September and 31st of December 2018. Evaluations are critical for UNDP to contribute advancing human development globally. Through the generation of evidence and objective information, evaluations enable the organization to make informed decisions and plan strategically together with its host government and other stakeholders.

The objective of the outcome evaluation is to review the portfolio and projects of UNDP Turkey CO contributing to the Climate Change and Environment Portfolio with a view to understand their relevance and contribution to national priorities for stock taking and lesson learning, and recommending mid-course corrections that may be required for enhancing effectiveness of UNDP’s development cooperation strategy.

- This evaluation is also expected to bring recommendations regarding partnership strategies and also to help better understanding of the impact that the portfolio creates.
- The purpose of the outcome evaluation is to:
- Review the CCE portfolio and projects to understand their relevance and contribution to SDGs and national priorities for stock taking and lesson learning, and recommending mid-course corrections that may be required for enhancing effectiveness of UNDP’s development assistance. This includes outcome progress, programme management, coordination arrangement, identify challenges, lessons learned, evidence based findings, conclusions and recommendations on results, effectiveness, efficiency, sustainability.
- Review the status of the outcome and the key factors that have affected (both positively and negatively, contributing and constraining) the outcome. This includes the review of UNDP comparative advantage and added value;
- Assess the extent to which UNDP outputs and implementation arrangements have been effective for strengthened linkages between the outcomes (the nature and extent of the contribution of key partners and the role and effectiveness of partnership strategies in the outcome);
- Provide recommendations for future country programme in the four outcomes of the Climate Change and Environment Portfolio (described above) and particularly for better linkages between the four.

- Provide recommendations for the future outcomes of the portfolio and assess the linkage of outcomes of the portfolio with SDG's.
- Predict and assess the potential environmental and social impacts of the portfolio and projects under the Climate Change and Environment Portfolio,
- Evaluate alternatives and design appropriate mitigation, management and monitoring measures.

OUTCOME AND OUTPUT ANALYSIS

The Evaluation will meet the its objectives in answering the key questions mentioned below;

Outcome analysis

- Whether the selected outcomes were relevant given the country context and needs, and UNDP's niche? (relevance)
- Whether the outcome indicators chosen are sufficient to measure the outcomes? What other SMART (specific, measurable, achievable, relevant and time-bound) indicators can be suggested to measure these outcomes?
- Whether sufficient progress has been achieved vis-à-vis the outcomes as measured by the outcome indicators? (effectiveness)
- What are the main factors (positive and negative) that have/are affecting the achievement of the outcomes? How have these factors limited or facilitated progress towards the outcome?
- To what extent did UNDP contribute to gender empowerment/ gender equality?
- What are the factors that influenced the differences in participation, benefits and results between women and men?
- In this programme period, how did UNDP position itself strategically or did UNDP have a comparative advantage? If yes, how were these reflected in achieving the results? Any recommendations for future programming?
- What does the evaluation reveal in terms of UNDP's role in an Upper Middle Income Country environment? Did UNDP add value in such an environment, could it build a niche?
- Whether UNDP's partnership strategy has been appropriate and effective; UNDP's capacity with regard to management of partnerships; UNDP's ability to bring together various partners across sectoral lines?
- UNDP's ability to develop national capacity in a sustainable manner (through holistic, participatory and gender-sensitive approach, building and strengthening institutional linkages, transparency and accountability, exposure to best practices in other countries, south-south cooperation); UNDP's ability to respond to changing circumstances and requirements in capacity development;
- What is the prospect of the sustainability and replicability of UNDP interventions related to the outcome (what would be a good exit strategy for UNDP)?

Output analysis

- Are the UNDP outputs with the project corresponding projects under each outcome relevant to the outcome?
- Has sufficient progress been made in relation to the UNDP outputs?
- Were the monitoring and evaluation indicators appropriate to link outputs to outcomes or is there a need to establish or improve these indicators? If so, what are the suggestions?
- What are the factors (positive and negative) that affect the accomplishment of the outputs?
- What are the recommendations for the existing portfolio?
- What are the lessons, especially pertaining to gender equality and social inclusion, and directions for future programming?

EVALUATION PROCESS

During the evaluation process, meetings will be held with national and local Government officials (Ministry of Environment and Urbanization, Ministry of Agriculture and Forestry, Ministry of Science and Technology etc.), Senior Management and Programme coordination and staff of UNDP Turkey, project and portfolio staff, non-governmental organizations (NGOs), academia, civil society representatives, portfolio and project beneficiaries and key stakeholders, and partners both at central and local levels.

Meetings and interviews will help the Evaluation to validate information obtained from other sources, seek thinking and perceptions of persons interviewed, yield sufficiently relevant evidence of changes in the CCE Outcome; undertake a constructive critique of the outcome formulation itself and its associated indicators; weight how the policy, institutional, environmental and cultural factors influence the activities of UNDP, the Government and key partners in achieving the Outcome, and gain consensus on key issues.

PROJECT AND PROGRAMME COVERAGE

Main subject of this Evaluation will both the completed and ongoing projects implemented within the framework of the CCE Portfolio. The reference projects are listed below;

FOCUS AREA	STATUS	PROJECT NAME	DURATION
CLIMATE CHANGE	ONGOING	PIMS 6060: SUPPORT FOR THE PREPARATION OF TURKEY'S 7TH NATIONAL COMMUNICATION AND 3RD BIENNIAL REPORT TO UNFCCC	2017 - 2021
	COMPLETED	SUPPORT FOR THE PREPARATION OF THE TURKEY'S FIRST BIENNIAL REPORT (FBR) TO UNFCCC	2014 - 2016
BIODIVERSITY	ONGOING	PIMS 4434: INTEGRATED FOREST MANAGEMENT (SFM)	2013 - 2019
		ADAPTING AGRICULTURE TO CLIMATE CHANGE IN KONYA (CC KONYA)	2016 - 2018
		INVASIVE ALIEN SPECIES	2018 - 2023

ENERGY EFFICIENCY	COMPLETED	PROMOTING ENERGY EFFICIENCY IN BUILDINGS	2010 - 2017
		IMPROVING ENERGY EFFICIENCY IN INDUSTRY	2010 - 2017
	ONGOING	PIMS 5285: PROMOTING ENERGY EFFICIENT MOTORS IN SMALL AND MEDIUM ENTERPRISES (PEEMS)	2017 - 2022
		PIMS 5323: SUSTAINABLE ENERGY FINANCING MECHANISM FOR SOLAR PHOTOVOLTAIC SYSTEMS IN FOREST VILLAGES IN TURKEY	2016 - 2020
CHEMICALS	ONGOING	PIMS 4601: FSP - POPS LEGACY ELIMINATION AND POPS RELEASE REDUCTION	2015 - 2020

Annex B: Project Briefs

Support for the Preparation of Turkey's Seventh National Communication (7th NC) and Third Biennial Report (3rd BR) to UNFCCC

Project Summary	
To assist Turkey in the preparation of its Seventh National Communication (7th NC) and the Third Biennial Report (3rd BR) for the fulfillment of the obligations under the United Nations Framework Convention on Climate Change (UNFCCC)	
Project Details	
GEF Project ID	9746
Project Type	Enabling Activity
Status	Project Approved
Country	Turkey
Region	
Focal Areas	Climate Change
Funding Source	GEF Trust Fund
Implementing Agencies	United Nations Development Programme
Executing Agencies	Ministry of Environment and Urbanization
GEF Period:	GEF - 6
Approval Fiscal Year:	2017
Project Documents	EA Request Document
Financials	
Project Preparation Grant Amount	0 USD
GEF Project Grant	852,000 USD
Co-financing Total	300,000 USD
GEF Agency Fees	80,940 USD
Total Cost	1,152,000.00 USD

<https://www.thegef.org/project/support-preparation-turkeys-seventh-national-communication-7th-nc-and-third-biennial-report>

Addressing Invasive Alien Species Threats at Key Marine Biodiversity Areas

Project Summary	
To ensure resilience of marine and coastal ecosystems through strengthened capacities and investment in prevention, detection, control and management of Invasive Alien Species.	
Project Details	
GEF Project ID	9233
Project Type	Full-size Project
Status	Project Approved
Country	Turkey
Region	
Focal Areas	Biodiversity
Funding Source	GEF Trust Fund
Implementing Agencies	United Nations Development Programme
Executing Agencies	Ministry of Forest and Water Affairs
GEF Period:	GEF - 6
Approval Fiscal Year:	2016
Project Documents	STAP Review (PDF) , revise Project document , Request for CEO Endorsement -revised , Project Review Sheet , Council notification letter , PIF Document for WPI (Revised) , Review Sheet (PDF)
Financials	
Project Preparation Grant Amount	150,000 USD

GEF Project Grant	3,344,654 USD
Co-financing Total	13,200,000 USD
GEF Agency Fees	317,742 USD
Total Cost	16,694,654.00 USD

<https://www.thegef.org/project/addressing-invasive-alien-species-threats-key-marine-biodiversity-areas>

Promoting Energy-Efficient Motors in Small and Medium Sized Enterprises (PEEMS)

Project Summary	
To promote significant additional investment in industrial energy efficiency in Turkey by transforming the market for energy efficient motors used in small and medium sized enterprises.	
Project Details	
GEF Project ID	9081
Project Type	Full-size Project
Status	Project Approved
Country	Turkey
Region	
Focal Areas	Climate Change
Funding Source	GEF Trust Fund
Implementing Agencies	United Nations Development Programme
Executing Agencies	Turkey Ministry of Science, Industry and Technology (MoSIT) through the Directorate General for Productivity(DGP)
GEF Period:	GEF - 6
Approval Fiscal Year:	2015
Project Documents	Project document , Request for CEO Endorsement - Revised , Council letter , Project Review Sheet , PIF Document for WPI (Revised) , Review Sheet (PDF) , STAP Review (PDF)
Financials	
Project Preparation Grant Amount	100,000 USD
GEF Project Grant	3,750,000 USD
Co-financing Total	28,340,000 USD
GEF Agency Fees	356,250 USD
Total Cost	32,190,000.00 USD

<https://www.thegef.org/project/promoting-energy-efficient-motors-small-and-medium-sized-enterprises-peems>

Turkey's First Biennial Report (FBR)

Project Summary	
To assist Turkey in the preparation of its First Biennial Report (BR1) for the fulfillment of the obligations under the United Nations Framework Convention on Climate Change (UNFCCC)	
Project Details	
GEF Project ID	5813
Project Type	Enabling Activity
Status	Completed
Country	Turkey
Region	
Focal Areas	Climate Change
Funding Source	GEF Trust Fund
Implementing Agencies	United Nations Development Programme
Executing Agencies	Ministry of Environment and Urbanization
GEF Period:	GEF - 5

Approval Fiscal Year:	2014
Project Documents	EA Request - revised
Financials	
Project Preparation Grant Amount	0 USD
GEF Project Grant	352,000 USD
Co-financing Total	60,000 USD
GEF Agency Fees	33,440 USD
Total Cost	412,000.00 USD

<https://www.thegef.org/project/turkeys-first-biennial-report-fbr>

Sustainable Energy Financing Mechanism for Solar PV in Forest Villages in Turkey

Project Summary	
This project will assist Turkey with the promotion and financing of on-grid village cooperative solar PV in forest villages with the goal of having at least 30 MW of installed capacity of grid-connected, cooperative solar PV in forest villages) by the end of the project, thereby leading to significant greenhouse gas emission reductions.	
Project Details	
GEF Project ID	5732
Project Type	Full-size Project
Status	Project Approved
Country	Turkey
Region	
Focal Areas	Climate Change
Funding Source	GEF Trust Fund
Implementing Agencies	United Nations Development Programme
Executing Agencies	Ministry of Forestry and Water Affairs, General Directorate of Forestry (GDF), Forest and Villagers Relations Department (ORKOY)
GEF Period:	GEF - 5
Approval Fiscal Year:	2014
Project Documents	PIF Document for WPI (Revised) , Review Sheet (PDF) , STAP Review (PDF) , Project Document , Request for CEO Endorsement , Council Notification , Project Review Sheet , Council Notification , Project Review Sheet
Financials	
Project Preparation Grant Amount	100,000 USD
GEF Project Grant	3,780,000 USD
Co-financing Total	52,500,000 USD
GEF Agency Fees	359,100 USD
Total Cost	56,380,000.00 USD

<https://www.thegef.org/project/sustainable-energy-financing-mechanism-solar-pv-forest-villages-turkey>

POPs Legacy Elimination and POPs Release Reduction Project

Project Summary	
Protection of health and environment through elimination of current POPs legacies, ensure longer term capacity to manage POPs into the future consistent with international practice and standards, and integrate POPs activities with national sound chemicals management initiatives	
Project Details	
GEF Project ID	4601
Project Type	Full-size Project

Status	Project Approved
Country	Turkey
Region	
Focal Areas	Persistent Organic Pollutants
Funding Source	GEF Trust Fund
Implementing Agencies	United Nations Development Programme
Executing Agencies	Ministry of Environment and Urbanization (MoEU)
GEF Period:	GEF - 5
Approval Fiscal Year:	2013
Project Documents	PPG Document (Revised) , PIF Document for WPI (Revised) , Project Review Sheet , STAP Review (PDF) , ProjeDoc , Request for CEO Endorsement , Council Notification , Project Review Sheet
Financials	
Project Preparation Grant Amount	250,000 USD
GEF Project Grant	10,815,000 USD
Co-financing Total	84,664,583 USD
GEF Agency Fees	973,350 USD
Total Cost	95,729,583.00 USD

<https://www.thegef.org/project/pops-legacy-elimination-and-pops-release-reduction-project>

Integrated Approach to Management of Forests, with Demonstration in High Conservation Value Forests in the Mediterranean Region

Project Summary	
To promote an integrated approach to management of forests in Turkey, demonstrating multiple environmental benefits in high conservation value forests in the Mediterranean forest region	
Project Details	
GEF Project ID	4469
Project Type	Full-size Project
Status	Project Approved
Country	Turkey
Region	
Focal Areas	Biodiversity, Climate Change
Funding Source	GEF Trust Fund
Implementing Agencies	United Nations Development Programme
Executing Agencies	General Directorate of Forestry; Ministry of Environment and Forestry
GEF Period:	GEF - 5
Approval Fiscal Year:	2011
Project Documents	Project Review Sheet , STAP Review (PDF) , PIF Document for WPI (Revised)
Financials	
Project Preparation Grant Amount	125,000 USD
GEF Project Grant	7,120,000 USD
Co-financing Total	21,430,000 USD
GEF Agency Fees	712,000 USD
Total Cost	28,675,000.00 USD

<https://www.thegef.org/project/integrated-approach-management-forests-demonstration-high-conservation-value-forests>

Improving Energy Efficiency in Industry

Project Summary	
To improve energy efficiency of the Turkish industry by enabling and encouraging companies in the industrial sector for efficient management of energy use by different energy conservation measures and energy efficient technologies.	
Project Details	
GEF Project ID	3747
Project Type	Full-size Project
Status	Completed
Country	Turkey
Region	
Focal Areas	Climate Change
Funding Source	GEF Trust Fund
Implementing Agencies	United Nations Development Programme
Executing Agencies	General Directorate of Electrical Power Resources Survey and Development Administration (EIE), Technology Development Foundation of Turkey (TTGV)
GEF Period:	GEF - 4
Approval Fiscal Year:	2009
Project Documents	Terminal Evaluation , Endorsement Letter from Government , PIF Document (Revised) , PPG Document (Revised) , STAP Review
Financials	
Project Preparation Grant Amount	120,000 USD
GEF Project Grant	5,900,000 USD
Co-financing Total	29,083,400 USD
GEF Agency Fees	602,000 USD
Total Cost	35,103,400.00 USD

<https://www.thegef.org/project/improving-energy-efficiency-industry>

Market Transformation of Energy Efficient Appliances in Turkey

Project Summary	
To reduce the greenhouse gas emissions of Turkey by accelerating the market transformation towards more energy efficient building appliances	
Project Details	
GEF Project ID	3565
Project Type	Full-size Project
Status	Completed
Country	Turkey
Region	
Focal Areas	Climate Change
Funding Source	GEF Trust Fund
Implementing Agencies	United Nations Development Programme
Executing Agencies	EiE (General Directorate of Electrical Power Resources Survey, Turkey)
GEF Period:	GEF - 4

Approval Fiscal Year:	2008
Project Documents	Terminal Evaluation , Terminal Evaluation Review , PIF Document (Revised) , STAP Review
Financials	
Project Preparation Grant Amount	0 USD
GEF Project Grant	2,710,000 USD
Co-financing Total	2,946,600 USD
GEF Agency Fees	272,700 USD
Total Cost	5,656,600.00 USD

<https://www.thegef.org/project/market-transformation-energy-efficient-appliances-turkey>

Promote Energy Efficiency in Buildings

Project Summary	
To reduce energy consumption and associated GHG emissions in buildings in Turkey by raising building energy performance standards, improving enforcement of building codes, enhancing building energy management and introducing the use of an integrated building design approach	
Project Details	
GEF Project ID	2942
Project Type	Full-size Project
Status	Completed
Country	Turkey
Region	
Focal Areas	Climate Change
Funding Source	GEF Trust Fund
Implementing Agencies	United Nations Development Programme
Executing Agencies	(General Directorate of Electrical Power Resources Survey, Turkey)
GEF Period:	GEF - 4
Approval Fiscal Year:	2008
Project Documents	Terminal Evaluation , PIF Document (Revised) , PPG Document (Revised) , STAP Review , Project Document (for CEO Endorsement) , CEO Endorsement Request revised
Financials	
Project Preparation Grant Amount	100,000 USD
GEF Project Grant	2,620,000 USD
Co-financing Total	14,960,000 USD
GEF Agency Fees	272,000 USD
Total Cost	17,680,000.00 USD

<https://www.thegef.org/project/promote-energy-efficiency-buildings>

Promoting Low Cost Energy Efficient Wooden Buildings in Turkey

Project Summary	
To reduce energy consumption and associated GHG emissions in buildings in Turkey by raising building energy performance standards, improving enforcement of building codes, enhancing building energy management and introducing the use of an integrated building design approach	
Project Details	
GEF Project ID	5673
Project Type	Full-size Project

Status	
Country	Turkey
Region	
Focal Areas	Climate Change
Funding Source	GEF Trust Fund
Implementing Agencies	United Nations Development Programme
Executing Agencies	(General Directorate of Electrical Power Resources Survey, Turkey)
GEF Period:	GEF-7
Approval Fiscal Year:	2018
Project Documents	
Financials	
Project Preparation Grant Amount	
GEF Project Grant	2,620,000 USD
Co-financing Total	14,960,000 USD
GEF Agency Fees	
Total Cost	17,680,000.00 USD

http://www.thegef.org/sites/default/files/web-documents/10090_PIFReviewSheet.pdf

Annex C: Summary of the GEF Country Portfolio Evaluation - Turkey (1992–2009)

The Evaluation Office of the Global Environment Facility (GEF) conducted a country portfolio evaluation of GEF support to Turkey from 1992 to 2009. The evaluation covered all national projects plus two components of global projects implemented within Turkish boundaries; these national efforts represented \$36.33 million in GEF support. Eleven regional projects focusing on the Black and Mediterranean Seas were also reviewed because of Turkey's significant involvement, as was the country's Small Grants Programme (SGP).

Findings

Relevance

GEF support has been relevant to Turkey's sustainable development agenda and its environmental priorities, except in the area of land degradation. The GEF successfully supported Turkish efforts to conserve forest biodiversity in gene management zones. Later, synergies were built among local livelihood incentives, local-level development, and improved environmental management. However, despite its being one of the most pressing environmental problems in Turkey, land degradation has received almost no support from the GEF.

The GEF paved the way for implementing environmental aspects of Turkey's European Union accession process. Turkish initiatives in this regard will now increase the sustainability of impacts started under the GEF. The prospect of accession to the European Union has been a key initiator in the recent ongoing updating of Turkey's sustainable development and environmental agenda.

GEF support in Turkey has neither been fully nationally owned nor fully country driven, but this has improved in recent years. The evaluation found evidence of slow appropriation of a project's objectives by Turkish stakeholders. National stakeholders—mostly from government, but also from civil society—eventually take on GEF-initiated projects, adapting them to their needs and context, and owning and driving them.

Efficiency

Although the GEF Agencies have worked in a complementary manner, there are few synergies and little cross-Agency learning; this situation looks to be improving. The World Bank and the United Nations Development Programme (UNDP) have been the two most important GEF Agencies in Turkey, with the former implementing three full-size projects, the last of which is still ongoing; and the latter active in Turkey since 1992 with the SGP and the Black Sea regional projects. Although GEF projects and Agencies in Turkey have often worked in a complementary way, many GEF projects operate as islands, and little evidence exists of Agencies being institutionally involved in their GEF activities. The situation is gradually improving in the climate change and international waters focal areas, where various GEF Agencies have been working together to prepare projects.

The traditionally top-down approach to forest management in Turkey makes for insufficient coordination, which in turn caused delays; these have decreased recently. The first GEF biodiversity project was formulated and implemented largely without public

participation. A second biodiversity project involved local people in nature conservation by including their needs and resources in protected area management plans.

This initiative proved to be particularly challenging due to a lack of traditional participation in Turkey, severely delaying the project. Nevertheless, it introduced local involvement in nature conservation, and today the situation is improving.

The complexity of the GEF project cycle has not been a barrier to project development in Turkey. On the whole, and in comparison to other countries, Turkey has done remarkably well in getting projects through the GEF project cycle. National full-size projects took an average of 2.1 years to move from project entry to implementation; this is less than half the GEF global average of 5.5 years.

There is little evidence that monitoring and evaluation (M&E) is contributing to increased efficiency. M&E of GEF support in Turkey is primarily performed by the GEF Agencies

The full version of *GEF Country Portfolio Evaluation: Turkey(1992–2009)* (Evaluation Report No. 60, 2010) is available in the Evaluations and Studies section of the GEF Evaluation Office

At the project level; some portfolio-level monitoring is conducted by Turkey's Ministry of Environment and Forestry, but this does not cover the regional or global GEF projects in which Turkey participates, since the ministry has no information on these. At both levels, monitoring only involves basic information, some of which is aggregated by focal area and Agency. Substantive data such as actual achievements at completion and lessons learned are not maintained, and M&E information is not consistently exchanged between the GEF Agencies and the national partners.

Effectiveness

GEF support to biodiversity in Turkey has contributed to the achievement of significant results, including raising awareness and building capacity. The proportion of land under some form of protection for nature conservation has increased from 4 percent to about 6 percent since 2000. An in-situ conservation project made important contributions, with impacts still relevant 12 years after project closure. And the GEF II project, despite having faced a number of challenges—regarding public participation and government inertia; local-level poverty; and threats to conservation from tourism, road construction, forest extraction, grazing activities, water resource use, and other economic activities—broke new ground, introducing participatory approaches to protected area management in Turkey.

GEF support of marine international waters projects has contributed to strengthening Turkey's commitments to global and regional cooperation to reduce the overexploitation of fish stocks and land- and sea-based pollution in the region. With GEF support, Turkey has helped to shape and become a signatory of protection treaties covering the Black and Mediterranean Seas. Over the past 15 years, the water quality of the Black Sea has improved considerably—mainly because of the collapse of the Soviet Union and subsequent closure of livestock production units along the Danube—and GEF support has contributed to these positive changes. Turkey prepared several studies related to the Protocol for the Control of Land Based Pollutants to protect the Black Sea, some of which were prepared with GEF support; these are awaiting implementation.

The SGP has been a major success in Turkey, providing many examples of how to meet both global and local objectives. Despite challenges, the GEF has helped develop the concept of, and capacity for, local-level natural resource management in Turkey. The potential of the SGP has been fully realized; specifically in exploring how best to build links between the environmental, social, and economic dimensions of sustainable development at the local level.

Results in other focal areas are limited, but in some cases, limited funding has had important catalytic effects. The GEF supported initial national communication to the United Nations Framework Convention on Climate Change has been and continues to be significant in shaping ongoing action, debate, and future climate change policy in Turkey. And the GEF-supported analysis for dealing with persistent organic pollutants, which led to a first draft of a national implementation plan, contributed to Turkey's January 2010 signing of the Stockholm Convention.

Recommendations

To the GEF Council

- The GEF should increase focal points' involvement in M&E activities by sharing M&E information, supporting country portfolio-level M&E, and providing M&E training.
- The GEF Agencies should be encouraged to provide stronger support to GEF issues outside the GEF-supported projects in which they are involved, and promote up-scaling with partner governments.

To the Government of Turkey

- National legal instruments should be approved, and the implementation of national strategies and participatory protected area management plans should begin.
- Turkey should formulate multifocal area projects and programs reflecting the GEF-5's proposed ecosystem approach in order to address land degradation issues.

Source: Web site, www.gefeo.org. Also available on the Web site is *GEF Annual Country Portfolio Evaluation Report 2010* (Evaluation Report No. 58), which presents a synthesis of the two country portfolio evaluations (for Moldova and Turkey) undertaken in 2009–10.

Annex D: Internet Links to Key Documents

UNDP Overall and UNDP Turkey

Changing With the World UNDP Strategic Plan 2017-2017

http://www.undp.org/content/undp/en/home/librarypage/corporate/Changing_with_the_World_UNDP_Strategic_Plan_2014_17.html

United Nations Development Cooperation Strategy Turkey 2016-2020

<http://www.un.org.tr/wp-content/uploads/UNDCS-FInal-2016-1.pdf>

UNDP and International Financial Institutions

http://www.undp.org/content/undp/en/home/partners/international_financialinstitutions.html

UNDP AND CLIMATE CHANGE: Scaling Up Climate Action to Achieve the Sustainable Development Goals

<http://www.undp.org/content/dam/undp/library/Climate%20and%20Disaster%20Resilience/Climate%20Change%20and%20the%20SDGs%20English%20Report.pdf>

UNDP and Other Guidelines

UNDP Evaluation Guidance for GEF-Financed Projects

http://procurement-notice.undp.org/view_file.cfm?doc_id=11932

REVIEW OF RESULTS-BASED MANAGEMENT IN THE GEF (Prepared by the Independent Evaluation Office of the GEF) - 2017

https://www.thegef.org/sites/default/files/council-meeting-documents/EN_GEF.ME_C.52_Inf.07_RBM_May_2017.pdf

GUIDELINES ON THE PROJECT AND PROGRAM CYCLE POLICY

http://www.thegef.org/sites/default/files/documents/EN_GEF.C.52.Inf_06.Rev_01_Guidelines_on_the_Project_and_Program_Cycle_Policy.pdf

Terminal Evaluation Guide

<http://web.undp.org/evaluation/documents/guidance/GEF/UNDP-GEF-TE-Guide.pdf>

EVALUATION HANDBOOK FOR ODA LOAN PROJECTS

https://www.jica.go.jp/english/our_work/evaluation/tech_and_grant/guides/pdf/evaluationtext.pdf

Guidelines for Outcome Evaluators <http://web.undp.org/evaluation/documents/HandBook/OC-guidelines/Guidelines-for-OutcomeEvaluators-2002.pdf>

GEF Gender Equality Guidelines
https://www.thegef.org/sites/default/files/documents/Gender_Equality_Guidelines.pdf

Handbook on Planning Monitoring and Evaluating for Development Results, Annex 7.
Evaluation Report Template and Quality Standards
<http://web.undp.org/evaluation/handbook/documents/english/pme-handbook.pdf>

Review of the UNDP Evaluation Policy
http://web.undp.org/evaluation/documents/policy/review/Baasterl-UNDP-Evaluation_PR_2014.pdf

Documents on Turkey

National CC Action Plan
<http://www.dsi.gov.tr/docs/iklim-degisikligi/%C4%B1depeng.pdf?sfvrsn=2>

REPORT ON TURKEY’S INITIAL STEPS TOWARDS THE IMPLEMENTATION OF THE
2030 AGENDA FOR SUSTAINABLE DEVELOPMENT
http://www.surdurulebilirlikalkinma.gov.tr/wp-content/uploads/2016/07/2030_Raporu.pdf

World Bank – Forest Policy Note – Turkey
<https://openknowledge.worldbank.org/bitstream/handle/10986/28564/12-10-2017-13-48-33-TurkeyForestPolicyNoteweb.pdf?sequence=1&isAllowed=y>

Europe and Central Asia Energy Efficiency Financing Option Papers for Turkey
<http://esmap.org/sites/default/files/esmap-files/108856-ESM-P157135-PUBLIC-EE-Options-Paper-Turkey-final-eng.pdf>

<http://documents.worldbank.org/curated/en/618131475844443236/pdf/108856-ESM-P157135-PUBLIC-EE-Options-Paper-Turkey-final-eng.pdf>

Turkey – National Energy Efficiency Action Plan (NEEAP)
http://www.yegm.gov.tr/document/20180102M1_2018_eng.pdf

GEF Documents and Tools

https://www.thegef.org/documents/tracking_tools

<https://www.thegef.org/documents/gef-chemicals-and-waste-tracking-tool>

https://www.thegef.org/sites/default/files/documents/Cofinancing_Policy.pdf

https://www.thegef.org/sites/default/files/documents/Cofinancing_Guidelines.pdf

GEF General Policies and Guidelines

<https://www.thegef.org/documents/policies-guidelines>

GEF Templates

<https://www.thegef.org/documents/templates>

Updated GEF-7 Results Architecture

https://www.thegef.org/sites/default/files/publications/GEF%20Assembly_Results_6.19.18.pdf

GEF	Country	Portfolio	Evaluation:	Turkey	1992-2009
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<http://www.gefio.org/evaluations/country-portfolio-evaluation-cpe-turkey>

Other Documents

American Evaluation Association

<https://www.eval.org/p/cm/ld/fid=1>

Examining Cooperation for Climate Change Adaptation in Southeast Asia: The Case of Lower Mekong River Basin

<https://www.rsis.edu.sg/wp-content/uploads/2018/04/NTS-insight-Technology-Applications-in-Climate-Change-Adaptation-Regime-LMB-Case.pdf>

Tools	for	Mainstreaming	DDR
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https://www.preventionweb.net/files/1066_toolsformainstreamingDRR.pdf

Model Portfolio Evaluation Exercise in Turkmenistan

<https://erc.undp.org/evaluation/evaluations/detail/4698>

Annex E: Summary of ESD Outcome Evaluation (2006-2010)

CONCLUSIONS

The ESD Programme 2006-2010 has been implemented in a particular time in which there has been many substantial changes in the national context during the period assessed. The economy, industrialization, urbanization, investments in infrastructure and energy sources continue growing at a high rates, hand in hand with the relevance Turkey is gaining as a major player in the regional and international arena and in UN. Measures to counterbalance the effect of this trend on development have fallen short. It has certainly been difficult to stand at the path of the economic development, but still Turkey had taken many steps by producing a large body of legislation regarding environmental issues, strengthening and modernizing its institutions, driven in part by the EU accession process and Turkey's ratification of the UNFCCC in 2004 and the Kyoto Protocol in 2009.

Climate change is firmly occupying a central role in the effort of the Government of Turkey and UNDP. Along the way the ESD Programme has consolidated a course in which climate change, biodiversity conservation and energy efficiency particularly have become the flagship programme within the ESD Programme, while Programme strategies and the nature of the portfolio are played a key role.

In a large middle income country like Turkey, with 77 million people and the 13th largest economy in the world, changes did not happen for single efforts neither are the result of isolated events. UNDP has managed to be an important actor on climate change with national priorities in environment and sustainable use of natural resources. UNDP has been in the line of and had contributed to some substantive changes that have happened in Turkey and has been an engine that have promoted some of these incremental changes in ESD, particularly in climate change.

The Programme has been strategically relevant in climate change, biodiversity conservation and energy efficiency, along with sustainable development, but it has also been relevant in other focus areas, as well although more pilot, one-time. The resource mobilized during the Programme cycle was substantive and without the help of development support services (management and administrative services), making the ESD programme viable for the years to come. Still GEF Funds play a dominant role among the financing sources. It is usually said that the amount of funds provided by UNDP is small and not significant; after all, this is Turkey. Besides, Turkey is a Net Contributing Country (NCC) for UNDP and a Middle Income Country (MIC). The ESD Programme has managed to be relevant, effective and efficient during all the CPAP implementation cycle. Specifically, the financial aspects of UNDP ESD cooperation assistance is still of great practical significance. Probably it did not matter much that they have not been significant in terms of the amount of resources; they do not even drive the relationship between the government and UNDP. But they have been placed strategically in several key interventions, financing activities that other institutions usually do not finance.

The Programme was flexible enough to promote interventions designed to attain results at different level, in different environments and geographic areas, it applied a multi-faceted approach to activities and focus areas instead of limiting proposals to just a few targets, partnered with many different local and national partners from a wide range of institutions and sectors, coordinated and collaborated with several resident and non-resident UN agencies, targeted largest number of beneficiaries and as many issues and constraints to overcome as possible. It ensured diversity and experiences from different areas and conditions that can be used at different levels.

It has been relevant; it has been effective and sustainable in most of its interventions. It has generated changes and there are possibilities of replicability and up-scaling.

Several important interventions started when the ESD Programme 2006-2010 was already in implementation and had not the chance to contribute to its results. But they represent a very promissory perspective for the results of the new CPAP 2011-2015 in implementation and the Programme that is expanding its operations to provincial and local levels

and opening to other partners. There are eight very interesting ongoing operations and three in pipeline that will for sure maintain the whole Programme very busy for the next few years and give it time to think the future. But as a challenge, this future should take into consideration that new incentives beyond the more traditional project management model are needed to catalyze development results to relatively new processes and new priorities, such as manage knowledge networks, emphasize the use of UNDP's international knowledge network, more non-project activities and soft-assistance, the kind of knowledge, assistance and technical capacity that is needed with climate change in general, climate change adaptation and for better understanding sustainable development meanings; all subjects that are dynamic and complicated. Besides the Programme further efforts are necessary to diversify the sources of funds and reduce the predominance of the very welcome GEF Funds.

RECOMMENDATIONS

RECOMMENDATION 1. Climate Change and related global issues is an important line of development cooperation the ESD Programme should continue working with the Government of Turkey, at national and local level and with other partners in development. UNDP has a solid, promissory portfolio of important ongoing and pipeline projects, important in size and relevance that cover the entire current CPAP 2011-2015.

RECOMMENDATION 2. Many things have happened in the last decade in Turkey with climate change and sustainable development with the legislation, institutions, partnerships, Turkey's participation in regional and international forums, the streamlining of the MDGs and other development goals, EU harmonization process, allocation of responsibilities among institutions, strengthening of environmental areas within the Ministries, large investments in renewable energy sources, etc. But still there is a general perception that something is missing and no doubt there is the need to translate all this body of legislation, strategies and action plans, strengthened institutions, guidelines, experiences, models and staff more familiar with issues, etc. into action: implementation (and enforcement). Advocacy will also be needed to advance the agenda.

RECOMMENDATION 3. It is strategic for the ESD Programme to increase and expand operations with governments, private sector, regional development centers, academia, NGOs, civil society at regional and municipal level. Specifically, local governments are responsible for implementing policies, enforcing the legislation and, in general, for what happen in the cities. Several of the key environmental issues related to climate change, climate change mitigation and adaptation, transportation, buildings, GHGs, etc. are decided at local level, including enforcement responsibilities.

RECOMMENDATION 4. UNDP should play a role in the preparation of the 10th National Development Plan. Expectations are very high that it will be a very participatory process, will involve many different partners and that, considering the many changes that have occurred since mid-2000, it would have ample room for environmental and sustainable development issues that had not ample treatment in the last Plan. It is certainly a national process in which the Ministry of Development, a privileged partner of UNDP, will play the coordination role. UNDP's advocacy role might be important to ensure that global issues and key national development issues regarding the environment and sustainable development have the room the issues have taken in the national development agenda.

RECOMMENDATION 5. The ESD Programme should take into consideration that probably new incentives beyond the more traditional project management model are needed to catalyze development results to relatively new processes and new priorities such as manage knowledge networks, emphasize the use of UNDP's international knowledge network, more non-project activities and soft-assistance, the kind of knowledge, assistance and technical capacity that is needed with climate change in general, climate change adaptation and for better understanding sustainable development meanings; all subjects that are dynamic and complicated. South-South cooperation networks could put to a good use in these efforts by the ESD Programme.

It would be important for the Programme to open to new cooperation alternatives with the government of Turkey based on knowledge management and knowledge networking, tangible and intangible activities. Although the question is always if governments are ready to finance these new approaches; probably there are good expectations from both sides for other substantive actions by UNDP. In order for UNDP to widen and/or up-scale its knowledge contribution, the Government of Turkey and UNDP might seek new funding alternatives capable of widening the current support mode.

RECOMMENDATION 6. Beyond the organization and administration of core areas and the portfolio within the CO, there is no doubt that the ESD Programme could be less vertically integrated along (thinly defined) FOCUS AREAS and the Programme be less vertically integrated along the CORE AREAS. There should be more common outputs and outcomes. There is no need to design the Programme in a way that highlights the limits between areas, making it a sum of single operations within a single focus area in a vertical way. As say in this report, the ESD Programme had eleven outputs and eighteen interventions. It is no necessary to reproduce the same level of disaggregation used at project level at higher level of programming (CPAP and UNDCS, with different levels of aggregation).

By large, cooperation interventions have been channeled through conventional project management approaches. It is probably the easier way to administer, organize and segregate responsibilities among the staff and Programmes. But no matter how the core areas and the Programme is organized and administered, the planning and programming could be made in a way that common activities among core areas and outputs drive the Programme (more crosswise and less vertical). The focus areas were six; the outputs did not need to be six or (almost) one by project since there was room to formulate common outputs that crisscrossed the areas and the interventions.

RECOMMENDATION 7. Cross-practice approach. Since environmental and sustainable development issues are intertwined with those of the other UNDP core areas, it is important that the CO explore the ample room for collaboration that exists among themes, focus and core areas and promote a more integrated (less vertical) approach to programming and implementation through common outcomes, outputs and initiatives.

RECOMMENDATION 8. Gender equity and women's empower should be given the much more priority than it have had in the past. Is not enough mention in project documents that the project will streamline gender and will empower women. In the absence of specific activities and dedicated resources, even mainstreaming gender can lead to the marginalization of the issue. At project and Programme design the issue should be handled by specialists and activities and budgets should be allocated to ensure that gender, women empowerment and affirmative action's specifically targeting women are included in the design.

Moreover, funds should be allocated in project documents to train project staff and the staff of the implementing agencies and partners. The gender approach permeates all project activities and its planning and implementation and follow-up is not the responsibility of a specific person within the PMU, but of any person involved with the implementation of components and activities. When it comes to targeting, equality and a more balanced distribution of funds among men and women within projects, should be key to ensure development goals and contribute to the MDGs 1 to 6. And the gender specialist at UNDP should play a role at project design and planning.

RECOMMENDATION 9. Since mid-2011 the Programme counts on a specialized professional with experience in projects, programmes and UNDP who can be an optimum human resource for the Programme to ensure a proper planning, monitoring and evaluation system is in place and working pro-actively. It is a matter of debate if the CPAP should be adjusted and even changed according to new developments along its implementation. Beyond this debate, the Evaluation consider important to recommend that the Programme apply the programming principles and follow up

on its implementation, activities, outputs and outcomes, review programme progress at least once in a year, increase coordination with Project Management Units and ensure that projects report results in terms of Programme outcomes and outputs.

Even if outcomes and outputs remain the same after key events happens or new incoming operations comes into the portfolio or even everything remains the same, the ESD Programme should review the activities and indicators and adjusted as per the convenience of the monitoring and follow-up. Besides, in order to facilitate the follow-up on processes and results, the Programme could merge some activities and make them common for different projects. As said, no need for many outputs and activities, as is needed in a project (this is another level of programming and with a superior level of aggregation);

RECOMMENDATION 10. Decision-making and approval mechanisms with counterparts. There are evidences that the changes introduced at corporate level on administrative and procurement processes have slowed down them. This is a corporate issue that will be not solved in the short- and medium-term, so alternative solutions should be implemented at CO level. The decision-making and approval mechanisms for administration and procurement should be revised and simplified. There is no need to skip any of the steps required by the guidelines and procedures, but they can be simplified, merged and concentrated in the key steps of the procurement and administrative processes. UNDP and the Government could agree on how to simplify the process and basic guidelines that would guide the decision-making process could be written and agreed among the parties. Nothing needs to be modified, just simplified and compressed to ensure a more expeditious decision-making and approval process. Government representative, PMU staff and partners will certainly welcome this move.

RECOMMENDATION 11. Replicability and up-scaling, particularly for pilot, one-time, demo-projects, should be emphasized and even elevated to the level of objectives in the designs. There is always a question about what is a project for and into what a project might translate, and replicability and up-scaling are two of the answers.

Annex F: Project Documents Reviewed

Project Name	Prodoc	Budgets	PIRs (Project Implementation Report)	Progress Reports	Mid-term Evaluation Report	Terminal Evaluation	Project Web-sites
PIMS 6060: Support for the Preparation of Turkey's 7th National Communication and 3rd Biennial Report to UNFCCC	Yes	Yes	N/A	N/A	N/A	N/A	http://www.tr.undp.org/content/turkey/en/home/projects/support-for-the-preparation-of-turkey-s-7th-national-communicati.html
Support for the preparation of the Turkey's First Biennial Report (FBR) to UNFCCC	Yes	N/A	N/A	N/A	N/A	Final Report and Lessons Learned Report	
PIMS 4434: Integrated Forest Management (SFM)	Yes	Yes	Yes	N/A	Yes	N/A	http://entegreormanyonetimi.com/ https://tr-tr.facebook.com/ormanikesfet/ https://twitter.com/ormanikesfet https://www.instagram.com/ormanikesfet/
Adapting Agriculture to Climate Change in Konya (CC Konya)	Yes	N/A	N/A	Yes	N/A	N/A	
Invasive Alien Species	Yes	N/A	N/A	NA	N/A	N/A	
Promoting Energy Efficiency in Buildings	Yes	N/A	N/A	N/A	N/A	Yes	
Improving Energy Efficiency in Industry	Yes	N/A	N/A	N/A	N/A	Yes	
PIMS 5285: Promoting Energy Efficient Motors in Small and Medium Enterprises (PEEMS)	Yes	Yes	N/A	N/A	N/A	N/A	https://www.sanayi.gov.tr/?lang=tr http://anahtar.sanayi.gov.tr/tr/news/birlesmis-milletler-cevre-programi-verimlilik-icin-birlik-girisimi-united-for-efficiency-initiative-ve-tevmot-projesi-toplantilari-28-29-mayis-tarihlerinde-ankarada-gerceklestirildi/9692 http://anahtar.sanayi.gov.tr/tr/news/sanayide-enerji-verimli-elektrik-motoru-kullanimini-artiracak-projenin-ilk-adimi-atildi/9583 EMOSAD: http://emosad.org/ TSE: https://www.tse.org.tr/
PIMS 5323: Sustainable Energy Financing Mechanism for Solar Photovoltaic Systems in Forest Villages in Turkey	Yes	Yes	Yes	N/A	N/A	N/A	
PIMS 4601: FSP - POPs Legacy Elimination and POPs Release Reduction	Yes	Yes	Yes	N/A	Yes	N/A	http://kalicikirticiler.com/ http://kalicikirticiler.com/en/
Promoting Low Cost Energy Efficient Wooden Buildings	Yes	N/A	N/A	N/A	N/A	N/A	
Enhancing the use of Wood (Analysis on Product Diversification in Massive Wood Sector)	Yes	N/A	N/A	N/A	N/A	N/A	
Strengthening National Capacity to Address the Environmental Impacts of Humanitarian Responses to Population Displacement in Turkey	Yes	N/A	N/A	N/A	N/A	N/A	

Note: This is a non-exhaustive list.

Annex G: List of Persons Contacted

Surname	Name	Title	Organization
Akgül	Mustafa Kemal	Head of Unit	MIT - DGIP
Alacacı Arıner	Seher	Assistant Resident Representative	UNDP
Arda	Meral Mungan	Portfolio Administrator/Procurement	UNDP CCE Portfolio
Argun	Gokmen	National Coordinator	GEF SGP
Argun	Orcun	Procurement Assistant	UNDP CCE Portfolio
Arukoğlu	Bursev Doğan	Head of Priority Chemicals Management Unit	MoEU
Atar	Davut	Forest Engineer	MFA
Aydın	İlhami	Deputy Head of Department	MFA
Balı	Ramazan	Head of Unit	MFA
Bayrakçıken Tüzel	Gökçe	Gender Equality Advisor	UNDP
Bingöl	Murat Akın	Deputy General Director	MoEU
Çelikyılmaz	Gamze	Project Manager	UNDP - CCE Portfolio
Ecer	Mehrali	Head of Dept. of EU and Foreign Affairs	MoEU
Eratak	Gürsel	Director	TSI
Ergin	Erdem	Project Dev. Consultant	UNDP
Gürtuna Haliloğlu	Okşan	Project Manager	UNDP - SCRRP
Kamilioğlu	Mustafa Yaşar	Project Imp. Associate	UNDP
Kamilioğlu	Alperen	Project Clerk	MIT - DGIP
Kocaeli	Gediz Metin	Head of unit	MFA
Kurt	Bahtiyar	Cluster Lead	CC and Res. Cluster
Malkoç	Yüksel	Deputy General Directorate	MENR
Meriç	Teoman	Head of Department	MFA
Mete	Hürol	Head of Unit	MOIT - DGSSIP
Metin	Ersoy	Head of Department	MENR
Morel	Murat	Project Imp. Associate	UNDP
Osmanbaşoğlu	Mahmut	Cluster Lead	UNDP - CWC
Özbağdatlı	Nuri	Portfolio Manager	UNDP - CCE Portfolio
Özgüç Yurtvermez	Naz	Monitoring and Evaluation Advisor	UNDP - CCE Portfolio
Özkara	Yücel	Industry Expert	MIT - DGIP
Şahin	Burak Erten	Project Associate	UNDP - CCE Portfolio
Salman	Mustafa	Project Manager	UNDP - PEEMS
Seçgel	Gürcan	Section Director in Climate Change Department	MoEU
ŞimşekÇavuş	Leyla	Technical Assistant	UNDP - CWC
Solak	Orhan	Head of Climate Change Department	MoEU
Telemcioğlu	Faruk	General Secretary	ISES
Tokur	Necmettin	Technical	UNDP – Energy Efficiency

Tugay	İsmail	Head of unit	MFA
Uyanik	Faik	Communications Officer	UNDP
Uysal	İrfan	Head of Unit	MFA
Zeydanlı	Uğur	General Director	Nature Conservation Centre

Abbreviations Used in the List of Persons Contacted

MoEU	Ministry of Energy and Natural Resources
MIT	Ministry of Industry and Technology
MFA	Ministry of Forestry and Agriculture
MENR	Ministry of Energy and Natural Resources
CCE	Climate Change and Environment
DGIP	Directorate General of Industry and Productivity
DGSSIP	Directorate General for Safety and Supervision of Industrial Products
PEEMS	Promoting Energy Efficient Motors in SMEs in Turkey
SCRRP	Syrian Crises and Resilience Response Programme
ISES	International Solar Energy
CWC	Chemical and Waste Cluster