



GEF Evaluation Office



UNDP Evaluation Office

Joint Evaluation of the GEF Small Grants Programme

Country Program Case Study: Turkey

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Foreword

In accordance with the 2006 Monitoring and Evaluation Policy of the Global Environment Facility (GEF), one of the overarching objectives of the GEF with respect to monitoring and evaluation is to promote learning, feedback, and knowledge sharing on results and lessons learned among the GEF and its partners as a basis for decision making on policies, strategies, program management, and projects; and to improve knowledge and performance. In this context, the GEF Evaluation Office is pleased to present nine country program case studies that were part of the data collected for the Joint Evaluation of the Small Grants Programme (SGP).

In June 2006, the GEF Council requested the GEF Evaluation Office undertake an independent evaluation of the SGP. The GEF Evaluation Office invited the United Nations Development Programme (UNDP) Evaluation Office to participate in this initiative. The purpose of the joint evaluation was to assess the relevance, effectiveness, efficiency, sustainability, and cost effectiveness of SGP objectives in relation to the overall GEF mandate. In addition the evaluation assessed the results of the SGP, the factors affecting these results, and the monitoring and evaluation systems of the program as implemented. It also traced the evolution of the SGP, the changes that have taken place in the program, and the drivers of these changes. Country case studies were prepared as part of the evaluation. Although the studies are unique and particular to each country, the analytical framework used was that provided by the evaluation’s approach paper.

The case studies were undertaken under the direction of the GEF and UNDP evaluation officers with relevant regional experience. National consultants were hired to carry out the majority of the project site visits. Staff from the GEF and UNDP Evaluation Offices provided methodological guidance to the local consultants, participated in the initial site visits, and supervised the drafting of the case studies to ensure consistency within and among the country studies.

The GEF Evaluation Office would like to thank all who collaborated with the evaluation: its staff and consultants, national coordinators, members of the national steering committees, and the staff from the country offices. In addition, we would like to acknowledge and thank the main authors of the reports.

The contents of this report are based on the findings of the evaluation team and do not necessarily reflect the views or policies of GEF or UNDP.

We would like recognize the outstanding support provided by Turkey’s GEF SGP team—Zeynep Bilgi Bulus, coordinator, and Ozge Gokce, program assistant—and express our appreciation to grantees, community residents, National Steering Committee members, UNDP-Turkey, and government and donor representatives for generously sharing their time and ideas.

Abbreviations

CBO	community-based organization
EC	European Community
EU	European Union
FSP	full-size project
GEF	Global Environment Facility
IUCN	World Conservation Union
KBA	key biodiversity area
M&E	monitoring and evaluation
NGO	nongovernmental organization
NSC	National Steering Committee
OP	operational phase
SGP	Small Grants Programme
SWOT	strengths, weaknesses, opportunities, and threats
UNDP	United Nations Development Programme
VAT	value added tax
WWF	World Wildlife Fund

Executive Summary

The Small Grants Programme (SGP) is a Global Environment Facility (GEF) corporate program implemented by the United Nations Development Programme (UNDP) in 95 countries on behalf of the three GEF Implementing Agencies—UNDP, the United Nations Environment Programme, and the World Bank—and executed by the United Nations Office for Project Services. The program is intended as an efficient and cost-effective way in which to provide funding for community-focused environmental projects. Launched in 1993, Turkey's SGP supports activities undertaken by nongovernmental organizations (NGOs) and community-based organizations (CBOs) aimed at the conservation of biodiversity, climate change abatement, protection of international waters, and prevention of land degradation while generating sustainable livelihoods. SGP grants are awarded by a voluntary National Steering Committee. Since 1993, the SGP has allocated over \$2.8 million to 137 projects, combined with an estimated \$4 million from other partners; there are currently 23 ongoing SGP projects in the country. The SGP staff team consists of a coordinator and program assistant, based at the UNDP Country Office in Ankara.

The Turkey SGP country program evaluation was conducted during April and May 2007 by Hugo Navajas, international consultant; Jyotsna Puri of UNDP's Evaluation Office; and Aysin Tektas, national consultant. The evaluation assessed the relevance, effectiveness, efficiency, and cost effectiveness of SGP operations, activities, and impacts.

The evaluation findings presented in the report are generally positive—and, on several issues, very positive—although some shortcomings and areas for improvement were encountered.

The GEF SGP has demonstrated an overriding concern for quality in developing its grants portfolio. The SGP team and National Steering Committee are selective in seeking proposals and screen applicants carefully through site visits and assessment processes that are often extended. The mentoring support offered to grantees throughout the project cycle is an outstanding quality which sets the GEF SGP apart from other programs. By focusing resources on NGOs and CBOs with demonstrated commitment and vision, the SGP has secured a substantial niche in an otherwise competitive environment that offers various funding options.

The SGP's concern for quality and responsiveness has paid off in terms of overall performance. More than half of the project sample was found to have high or very high relevance to global and national environmental objectives, while almost 60 percent of the sampled projects address the needs of poor or marginalized groups in their design. Project performance is satisfactory in general and very satisfactory in cases where conservation efforts have led to enforcement of national environmental regulations by local government (25 percent of the sample), changes in national policy (17 percent), or have generated income for local communities (over 30 percent). Half the projects in the evaluation sample have secured post-grant funding or are in the process of doing so, while 25 percent appear to be win-win projects that combine environmental and economic sustainability; this proportion would be even higher if renewable energy projects outside the evaluation sample were included.

The program's most valuable contribution is less tangible, however. Specifically, it increases the self-confidence of small NGOs and CBOs through practice and experiential learning in a way that strengthens their commitment and activism. Through grant support and mentoring, recipients acquire exposure and capacities that enable many to move on to larger projects and donors. In this respect, the SGP has played an incubatory role by forming new development actors in the field and, in doing so, improving enabling conditions for other environmental initiatives as well. This contribution is recognized by NGOs, donors, and the UNDP Country Office.

On the other hand, most projects lack the strategic/forward planning activities that are often needed to consolidate achievements and link these to longer term processes. This lack is reinforced by weak organizational capacities within rural communities. In addition, the frequent absence of baseline data or preimplementation research prevents reliable measurement of progress; this in turn inhibits the SGP's ability to quantify and aggregate impacts on a program level or to systematize best practices, which affects its knowledge management potential and possibly fundraising opportunities as well. While such limitations are systemic and not unique to the Turkey SGP, there is room for improvement.

Although benefit/cost analysis is not possible with the available data, the GEF SGP appears to be managed cost effectively. Grantee cofinancing requirements are either met (for cash contributions) or exceeded (for in-kind contributions), with the biodiversity portfolio showing the best performance. Grant disbursements and grantee cofinancing are on a rising trend. The ratio of administration to total budget (averaging 30 percent) is reasonable, considering the higher unit costs of servicing geographically dispersed small grants. The knowledge and dedication of the two-person SGP Turkey team are commendable and recognized by many respondents. At the project level, the average grant size of \$20,500 has been very cost effective given the scale of local impact, grantee capacity development, and occasional upstream policy effects (even though quantified aggregate data are unavailable).

Project upscaling, post-grant continuity, and donor cofinancing are lower than might be expected given the SGP's prestige and the quality of its portfolio. Several factors contribute to this situation, including insufficient documentation, complex donor guidelines, limited grantee capacity to draft large proposals, and workload pressures that distract attention away from partnership building and resource mobilization. Incompatible bidding and reporting requirements are obstacles to cofinancing from the European Community, one of Turkey's largest donors. In addition, many SGP grant approvals support workshops, publications, and planning activities that do not envision continuity. The country GEF environment is not particularly conducive to upscaling small grants—there have not been any GEF medium-size projects in Turkey and only three full-size projects. Communication is lacking with the GEF focal points at the World Bank and at the Ministry of Environment and Forestry, who have very limited knowledge of SGP activities on the ground. Yet there are also encouraging signs. For example, half of the projects in the evaluation sample have secured post-grant funding from other donors or expect to do so in the near future.

Workload pressures and a tendency to micromanage limit the GEF SGP's ability to aggregate impacts on a programmatic scale and focus attention on the SGP's more strategic dimensions. This in turn restricts its knowledge management opportunities and could affect prospects for continuity after graduation in 2010. A more in-depth analysis of impacts and case studies is needed to fulfill the SGP's knowledge management potential and convey program success in aggregate, convincing terms. Innovative approaches and best practices should be systematized and documented in a manner that is less anecdotal and better suited to external audiences. There is clearly a demand for the types of knowledge products the SGP could offer.

Planning and partnership grants should be used in a more consistent and creative manner to address some of the constraints affecting project and program performance. Activities such as baseline research, impact measurement, and the design of knowledge products are not viable on a project-by-project basis and require some form of streamlining. Neither grantees nor the SGP team have the capacity or time to perform such activities. Planning and partnership grants offer the only option for contracting an interdisciplinary team of consultants or specialized NGOs to conduct such activities among clusters of projects at key stages of the grant cycle. Workshops could also be organized among project clusters to systematize learning experiences and generate input for knowledge products. This would provide capacity benefits to grantees as well.

The GEF SGP needs to develop its own exit strategy for the program's continuity and growth beyond the 2010 graduation. SGP efforts are entirely devoted to program operations and to sustaining the overall quality and responsiveness levels that are described in this report. There is little time or space for the type of reflection or strategic thinking needed to plan for the future. A longer term political vision is lacking for SGP's insertion within a wider context of policies, programs, and other initiatives. This lack could affect its ability to mobilize new partnerships or resources beyond 2010. The GEF needs to reflect on likely scenarios and options and their comparative advantages/disadvantages. These and other questions need to be considered in order to develop a roadmap that can guide the program's transition.

1 Program Design and Approach

1.1 Overview of the GEF SGP Country Program Strategy

The Global Environment Facility (GEF) Small Grants Programme (SGP) is presently in a transitional stage. The Country Program Strategy for the third operational phase (OP3, 2005–07) is coming to a close, and a new strategy for the fourth phase will come into effect July 2007 and continue until 2010. At that time GEF core budget support will be phased out, and Turkey’s SGP will be funded through Resource Allocation Framework country allocations and other sources. This process—known as graduation—is being applied to country GEF SGPs that achieve maturity and are considered to have adequate fundraising capacity.

As with other country SGPs, there has been a shift from the broad planning framework of the GEF operational programs—established to support the global conventions—toward a revised set of objectives in accordance with findings highlighted in the GEF Second Overall Performance Study. The revisions complement, but do not replace, existing GEF policies, procedures, and operational programs; they identify outcomes and build on existing requirements.

Turkey’s 2007–2010 Country Program Strategy is aligned with four GEF focal areas—biodiversity, climate change, international waters, and land degradation—and disaggregated into para-thematic objectives and operational priorities.¹ These latter encompass the following.

Biodiversity Focal Area Objectives

- Capacity building
- Participation of stakeholders beyond “green” ones in biodiversity projects to foster greater participation
- Enhancing and sustaining participation of local communities and the private sector in SGP projects
- Enhancing linkages with other SGP focal areas to maximize synergies that generate local and global environmental benefits

Biodiversity objectives will be achieved through SGP allocations to catalyze the sustainability of protected areas (BD-1), mainstream biodiversity in production systems and sectors (BD-2), build capacities for implementation of the United Nations Convention on Biological Diversity Cartagena Protocol on Biosafety (BD-3), and generate/dissemination best practices for addressing current and emerging biodiversity issues (BD-4).

¹ The Country Program Strategy can be viewed on the Turkey SGP Web page (www.gefsgp.net/v1/).

Climate Change Focal Area Objectives

- Remove political, social, technological, technical, institutional, market, and economic barriers
- Promote dissemination of accessible, sustainable, climate-friendly technologies and measures nationally and locally

Climate change objectives are to be achieved by allocating SGP funds toward market policies that promote energy-efficient products/processes (CC-1) and increased access to local financing for renewable energy and energy efficiency (CC-2), policies that support renewable energy/energy efficiency (CC-3) and renewable energy for poverty reduction or productive uses (CC-4), global market aggregation and national innovation for emerging technologies (CC-5), and sustainable transport and use of clean vehicles/fuel technologies including nonmotorized transport (CC-6).

International Waters Focal Area Objective

- Support communities in coping with threatened water bodies and transboundary threats to their ecosystems

SGP funds support the following operational priorities: catalyzing financial resources to implement agreed actions (IW-1), expanding capacity building and support for targeted learning (IW-2), and innovative demonstration projects for reducing contaminants and addressing water scarcity issues (IW-3).

Land Degradation Focal Area Objective

- Mitigate the causes and negative impacts of land degradation on ecosystem stability, functions, and services through sustainable land management, contributing to improved livelihoods and economic well-being

This objective is met through capacity building at the local/national levels to create the appropriate enabling environment and institutional capacity (LD-1); and implementing innovative/indigenous land management activities such as sustainable agriculture, pasture, and forest management (LD-2).

Strategic priorities are well articulated and supported by a comprehensive analysis of economic, social, and environmental trends. Similarly, each focal area is divided into outcomes and expected outputs applying a “basic elements” format, with subsequent sections describing provisions for monitoring, knowledge management, and sustainability. An earlier climate change strategy document was prepared after Turkey ratified the United Nations Framework Convention on Climate Change in 2004.

While commendable in its objectives, clarity, and analysis, Turkey’s Country Program Strategy is similar to those of other countries and follows common GEF guidelines. The distinguishing aspects that need to be considered are methodological—how the SGP will implement its

priorities within the opportunities and constraints of the small grants modality, make best use of its comparative advantages, maximize relevance and impact in a cost-effective manner, and so on. In this sense, the country strategy is innovative in several ways:

Unlike other country SGPs, there is no geographic focus. This approach is somewhat controversial given the program’s limited resources, and several respondents feel the resulting dispersion weakens project linkages and overall synergy. There are currently ongoing SGP projects in seven of Turkey’s nine regions. Their dispersion makes collaboration among grant recipients and field monitoring more difficult (more so given that there is no monitoring budget). The Turkey SGP tries to compensate for this by promoting strategic interrelatedness among small grants; this appears to be happening on a reduced scale. On the other hand, the lack of geographic focus and resulting spread effects raise the demonstration value of often-innovative activities, thereby increasing the likelihood of replication. As noted by one evaluation team member, the Turkey SGP seems more focused on demonstrating innovative approaches rather than on scaling up or expanding its initiatives. There are clearly trade-offs involved, and several interviewees—including senior United Nations Development Programme (UNDP) staff and other program managers—feel the benefits outweigh the disadvantages.

SGP funds target community-based organizations (CBOs) and small nongovernmental organizations (NGOs). In recent years, there have been significant increases in multilateral and bilateral development assistance linked to Turkey’s European Union (EU) accession process. As a result, environmental NGOs can seek support from better-funded grant programs managed by the European Community (EC), the Netherlands’s Matra Programme, and the World Bank, among others. The GEF SGP has opted to focus on CBOs and grassroots NGOs, which are often at an incipient development stage and therefore unprepared for larger grants or the complex procedures these require. The approach has enabled the SGP to secure its own niche within an increasingly competitive environment and to generate important additionalities as an incubator that provides first-grant experience and capacity building to grantees (several of which graduate to larger projects with the EC or other donors). In such cases, pilot initiatives that were tested under the SGP are more likely to be expanded or replicated.

“This [the SGP’s shift to small NGOs] is useful and successful. I’ve seen several good examples in the field.” —Gurdogar Sarigul, Coordinator, EC Environment and Sustainable Development Division

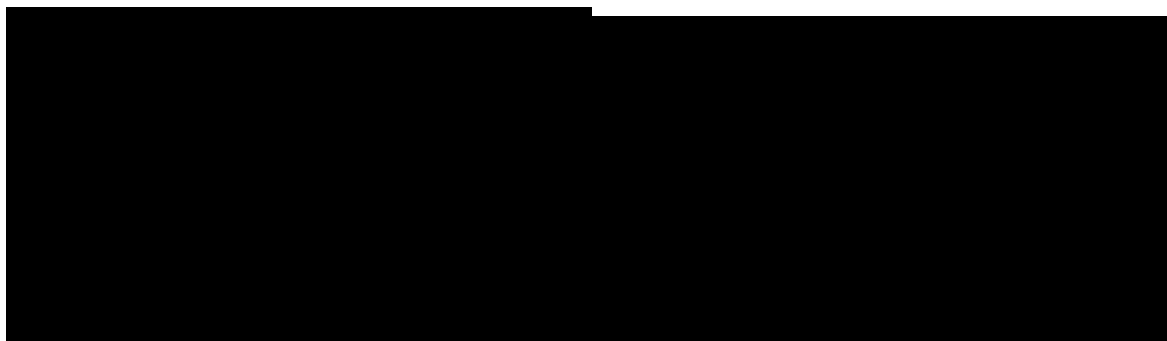
Grantee vision and commitment are given top priority. Both the SGP team and National Steering Committee (NSC) emphasize the importance of grantee vision and commitment. In several cases, deficient proposals were gradually improved and eventually funded because these aspects were present. Experience has shown that successful small projects are often driven by the leadership qualities and personal commitment of key individuals; this was observed in several of

the projects visited.² The SGP’s visionary approach resembles that of innovative donors such as Ashoka and the Avina Foundation, underscoring its close interaction with applicants. On the other hand, personality-driven projects can be difficult to sustain or replicate in a wider community or on an institutional scale after the visionaries have left.

1.2 Analysis of the Project Portfolio

Over time, the thematic breakdown of SGP projects in Turkey has become more balanced. As shown in figure 1.1, the portfolio was strongly biased in the SGP’s second operational phase (OP2) toward biodiversity topics; these accounted for 76 of 85 projects, or 91 percent of the program portfolio. By contrast, there was a very low incidence of international waters and climate change projects (5 percent and 4 percent, respectively) and no land degradation projects. The imbalance is not surprising, as neither climate change nor land degradation were focal areas at that time. In comparison, the OP3 portfolio is considerably better balanced, with 11 of 27 projects addressing biodiversity (42 percent), followed by climate change and land degradation (26 percent each), and 6 percent for international waters. This development was influenced by several factors, including Turkey’s ratification of the United Nations Framework Convention on Climate Change in 2004 and the consequent eligibility of climate change activities under the SPG; the design of an SGP climate change strategy to increase involvement, and the gradual shift of environmental NGOs from an initial focus on biodiversity conservation to a broader range of issues.

Figure 1.1: Thematic Distribution of Turkey SGP Projects by Operational Phase



There have also been changes in funding practices. The SGP focuses attention on smaller NGOs and CBOs; consequently, 19 (76 percent) of the 25 OP3 SGP grant recipients are village-, district-, or provincial-based organizations. In this regard, the SGP plays an incubatory/capacity

² Projects such as Sustainable Fishing and Consumption of Pearl Mullet (Tur-05-07), Protection of Wildlife through Kangal Shepherd Dogs (Tur-03-11), Development of Eco-tourism around the Kure Mountains National Park (Tur-03-08), and Publication of Life and Nature in Ulus Kure Mountains (Tur-05-09) are led by committed persons who devote considerable time and personal expense to their initiatives, regardless of donor support.

development role, and many recipients have received their first grant from the program. The potential risk of allocating limited funds to incipient and often untested organizations is offset by careful screening, coaching in the design of proposals, regular communication, and occasional phasing of grant support. These practices provide a form of quality control that benefits the project portfolio as well as grantee performance.

Although there have been fluctuations in budgets and project approvals between operational phases, the average grant size remained relatively constant during OP2 and OP3. This may reflect better appraisal practices by the SGP team and NSC, or a shift in focus toward small NGOs and CBOs. According to a former member of the NSC, there has been a learning process ongoing since the pilot phase when project allocations were divided equally among applicants with limited consideration of their relative need or capacity.

The number of grant approvals, allocated funds, and average grant size across SGP operational phases are presented in table 1.1.

Table 1.1: Total Project Allocations and Average Grant Size

	Pilot phase (1993–95)	OP1 (1996–99)	OP2 (2000–05)	OP3 (2005–07)
Number of projects	20	10	85	27
Total project allocations	\$300,000	\$370,000	\$1,600,000	\$600,000
Average allocation per project	\$15,000	\$37,000	\$18,825	\$22,222

As mentioned, there is no geographic focus, and small grants are presently implemented in seven of Turkey’s nine provinces. While this may improve demonstrative value and replicability, there are trade-offs: Projects are likely to face greater obstacles in building links, even when they have similar objectives. This limits the SGP’s ability to build economies of scale in its interventions or to aggregate impacts to influence the macro level—although some projects have had an effect on national policy, for example, Environmentally, Socially and Economically Sustainable Salt Extraction in Tuzla/Palas Lake (Tur-04-02).

To increase synergies, the SGP encourages strategic interrelatedness among projects. This concept is promising but difficult to realize when funds are limited at both the project and program levels and often earmarked for local needs. An example of strategic interrelatedness are three grants that were approved as a compact for the Kure Mountain National Park—Development of Eco-tourism around the Kure Mountains National Park (Tur-03-08), Awareness Raising on Alternative Sustainable Livelihood Opportunities around the Kure Mountains National Park (Tur-03-10, which was later followed by Publication of Life and Nature in Ulus Kure Mountains [Tur-05-09]), and Diversification and Sustainability of Woodcrafts at Harmangeris in Kure Mountains National Park (Tur-03-09). These projects are complementary in their objectives and coordinate their reporting and procurement.

There are opportunities for more substantive collaboration within an integrated program approach arrangement. However, the joint planning and other activities needed to make this happen are lacking, largely due to time and budget limitations. Although the SGP does not have a consultancy budget line to support these activities, other options—including (1) the creative use of planning grants applied to clusters of projects for joint planning/programming at key stages of the grant cycle or (2) partnership grants (contracting external expertise to assist this process)—would help in strengthening collaboration. Such options could also be used to help individual projects plan for continuity beyond the grant term or to develop exit strategies; such project aspects are often weak in the SGP portfolio. Planning and partnership grant funds are used infrequently, partially because of past problems with contractors and the difficulty of finding qualified expertise. Since 1993, only 15 projects (11 percent of the total Turkey SGP portfolio) have made use of planning grants.

1.3 Proposal Assessment and Approval Practices

Dissemination of and access to grant opportunities are an important indicator of program transparency. The GEF SGP emphasizes quality over quantity, and, in practice, few proposals are received—certainly below the scale submitted to other grant programs.³ According to the SGP coordinator, this low level of application is due to the program’s reputation for selectivity and the availability of better-funded grant options from such entities as the European Community. The small number of applications allows the SGP to operate on a country-wide scale without excessive pressure.

“We know who is working where and with whom, so references from other organizations and personal knowledge are important.” —NSC member

Propagation of much SGP information is handled through email lists, informal networking, and word of mouth. Calls for proposals do not follow a set schedule, nor are they published in newspapers or other public media. While these practices initially raised questions regarding the risk of favoritism, the evaluators found SGP grants to be suitably accessible to a wide range of applicants, considering the diverse geographic and organizational backgrounds. The program’s low-key and rather intimate approach to dissemination reflects the composition of Turkey’s environmental movement, which remains small, homogeneous, and interconnected (at times resembling a subculture with its own core values). Many people with whom the evaluators met during the mission—within NGOs, donor organizations, or government offices—knew each other and had often worked together. Many environmentalists began their careers with the Society for the Conservation of Nature, a landmark institution, and have continued networking over the years. Several of the program managers interviewed had served on the SGP NSC at some point or had received an SGP grant and were very familiar with the program.

³ For example, the EC’s Sustainable Development and Environment Division received 180 applications (including from NGOs and local governments) during its last call for grants; the SGP may receive a fraction of that volume.

Calls for proposals are announced on the SGP Web site and via the email lists of the Civil Society Development Network and other partner organizations. Announcements are also made at environmental conferences, workshops, and social gatherings. According to NSC members, the program’s level of visibility is high—proposals are received from NGOs and CBOs in isolated rural areas, and even farmers have inquired about grant availability.

A high proportion of grantees (perhaps one-third of those interviewed) encountered the program by chance. For example, the Kuzucu Village Irrigation Cooperative had not heard of the Turkey SGP before meeting its coordinator during a field visit to another project; subsequently, the cooperative drafted a drip irrigation/wind energy proposal, which was approved for SGP funding. Similarly, the Custodians Association met the SGP coordinator informally and was encouraged to submit a proposal for an indigenous seed network, even though the organization was not registered at the time. The Heaven and Earth Anatolia Association, which promotes local heirloom grain varieties and seed production in Eastern Anatolia, was also encouraged to apply for SGP funding. Kastamonu’s Forest Department director was attracted by an SGP presentation at a World Wildlife Fund (WWF) workshop and saw an opportunity for support of community-based ecotourism in the Kure Mountains National Park. Although his original intention was to submit a single project proposal, the SGP coordinator encouraged other Kure participants to work together in drafting a set of proposals—three of which were approved and are now being implemented. The coordinator of the SGP project on Sustainable Fishing and Consumption of Pearl Mullet (Tur-05-07) had never heard of the SGP until he was invited to apply for a grant by an NSC member; a global evaluation later named this initiative an SGP best practice. These examples highlight the proactive attitude—and intuition—of the Turkey SGP in exploring ideas and partnership opportunities on the basis of an applicant’s vision. In other cases, the applicants were already familiar with the program through personal acquaintance with SGP staff; this was the case for the Bird Research Society, the Bugday Society for Ecological Livelihoods, and the Society for Conservation and Documentation of Nature.

“The SGP was very quick in responding to our proposal; in six months we were able to approve three projects for the Kure Mountains. The SGP format is simple and more suitable for rural NGOs.” —Ismail Mentés, Coordinator, Development of Eco-tourism around the Kure Mountains National Park (Tur-03-08)

SGP proposal assessment and approvals are managed effectively, and the process usually takes three to six months from submission. Proposals are initially screened by the SGP team and preselected before going to the NSC, which meets quarterly. Submissions to the NSC are accompanied by assessment sheets that summarize the proposal’s strengths and weaknesses, rate its quality and compliance with GEF objectives, and rank applicant capacity and level of participation on a simple scale. These sheets are intended as a tool to assist NSC members, who review the proposals and assessment sheets, raising questions or suggesting improvements.⁴ At

⁴ According to one NSC member, the best and worst proposals are easy to decide on, while those in the middle take more time.

about this point in the process, the SGP coordinator visits the proposed project site and talks with local stakeholders. The proposal is often revised and represented by the applicant at an NSC approval meeting. After further discussion, the NSC internally decides on approval, usually through consensus. Around two-thirds of submitted proposals are approved, sometimes after considerable discussion and adjustment.

The submitted quality of proposals varies. For one thing, sustainability considerations are often lacking. This may be related to the thematic area—biodiversity sustainability is admittedly difficult to achieve with small grants, and the linking of conservation with local livelihoods may be difficult to achieve. Provisions for continuing activities after the grant term—or exit strategies to transfer responsibilities—are often weak in the submitted proposals, according to NSC members. The evaluation team also found this to be the case during its conversations with project grantees; most did not know what they would do after SGP funding ended, and several did not seem to view exit strategies or financial/operational sustainability as major concerns. Proposal rejections are usually based on a lack of cohesiveness in an applicant’s vision (or when NSC scrutiny uncovers what was referred to as “one-person virtual reality projects”) rather than technical or design deficiencies, which SGP staff and the NSC often help improve.

“When there’s good will, we feel we have to help them.” —NSC Member

Preapproval guidance and mentoring for grant applicants are exceptional qualities within the Turkey SGP that stand out in relation to other programs. As stated by one NSC member during a focus group interview, “The SGP doesn’t just give money and tell them ‘now go do it’...SGP is one of the few programs that guides NGOs through the process and develops their capacity.” The SGP coordinator and NSC members may spend several months helping a CBO think through and improve on its proposal. According to their own calculation, NSC members devote about 4 percent of their working time to SGP activities and often advise applicants outside the quarterly meetings; in these cases, communications are channeled through the SGP coordinator unless direct contact is preferred, as occurred with a climate change proposal. The high degree of interaction is facilitated by the small number of proposals that are received. To further assist the application process, the SGP team is designing a user guide for writing small grant proposals; this will be printed in 2007 and posted on the Turkey SGP Web site.

Mentoring support is highly important, given the program’s focus on CBOs and small NGOs, many of which are new to the world of donors and projects. In such cases, the coaching offered helps applicants better articulate their vision into work plans and budgets. The required completion of a logical framework matrix makes for a useful learning tool.

“If you identify projects properly and invest time and resources at the beginning, you are more likely to have success.” —Gurdogar Sarigul, Coordinator, EC Environment and Sustainable Development Division

Not surprisingly, almost all the grantees contacted offered positive assessments of SGP performance at this stage.⁵ The coordinator of the Sustainable Fishing and Consumption of Pearl Mullet project (Tur-05-07) praised the SGP for helping him broaden the design of a purely conservationist proposal to include local participation and development activities. The Bird Research Society learned to be “more realistic and focused” in formulating proposals, according to a society representative. The Custodians Association was initially disappointed when its requested budget was reduced by half, but later realized it made the work easier, given the low absorptive capacity of rural villages. Several projects were approved by phases to ensure adequate research and planning prior to implementation;⁶ this incremental approach has also provided the Turkey SGP with a means of managing risks.

Grantees have critical views of the program, as well, but these are usually related to SGP guidelines or funding requirements rather than staff performance. For example, the 50 percent cofinancing requirement is considered too high compared to the lower levels required by other donors; in practice, however, the SGP provides considerable leeway for in-kind contributions. Some grantees have suggested that a higher percentage of the project budget be allowed for salaries, in line with the 40 percent permitted by the EC and German cooperation instead of the current 10 percent. The nonexemption of the 18 percent value added tax (VAT) was also highlighted as a missed opportunity to receive additional funds. However, UNDP has already requested VAT exemption for one of its own projects; if approved, this might set a precedent. A few recipients felt the approval process was too slow for the amount of money involved, even though grant approvals are on average quicker than those of other donors.

A critical analysis of SGP project design was provided by Lifeworld Foundation/YADA, which recently completed a social impact assessment of six biodiversity projects under a partnership grant agreement. The findings noted that most projects lacked “social situation” analysis in their design, and that grantees did not seem to see the need for such analysis. Community residents did not participate in designing proposals, and social consent was obtained by the implementor by adhering to local elites (village headmen, schoolteachers, and so on). These observations are at odds with grantee statements highlighting the program’s concern for community participation during project design. For example, a representative of the Diversification and Sustainability of Woodcrafts at Harmangeris in Kure Mountains National Park project (Tur-03-09), noted that the

⁵ Note, however, that the evaluation team did not meet with applicants whose proposals were rejected by the NSC.

⁶ For example, phased implementation was approved for the Conservation and Promotion of Production of the Tunceli Garlic (Tur-03-05) and Diversification and Sustainability of Woodcrafts at Harmangeris in Kure Mountains National Park (Tur-03-09) projects, among others.

“SGP requires local consultation and involves applicants and stakeholders to a greater degree than [other donors] that use ‘professional project developers’ and lots of cut-and-pasting for designing projects.”

“All projects were induced by the implementing teams, who positioned themselves as specialists and the local communities as their beneficiaries...Project legitimization is based on the environment, even if the actual need and justification is closer to poverty reduction or human rights.” —Mehmet Caliskan, Lifeworld Foundation/YADA

The evaluation team’s perception falls somewhere in between. Most of the visited projects are clearly driven by the implementing organization (or a single individual) with the consent and passive participation of local residents. In such cases, it is doubtful the community played any active design role beyond commenting on preconceived proposals at public meetings. However, this situation is as attributable to low capacity and weak communal organization as it is to oversight or neglect. The evaluators also noticed a lack of social analysis or baseline information for several projects. This may reflect the limited development exposure of environmental grantees, as well as the difficulties of conducting research with limited time and funds that are needed for implementation. It is to the Turkey SGP’s credit that several projects were approved in phases to ensure adequate research and planning.

2 Program Relevance

2.1 Relevance to Global Environmental Objectives

Almost all Turkey SGP projects reflect global environmental objectives to an extent, and grant approvals are partially based on their consistency with GEF priorities. While the current thematic distribution of SGP projects is more balanced than that of earlier phases, biodiversity continues to absorb a larger share of grants. Therefore, it is not surprising that the program’s strongest relevance to global environmental objectives lies in this portfolio.

Of the 12 projects visited by the evaluation team, 8 belong to the biodiversity portfolio and 7 target key biodiversity areas (KBAs) with endemic or endangered species. One of these (Kure Mountains National Park) is a WWF hotspot; another (Tuzla Lake) has been shortlisted as a Ramsar Convention on Wetlands site. Kure National Park is the only protected area in Turkey that connects two biological corridors linking mountain and river basin ecosystems. Tuzla Lake is seasonal home to five of BirdLife International’s Species of European Conservation Concern,⁷ several of which breed on-site. An endemic tulip variety (*tulipa armena*) grows in the surrounding hills.

Van Lake is the world’s largest soda lake and the exclusive habitat of the endemic pearl mullet (*chalcalburnus tarichi*) which is on the World Conservation Union (IUCN) Red List and threatened by illegal spawn fishing. The SGP project to conserve the pearl mullet was selected as a GEF SGP best practice in 2005. Balik Lake is another KBA; it is the breeding ground of the velvet scoter (*melanitta fusca*), which is on the IUCN Red List and is one of BirdLife International’s Species of European Conservation Concern. SGP activities in these sites are highly relevant to the sustainability of protected areas (BD-1).

-
- **58 percent of the project sample (and 87 percent of the visited biodiversity projects) target key biodiversity areas, including the world’s largest soda lake in Van.**
 - **Three of these projects address a common KBA, the Kure Mountains National Park.**
 - **One project has led to the designation of a Ramsar wetlands site.**
 - **25 percent support the protection of internationally recognized endangered species (IUCN Red List, Birdlife International’s Species of European Conservation Concern).**
 - **One SGP grant helped publish an integrated national KBA database. This is the first document of its kind and is now being replicated in other countries.**
-

The publication of “Turkey’s Key Biodiversity Areas Inventory” (Tur-0P-3) was a large-scale undertaking assisted by a modest SGP grant. It provides a comprehensive database for 305

⁷ These are the great bustard, kentish plover, ruddy shelduck, spur-winged plover, and lesser kestrel.

KBAs and has become a primary reference for environmental planning, impact assessments, and compliance with the Natura 2000 protected area network (required for EU accession). While opinions differ regarding its underlying methodology, this is the first publication in the world that integrates KBA data a national scale—an approach now being replicated in South Africa and other countries. It is thus an important contribution to the generation and dissemination of best practices on biodiversity (BD-4). Another SGP-supported publication, the “Inventory of Endemic Plant Species in South-eastern Anatolia” (Tur-98-06), documents the location and characteristics of 64 endemic plant species and 104 medicinal plants.

The mission did not visit any climate change projects and only one international waters grant, and therefore cannot assess their relevance. However, several grantees are successfully demonstrating renewable energy technologies (biogas, wind) in rural villages, and one SGP biogas initiative may expand significantly with private sector investment to sell electricity to energy companies. This would be very relevant to CC-4 (production of renewable energy for poverty reduction and productive use). Eco-agro Tourism and Voluntary Knowledge and Skills Interchange on Organic Farms (Tur-03-13)—popularly known as TaTuTa—has indirect relevance to global land degradation objectives (LD-2) by organizing sustainable farming networks.

2.2 Relevance to National Policy Objectives

Small grants are a popular yet recent modality in Turkey that has grown over the years since the country’s SGP began in 1993. There is currently a strong interest in incorporating small grant initiatives within government and donor mainstream development programs. The EC and World Bank both have small grants initiatives in their portfolios; including a small grants component within the GEF Biodiversity and Natural Resource Management full-size project (FSP), which was influenced by the SGP model. The next World Bank cooperation program for Turkey envisions small grants as a fundamental component for the environment and rural development sectors as well as the national Social Risk Mitigation program.

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- **40 percent of the sample projects have a high to very high policy relevance.**
 - **25 percent have led to the enforcement of environmental regulations at municipal levels.**
 - **Two projects (17 percent) have directly influenced national conservation policy and legislation.**
-

As a pioneer initiative, the Turkey SGP has played a catalytic role in promoting the small grants modality. This has indirectly affected national development policy and practice beyond the environmental sphere. Several of the program managers interviewed in donor organizations and government have served on the NSC or managed NGOs that received SGP grants. All recognize the influence the SGP has had on their current programs.

“Small grant programs have begun to change mentalities: Before it was always the government subsidizing development, now [communities] have to prepare proposals to seek funding on a competitive basis. The GEF biodiversity project’s SGP has raised local ownership at project sites by almost 100 percent.” —Halil Agah, World Bank GEF focal point for Turkey

While most SGP grants indirectly support national policy objectives (biodiversity conservation in particular), 40 percent of the evaluation sample has a high to very high policy relevance. Two of 12 projects have directly influenced national policy; another 3 led to the enforcement of national environmental regulations at the municipal and district levels. Environmentally, Socially and Economically Sustainable Salt Extraction in Tuzla/Palas Lake (Tur-04-02) has improved existing wetlands legislation, which now recognizes salt lakes as a natural resource. The project is also drafting Turkey’s first salt lake management plan with components for sustainable salt extraction and biodiversity conservation; both the plan and process involved have a high replication value. And, as mentioned previously, the publication of “Turkey’s Key Biodiversity Areas Inventory” (Tur-OP-3) is now the principal reference document for creating new protected areas, designing biodiversity conservation projects, and monitoring compliance with Natura 2000 standards for EU accession.

“GEF SGP is a very important program in Turkey because it opened the window for small grants, even though it had limited staff and budget. It’s Turkey’s ‘original’ small grants program.” —Suade Arancli, Coordinator, GEF Biodiversity and Natural Resources Management project

Policy-makers, donors, and NGOs share a keen interest in best practice case studies for participatory protected area management—an particularly timely topic since current legislation centralizes protected area management under the Ministry of Environment and Forestry. There is considerable debate on the issue and a proposed conservation law has been drafted that would broaden stakeholder participation. Several SGP grants are relevant to this issue. As they evolve, projects such as Environmentally, Socially and Economically Sustainable Salt Extraction in Tuzla/Palas Lake (Tur-04-02) and Development of Eco-tourism around the Kure Mountains National Park (Tur-03-08) may provide insight on the dynamics of community involvement in protected area management.

“Small grants have more spirit and power as an instrument for transformation than standard projects.” —Victor Ananias, Director, Bugday Society for Ecological Livelihoods

SGP policy relevance is strongest at the local level where project effects are more pronounced. One-quarter of the projects in the sample have led to the enforcement of government environmental regulations at the municipal or district level. Through advocacy and the intensive efforts of its coordinator, Sustainable Fishing and Consumption of Pearl Mullet (Tur-05-07) has encouraged the Ministry of Agriculture and Rural Affairs to apply fishing bans around Van Lake

during the reproductive period, when local villagers traditionally tend nets to catch the pearl mullet (an IUCN Red List species) as it swims upstream to lay eggs. The local *gendarme* have assumed enforcement responsibilities and have significantly reduced spawn fishing with measurable conservation benefits. Similarly, the Publication for Balik Lake project (Tur-02-23) encouraged Dogubezayit’s Central Hunting Committee to prohibit velvet scoter hunting in Balik Lake; the *gendarme* collaborate on enforcement there as well. The SGP grant to the Bugday Society for Ecological Livelihoods for TaTuTa (Tur-03-13) has helped this NGO participate in policy forums under the Ministry of Environment and Forestry’s Agri-Environment program, organize discussion groups on the proposed conservation law, and create Turkey’s first organic farmers’ network.

2.3 Relevance to the Needs of Poor and Marginal Groups

Most SGP grants try to assist poor or marginalized groups for several reasons. Many projects are village-based and must consider local expectations to secure legitimacy and “buy-in” for conservation activities. Grantees are often community organizations or NGOs that understand the importance of linking environmental protection to poverty reduction under a wider development context. In some cases—notably, Sustainable Fishing and Consumption of Pearl Mullet (Tur-05-07)—the SGP coordinator and NSC have urged applicants to broaden their proposals to include local development activities.

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- **58 percent of the project sample address the needs of poor and marginal populations in their design.**
 - **Targeted groups include small farmers and herders partially engaged in subsistence production; and the elderly residents of depressed rural villages surrounding Protected Areas.**
 - **One third of the project sample are generating measurable benefits for these groups.**
 - **Social analysis, baseline surveys and organizational capacity for implementing community development activities are lacking in most projects.**
-

Seven projects (58 percent of the evaluation sample) specifically address the needs of poor and marginalized populations in their design. Emphasis is given to promoting sustainable livelihoods through natural resource management, ecotourism, organic farming, education/training, and community networking. Target groups include small-scale farmers near project sites who continue to practice subsistence agriculture, animal husbandry, and gathering activities;⁸ and

⁸ Environmentally, Socially and Economically Sustainable Salt Extraction in Tuzla/Palas Lake (Tur-04-02); Sustainable Fishing and Consumption of Pearl Mullet (Tur-05-07); Protection of Wildlife through Kangal Shepherd Dogs (Tur-03-11); TaTuTa (Tur-03-13).

elder populations of rural villages who have lost (or risk losing) their means of livelihood as a result of conservation policies.⁹

Although the GEF SGP strategy does not explicitly target gender, most projects focus some activities on women—sometimes because working-age men have left their villages to seek employment, as was observed in the Kure Mountain area. The SGP team is currently developing a gender-based approach in consultation with the CPMT.

The above observations are based on project design and intention. Actual performance is somewhat less effective. Three projects in the sample are generating tangible economic benefits for local communities: Development of Eco-tourism around the Kure Mountains National Park (Tur-03-08); TaTuTa (Tur-03-13), where farming families receive urban guests for payment or in-kind services; and Sustainable Fishing and Consumption of Pearl Mullet (Tur-05-07), which has improved fish harvests during the winter season due to larger fish size and professional fishing techniques. A fourth project, Protection of Wildlife through Kangal Shepherd Dogs (Tur-03-11), is helping sustain traditional herding practices by providing trained dogs to local shepherds at no cost, thus offering a nonlethal deterrent against predator wolves that would otherwise be shot.

Promoting local development or reducing rural poverty are clearly not easy tasks when time and funds are limited. There are often trade-offs between natural resource conservation and employment/income generation that are outside project control. Stakeholder participation is an important relevance indicator, yet a prior evaluation suggests that community residents play a passive role in grant design and implementation; in such cases, their participation is largely “decorative.”¹⁰ Despite good intentions, many grantees with environmental backgrounds are unfamiliar with the dynamics of community development. Similarly, communal organization is often weak or absent in rural villages. For such reasons, the degree of relevance—and impact—that can be expected from a small grants program with a core environmental mandate is open to question.

⁹ As observed in the Kure Mountain area projects.

¹⁰ Findings of the Social Impact Analysis conducted by the Lifeworld Foundation/YADA.

3 Program Effectiveness

3.1 Project Impacts and Sustainability

The evaluation findings presented here are not definitive and should be viewed as a general assessment of progress, emerging impacts, and probable outcomes rather than an in-depth analysis. The evaluation sample was small, covering only 8.5 percent of the combined pilot and OP portfolios. Many site visits lasted only one day and were sometimes limited to a single meeting. Most projects are ongoing or have only very recently been finalized, and definitive conclusions cannot be drawn when anticipated impacts are pending or may require gestation periods beyond the grant term. The lack of ex post perspectives prevents a reliable assessment of sustainability; instead, the evaluation looked for evidence of exit strategies or arrangements to continue activities after a grant's termination. Baseline surveys and preimplementation data are lacking in practically all projects (with two exceptions), limiting impact assessments to descriptive and often anecdotal accounts.

Overview of Project Performance and Impact

With the above in mind, a common trend can be observed: SGP grants are performing well—and often very well—on conservation issues; most are generating local impacts with occasional upstream effects on a regional or national scale. Conversely, development impacts such as poverty reduction and income and employment generation are often lagging or neglected. This disparity is attributable to various factors including geographic isolation, conservation/development trade-offs that are outside project control, inexperience with community development processes, low organizational capacities, lack of baseline research, time constraints, and limited funding. Planning for post-grant continuity or the transfer of project responsibilities is often lacking due to capacity limitations as well as grantee reluctance to divert attention from immediate implementation activities.

A matrix summarizing impacts, sustainability potential, and related observations for the entire project sample appears as annex A of this report. The matrix does not include a particular cross-cutting impact that, though difficult to measure, is possibly SGP's most important contribution: raising the self-confidence of small NGOs and CBOs through practice and experiential learning in a way that strengthens their commitment and activism. This achievement is recognized as a key SGP attribute by respondents across the spectrum. Through SGP grants and mentoring, grantees acquire experience and capacities that enable them to approach larger projects and donors. In effect, several graduate from the SGP to a new threshold.

“GEF SGP has generated new actors for development. I’ve met lots of people and CBOs that have become ‘agents of change.’”—Yesim Oruc, UNDP Poverty Cluster Program Manager

“[Grantees] become more confident and are prepared to submit applications to the EC, which isn’t easy.” —Katalin Zaim, UNDP Environmental Program Manager

Some projects stand out as best practice case studies that merit further attention.

Environmentally, Socially and Economically Sustainable Salt Extraction in Tuzla/Palas Lake (Tur-04-02) has modified existing wetlands legislation, which now recognizes salt lakes as a natural resource. Previously, salt extraction had been subject to mining laws, and the National Wetlands Commission of the Ministry of Environment did not include salt lakes within its mandate. The project’s momentum has led to Tuzla Lake’s likely designation as a RAMSAR site. The Wetlands Commission recently visited the lake and took global positioning system coordinates for its declaration as a protected area. A draft Salt Lake Management Plan for sustainable salt extraction and the protection of nesting sites was prepared by the Society for Conservation and Documentation of Nature. Once approved, it will become Turkey’s first conservation-oriented management plan for a salt lake. Both the plan and the process involved have a strong replication potential. The evaluators were impressed by the detailed planning and baseline research that went into the management plan, which contributed decisively to project success, and which drew support from the GEF’s Biodiversity and Natural Resource Management FSP as well as from most lakeside communities, despite possible economic trade-offs.

“We can stand practically any condition, but the lake is our life.” — Tuzla Lake Committee community member

Sustainable Fishing and Consumption of Pearl Mullet (Tur-05-07) has significantly reduced illegal pearl mullet fishing. This is an important achievement given the pearl mullet’s status as an IUCN Red List species endemic to Van Lake. The ratio of spawn fishing to winter fishing outside the reproductive period has practically been reversed. In 1996, 80 percent of the 15,000-ton annual harvest was caught during reproduction; in 2006, this figure had declined to 40 percent, resulting in the conservation of 8,000 tons of pearl mullet. Through enforcement measures and the introduction of professional fishing techniques (including net size regulation), average pearl mullet size and weight have increased. Total earnings from pearl mullet fishing increased from \$3.6 to \$7.0 million during the 1996–2006 period. The use of illegal nets fell by two-thirds, and resistance to conservation measures dropped from nine to three villages during

this period.¹¹ Government regulations against spawn fishing are enforced by the local Ministry of Agriculture offices and *gendarme*.

The spectacle of thousands of pearl mullet swimming upstream to lay eggs has become a tourist attraction promoted by regional travel agencies and a Web page. An annual pearl mullet festival is now held in Van, and future ecotourism activities are planned for lakeside villages. The project has attracted EC funding for a cold storage facility, and private investors are interested in constructing a cannery. Project impacts are far reaching, as pearl mullet provides income to 14,000 low-income families, and spawn fishing can yield up to five tons per day over a two-month period with minimal effort. The project was selected as a GEF SGP global best practice, and its coordinator was elected 2007 Social Entrepreneur of the Year by Ernst & Young for his conservation efforts.

“I didn’t expect this kind of success in such a short time, but now that reproduction fishing has diminished, the fish are abundant. Now, I fish nearly 200 kilograms with a 200-meter net.”

“We had no income during the winter; now the fish we hunt in the winter have become an income for my children and me.”

“I was born and grew up in Van, but I had never seen this fish migrating and climbing up these cascades before. I now understand that they were always here but we couldn’t see them because of illegal fishing.”

— Comments by Van residents on pearl mullet conservation efforts

Several projects targeting KBAs have led to the local enforcement of environmental regulations, usually for the first time. In addition to the Van and Tuzla Lake grants, the Publication for Balik Lake project (Tur-02-23) has prompted the Dogubeyazit Hunting Committee to protect the breeding grounds of an endangered bird (*melanitta fusca*). Balik Lake is a KBA because of its birdlife; it also serves as the main source of potable water for the municipality.

The promotion of ecotourism is generating economic impact in two projects, with added awareness benefits. TaTuTa (Tur-03-13) has developed a very successful program by which farmers throughout Turkey offer accommodation in exchange for payment or in-kind services. The arrangement is mutually beneficial—individual families earn an estimated annual income of about TL 2,300 (almost \$2,000), which is a respectable sum for subsistence farmers in economically depressed regions. Urban visitors gain exposure to Turkey’s rural environment and cultural diversity, as well as to the organic farming network managed by the Bugday Society for Ecological Livelihoods to which many participating farmers belong. With promotion by travel

¹¹ This is one of the few projects that quantified its impact with baseline data from university and government sources, combined with periodic surveys.

agencies, a guidebook, and its own Web page, TaTuTa’s popularity and administrative workload have grown to the point that Bugday has transferred its administration to the GencTur national youth travel agency on a permanent basis. TaTuTa is self-sustaining and currently has 71 member farms with more than 200 pending applications. The project idea was inspired by a Spanish initiative that was visited by a Bugday volunteer; the SGP provided a planning grant to design the Turkish version.

SGP support for TaTuTa is particularly effective because it feeds into Bugday’s core mandate of sustainable farming and networking. Every week, more than 120 Bugday members set up stalls in Istanbul’s (and Turkey’s) only open organic market, established by an agreement with Sisli Municipality. All products are certified and are often sold out by midday; the market also provides a venue for network meetings and environmental education activities. There is a waiting list of prospective vendors, and Bugday is considering opening regional organic markets in other cities. The SGP grant contributed to the creation of Turkey’s first organic farmers’ network (hazelnut producers) and supports Bugday advocacy campaigns. The experience of TaTuTa and the organic farmers’ network underscore the advantages of linking NGO and entrepreneurial initiatives to achieve conservation objectives.

Another ecotourism project, Development of Eco-tourism around the Kure Mountains National Park (Tur-03-08), is producing income for the elder residents of the village of Zumrut and revitalizing a depressed economy which had previously been reliant on lumber and from which most working-age men had left in search of work. During the past nine months, Zumrut received over 600 visitors who visited family-run *pensions* for a meal, hired horses for mountain treks, or stayed overnight at a traditional house converted to a hotel with project funds. Many tourists visit the community eco-center, established in an abandoned schoolhouse with SGP support, to learn about the local environment. An estimated \$1,300 has been generated for Zumrut’s 200 residents, and the influx of summer tourists is expected to increase significantly through Web page advertisements. Tourism has raised the demand for local vegetables and preserves which previously were transported to distant marketplaces. Expectations are high—not least because the visitors also break the monotony of daily life—and a growing number of families are interested in offering services.

“Before ecotourism started, the bazaar [market] was far away. Now we’ve begun to sell our products in town.” —Zamrut resident

Careful planning is needed to ensure minimum standards, consistent pricing, and fair access as well as to contain growing tensions between village segments. Nevertheless, the project’s visible impact in Zumrut has attracted the attention of other villages, and the implementing Kure Mountain Ecotourism Society is expanding activities to new localities—restoring vacant houses for tourism use in exchange for a free lease over a 10- to 20-year period. In addition to encouraging local entrepreneurship, this helps preserve the area’s unique architectural heritage.

Other projects outside the evaluation sample are also generating tangible impact, particularly in renewable energy and energy conservation. Some of the biogas projects have benefited rural villages and are now expanding with private sector support. Through the Wind Energy for Water Pumping grant (Tur-05-11), the Kuzucu Irrigation Cooperative has introduced drip irrigation and wind energy to extend rice cultivation onto slope areas and reduce energy costs for pumping water; 150 farmers are saving money and expanding their irrigated area. These and other initiatives have a high demonstration value and are likely to generate best practices for replication on a wider scale.

Sustainability Issues: Continuity, Exit Strategies, and Trade-Offs

Most projects in the evaluation sample are ongoing or were finalized only very recently, and thus assessing ex post sustainability is not possible. Instead, the evaluation team considered sustainability issues from a broader perspective: Are SGP projects making provisions to ensure the continuity of activities beyond the grant term either through new partnerships or follow-up projects? Do grantees have a longer term vision or exit strategy for consolidating results and transferring activities? Are communities or other stakeholders being prepared to eventually assume these responsibilities?

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- **50 percent of grantees in the sample have ensured the continuity of activities beyond the project term and/or their transfer to local stakeholders.**
 - **Aggregate trends are lower. Only 14 percent of all SGP projects during the pilot phase and OP2 and OP3 have obtained post-grant funding.**
 - **This percentage rises significantly if planning, workshop, and publication grants are excluded and the analysis limited only to full projects that have terminated.**
 - **Three projects (25 percent of the sample) are economically self-sustaining or are likely to become so at the end of the grant term.**
 - **Projects outside the sample that promote renewable energy also appear to be economically sustainable.**
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The evaluators found that 6 of 12 grantees in the sample have created enabling conditions for activities to continue after the grant period.¹² In most cases, this involved a new project with a

¹² These include grantees for Environmentally, Socially and Economically Sustainable Salt Extraction in Tuzla/Palas Lake (Tur-04-02); TaTuTa (Tur-03-13); Widespread Organization for Urban Environment (Tur-95-01); “Turkey’s Key Biodiversity Areas Inventory” (Tur-OP-3); Development of Eco-tourism around the Kure Mountains National Park (Tur-03-08); and Awareness Raising on Alternative Sustainable Livelihood Opportunities around the Kure Mountains National Park (Tur-03-10)/Publication of Life and Nature in Ulus Kure Mountains (Tur-05-09). The TaTuTa grantee has, as discussed above, transferred management of ecotourism activities to the national youth travel agency and activated an economically viable organic products market yet remains institutionally vulnerable to funding uncertainties and needs a longer term support strategy—factors that could undermine its ability to sustain core activities.

different donor. Three projects—TaTuTa (Tur-03-13), Development of Eco-tourism around the Kure Mountains National Park (Tur-03-08); and Widespread Organization for Urban Environment (Tur-95-01)—are economically self-sustaining or are likely to become so by the end of the grant term. Three grantees in the sample—Social Impact Assessment of SGP Biodiversity Projects (Tur-05-15), Inventory of Endemic Plant Species in South-eastern Anatolia (Tur-98-06), and Publication for Balik Lake (Tur-02-23)—did not foresee post-project continuity beyond the publication of specific documents. If these are excluded, the share of projects with good continuity potential increases.

The project sample does not reflect the historic trend, which is significantly lower. Only 19 of the 132 projects covering the SGP pilot phase and OP2 and OP3 (14 percent) have received post-grant funding. However, 52 of these projects are planning, workshop, publication, or partnership grants that often did not envision further continuity. If these are excluded, together with the 25 grants that are still under implementation, the percentage of projects with actual or likely post-grant continuity rises to 54 percent—similar to the level encountered in the evaluation sample. However, the practice of devoting a high share of grant approvals to “one shot” initiatives without perspectives for further continuity could carry the trade-off of missed opportunities for supporting longer term processes with possibly greater impact potential.

Within the evaluation sample, projects with good sustainability perspectives shared one or more of the following practices:

- Early involvement of other partners (local government, NGOs, universities, other projects) in implementation and coordination activities
- Research and surveys that document baseline conditions, validate results, and justify the need for further support
- Proactive dissemination and public relations activities that attract government/donor interest
- Capacity building for community organizations and other stakeholders that increases local ownership and improves conditions for the transfer of responsibilities

Various examples show how these practices have contributed to project success and sustainability. Environmentally, Socially and Economically Sustainable Salt Extraction in Tuzla/Palas Lake (Tur-04-02) devoted an initial two-year phase to researching biodiversity, bird habitats, land tenure systems, and salt extraction practices in collaboration with Erciyes University’s biology faculty. These studies guided the Society for the Conservation and Documentation of Nature in mapping priority conservation areas and drafting a Salt Lake Management Plan. The scientific validation of Tuzla’s biodiversity value, combined with the management plan and organization of a stakeholder committee, were instrumental in attracting the interest of the National Wetlands Commission and GEF’s Biodiversity and Natural Resources Management FSP. This has led to support on a wider scale. Tuzla Lake has been

included as a GEF replication area and will soon become a RAMSAR site. To a large extent, these achievements are the product of the grantee’s strategic vision and incremental approach.

Sustainable Fishing and Consumption of Pearl Mullet (Tur-05-07) combines scientific research, dissemination, and advocacy through its coordinator’s tireless efforts, in collaboration with Van’s Yuzuncu Yil University and a local NGO. The project has convinced surrounding municipalities and local departments of the Ministry of Agriculture to enforce seasonal fishing bans through the *gendarme*, invest in ecotourism, and seek EC funding to modernize Van Lake’s fishing infrastructure. The conservation achievements are impressive. However, funds are lacking to extend activities beyond the SGP grant, and a longer term strategy linking the various project initiatives needs to be articulated. An ecosystem-based lake management plan would facilitate the coordination of conservation activities within a wider development context, rationalize municipal spending on ecotourism and lake infrastructure, and mobilize donor support more effectively.

For a variety of reasons, the essential sustainability ingredients of local organization and capacity building often appear to be lacking. Traditional communal organization is weak or absent in many rural areas. Similarly, environmental NGOs are often unfamiliar with community development activities or lack expertise in organizational strengthening. Both involve time-consuming processes and may require attention beyond the grant term. Many grantees are reluctant to divert limited resources from field activities when delivery pressures are high and local expectations centered on quick benefits.

Projects that invest in strengthening stakeholder organizations are able to consolidate and sustain progress more effectively. The success of TaTuTa (Tur-03-13) is largely attributable to Bugday’s networking and mobilization expertise; it built on existing associative models to create Turkey’s first organic farmers’ network. The Wind Energy for Water Pumping project (Tur-05-11) works directly with the Kuzucu Irrigation Cooperative and has generated sustainability potential by integrating conservation, production, and capacity building.

The separation of urban waste for recycling by a neighborhood association in Istanbul’s Kadikoy municipality, begun over a decade ago under Widespread Organization for Urban Environment (Tur-95-01), continues to this day. The training-of-trainers method applied by the implementing NGO (Society of Peace with Nature) was adopted from an earlier GEF Black Sea project and is still used for recycling and disaster management training.

“Sustainability is difficult. After the SGP grant ends, we will look for another project.”

“We don’t have an exit strategy because we don’t intend to exit.”

“During the project, it’s easy to implement activities. You know what you’ll do because activities are planned. After the project ends, you need to deal with the expectations of target groups, while SGP as a donor also has expectations on what we will do after the

grant finishes. We therefore face two dimensions of expectations—from the village target groups and from the donor.”

“It isn’t easy to promote rural development or reduce poverty by conserving natural resources. It is difficult to change villagers’ visions because there are engrained cultural habits. They need to see benefits through demonstration.”

—Comments of SGP grantees at a focus group meeting

The coordinator of Awareness Raising on Alternative Sustainable Livelihood Opportunities around the Kure Mountains National Park (Tur-03-10) and Publication of Life and Nature in Ulu Kure Mountains (Tur-05-09) is a recognized social activist who has devoted the past 50 years to organizing rural communities. When these projects began, assistance from local government and the Forest Department was purposely avoided because he wanted the women’s groups to experience their own success and build confidence before seeking outside support. Having accomplished this, he is now negotiating grants from the EC and Japan International Cooperation Agency to develop these groups as village production and marketing enterprises.

In comparison, organizational strengthening is lacking in an otherwise successful demonstration project, Development of Eco-tourism around the Kure Mountains National Park (Tur-03-08), which is generating economic impact in Zumrut village yet giving way to mounting tensions from unregulated competition among households, inconsistent pricing, and uneven access to ecotourism opportunities. The project coordinator is aware of the risks and has tried to organize Zumrut residents on several occasions, but his efforts are undermined by low village capacity and the absence of communal organizations with which to partner. The opportunity to build a simple community planning/consensus-building process around ecotourism has not been exploited because of staff and time limitations. Unless greater attention is given to organizational and distributive issues, these problems could jeopardize the sustainability of an excellent project with a high replication potential.

Sustainability obstacles may be structural and outside a project’s reach. Biodiversity protection is difficult to sustain economically, and there are often conservation/development trade-offs. Local support for the Tuzla Salt Lake management plan may be jeopardized if the approximately 5,000 sugar beet farmers are obliged to switch to alternative crops with lower water requirements, as envisioned to protect the lake’s water table. According to local respondents, there are no options that offer similar income, although EC funding is available for flower cultivation. The alternative of extending drip irrigation is extremely costly for the area to be covered, and its technical feasibility is unclear.

In Van, continued adherence to the ban on spawn fishing will largely depend on the extent to which village fishermen are able to obtain equipment and facilities needed for winter fishing. Illegal fishing at spawning sites offers a more profitable and less demanding option, and the seasonal consumption of pearl mullet with eggs is an engrained cultural habit. The main

deterrent against further depredation is still *gendarme* enforcement rather than economics or conservation awareness.

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- **A quarter of the grant sample consists of win-win projects that are sustainable both environmentally and economically. These support ecotourism and urban waste recycling.**
 - **One-third of the project sample generates conservation benefits with economic trade-offs and opportunity costs.**
 - **Other win-win projects are likely to be found within the SGP renewable energy portfolio.**
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Efforts to protect endangered *simsir* (boxwood) trees in the Kure Mountains by promoting softwoods for traditional spoon production are undermined by cheaper Chinese imports. Softwood absorbs food color and has a limited life utility compared to *simsir* utensils, which are passed down for generations. *Simsir* is clearly the preferred material and enjoys wide market acceptance; yet large orders for *simsir* spoons received from Europe and Africa were recently turned down due to conservation regulations. The sustainability of this project is also affected by the reluctance of an aging generation of crafters to experiment with new product designs, and the lack of younger crafters willing to continue woodcarving traditions. These challenges need to be addressed during the second grant phase, which will focus on product development and marketing.

Within the project sample, win-win situations that are both environmentally and economically sustainable were found in the two ecotourism projects—TaTuTa (Tur-03-13) and Development of Eco-tourism around the Kure Mountains National Park (Tur-03-08), although the latter faces organizational challenges and possible stress on water supplies and waste collection. Similarly, the waste recycling activities introduced by the Widespread Organization for Urban Environment project (Tur-95-01) appear sustainable in both aspects, although refresher training and organizational support are needed. Some of the renewable energy grants that were not visited by the evaluation team—involving the promotion of biogas and wind energy—may also fall in the win-win category.

3.2 Management Performance and Cost Effectiveness

Management Efficiency and Program Cost Effectiveness

The GEF SGP is one of several programs supporting environmental NGOs in Turkey. The Regional Environmental Center has a \$560,000 core budget for its current two-year cycle, most of which goes to small grants. The GEF Biodiversity and Natural Resource Management FSP's small grants component is reportedly Turkey's largest grants program with more than 150 ongoing projects (although its maximum grant size is smaller than that of the SGP). The EC has its own grants program which is significantly larger than the SGP in both budget and grant size. The Baku-Tbilisi-Ceyhan Pipeline Company provided \$264,000 to UNDP's Small Investment

Fund's 2007 budget. The Civil Society Development Center has allocated €900,000 for NGO grants during 2007–08, of which approximately 20 percent is earmarked for environmental initiatives. The Netherlands's Matra Programme also funds NGO-implemented projects.

The GEF SGP stands out for the recognized quality of its projects, achieved through modest yet well-placed grants support. Although any form of benefit/cost analysis is impossible given the absence of quantifiable data, evaluation findings are positive on this point. The average per project grant award of \$20,500 during OP2 and OP3 has been cost effective, considering the scale of local impact and occasional upstream effects as described in the previous sections. When compared against project allocations, the trends drawn from the randomly selected sample—with 40 percent of projects having high or very high policy relevance, 25 percent leading to the enforcement of environmental regulations, one-third generating measurable income benefits for the poor, and 50 percent with likely post-grant continuity—reinforce this observation.

“We received less than half of what we wanted and were initially upset, but we soon realized that this actually made it easier to carry the project to small communities.”
—Tracy Lord, Custodians Association

In qualitative terms, GEF SGP has often played an important gap-filling role. It was the “only funding option” available for wind-energy demonstration activities, according to the Kuzucu Cooperative. The Heaven and Earth Anatolia Association was unable to find state support to produce or distribute heirloom seeds. Similarly, government financing for urban waste recycling did not exist when the SGP approved the Karakoy municipal project (which continues to operate a decade later). As mentioned, the SGP has also played an incubatory role by providing exposure and field experience to first-grant recipients, who subsequently move on to larger projects and donors. This is generating “new development actors” in the field, as noted by a UNDP program manager. The risks of working with inexperienced organizations are reduced by phasing approvals and conditioning disbursements to previously agreed benchmarks.

Project and program performance also indicate management effectiveness in terms of appraising proposals and improving their design, advising grantees during implementation, and ensuring timely reporting and disbursement. Administrative and related overhead costs are kept at reasonable, if not optimal, levels in relation to grant approvals and disbursements.

Since 1993, the Turkey SGP has allocated over \$2.8 million to 137 projects, combined with an estimated \$4 million from other partners (\$2.76 million in cash) including grantee/community contributions. Between 2004 and 2006, \$900,734 was allocated to grant approvals with an additional \$1,336,635 in cofinancing (cash and in-kind). The SGP's cofinancing performance is satisfactory and has either met or exceeded the 1:1 cash requirement, leveraging a 1:1.5 ratio for combined cash/in-kind contributions (equivalent to \$1.50 for every grant \$1.00) and 1:0.96 for cash contributions (\$0.96 for every grant \$1.00). In thematic terms, the biodiversity portfolio has been most successful in attracting cofinancing (47 percent of its 96 projects), followed by

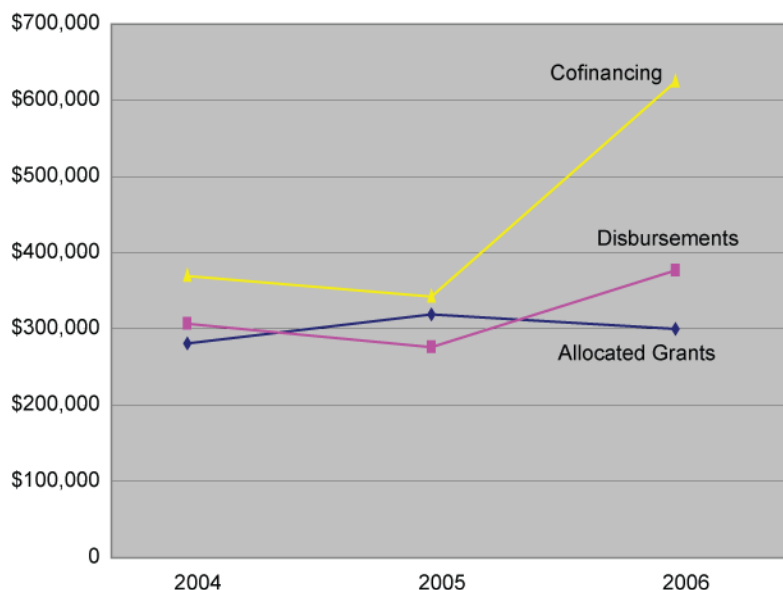
climate change and land degradation (43 percent of their portfolios), multifocal projects (28 percent) and international waters (17 percent).

Administrative costs absorbed approximately 30 percent of the total SGP budget between 2004 and 2006.

Between 2004 and 2006, the total Turkey SGP administrative budget was \$410,823, of which \$32,271 (7.8 percent) was earmarked for UNDP support cost recovery. Administrative costs absorbed 31 percent of the total budget—or 29 percent if payments to UNDP are excluded. This figure is derived from the total budget on the basis of grant allocations; if measured by grant disbursements (\$959,885), the administrative proportion of total budget drops to 29.7 percent (28 percent excluding UNDP support costs).

The ratio of administrative costs to total budget is reasonable but not exceptional, considering the higher unit costs of servicing small grants that are geographically dispersed. There is room for improvement, yet this would involve changes in approval practices. A lower administrative ratio would require larger allocations per project to reduce portfolio size, greater geographic focus, and a more consistent application of the SGP “strategic interrelatedness” concept to pool administrative, monitoring, and procurement costs across projects.

Disbursement delivery rates cannot be reliably estimated with the available data. Cofinancing figures combine cash and in-kind contributions, only part of which are disbursed through the SGP. However, aggregate trends over the past three years indicate a marked rise in disbursement and especially cofinancing between 2005 and 2006, despite a gradual decline in core budget grant allocations (see figure 3.1). This may reflect the peaking of OP2 and initiation of OP3 as well as improvements in performance; in either case, the tendency is positive.

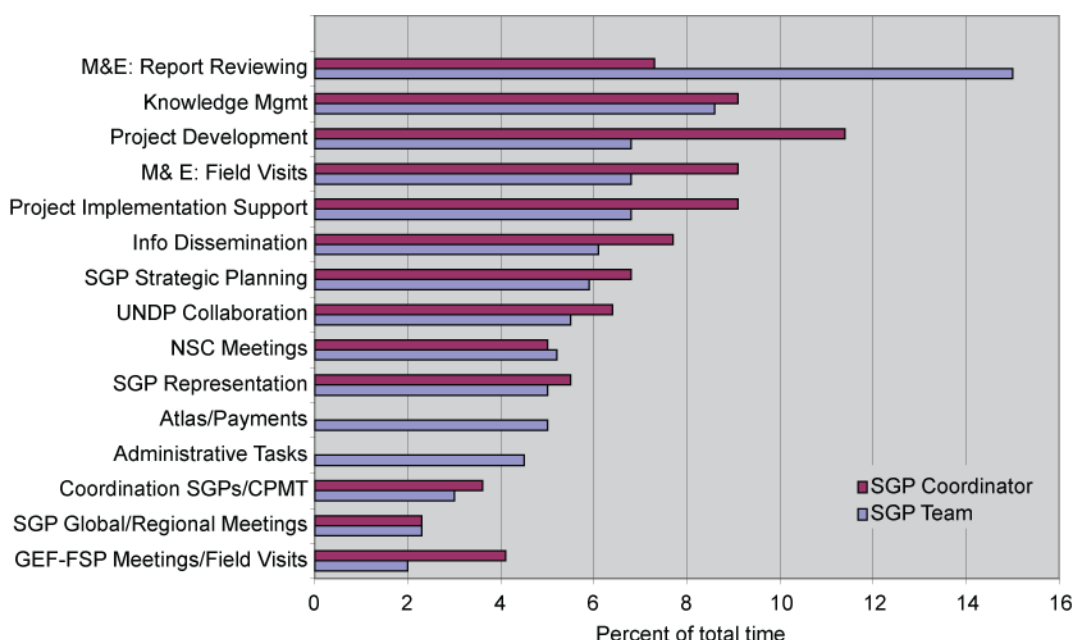
Figure 3.1: Trends in SGP Grants

Two people are responsible for managing a heavy workload that would require a larger team to fully exploit the Turkey SGP's potential and range of opportunity. Their time, dedication, commitment, and overall performance contribute decisively to the program's quality and image, in spite of budget constraints and an unrealistically low post classification for the program assistant.¹³ Due to limited staff, external coordination demands can divert attention from core management activities. According to the coordinator, the effort devoted to organizing the 2005 GEF SGP Global Workshop contributed to the lowered grant disbursements seen in figure 3.1.

Time allocations offer added insight into management priorities and efficiency (see figure 3.2). As a unit, the SGP team devotes the largest share of its time to reviewing monitoring and evaluation (M&E) reports; followed by knowledge management; and, in equal shares, project development, monitoring field visits, and implementation support. The time distribution of the SGP coordinator is relatively consistent with this (indicating a high degree of shared responsibility), but focused more on project development, implementation support, knowledge management, and field monitoring; with less attention to report reviewing and none to administrative issues. Administration is not as demanding as might be thought for a small grants program, with ATLAS payments and other administrative tasks absorbing less than 10 percent of SGP time.

¹³ The program assistant is classified in the general services category, although she shares program management responsibilities with the coordinator in addition to handling the full administrative workload.

Figure 3.2: SGP Staff Time Management



The ranking in figure 3.2 is interesting for several reasons. Monitoring and knowledge management represent three of the five most time-consuming activities, yet were considered the program’s weakest areas by the SGP team in a recent strengths, weaknesses, opportunities, and threats (SWOT) analysis. The other peak activities—project development and implementation support—are recognized as major strengths, along with credibility, target orientation, visionary focus and access to grassroots organizations. To a large extent, the evaluation findings coincide with this self-assessment.

Client Responsiveness and Satisfaction

SGP credibility and prestige are very high. Statements to this effect were made by grantees, donor representatives, ministry officials, and UNDP staff. Positive perceptions are centered on the program’s cost effectiveness—“achieving so much with so little”—the quality of its projects, and the dedication and expertise of its staff. Such feedback is particularly typical of grantees, including those outside the evaluation sample. Their appreciation centers on the SGP’s comparative advantages in relation to other donor programs: simple and user-friendly formats, guidance and mentoring during proposal formulation, appreciation of grassroots visions, personalized attention, and frequent communication during implementation. From a service performance viewpoint, this indicates high levels of responsiveness and client satisfaction.

“Working with SGP is a good experience because they are close to our project team. We can contact them whenever we need to. This is very different from the [other donor] project we are currently managing.”

“SGP is one of the best donors because they help you prepare the proposal.”

“Compared with other international donors, SGP is very accessible. It’s easy to prepare proposals. Approvals for [other donors] can take a year and a half, and if you’re rejected you’ve lost lots of time.”

“After our cooperation with Stanford University finished, we had considered other options, but the friendliness of Bilgi convinced us to go with GEF SGP.”

—Comments made by SGP grantees during field visits and a focus group meeting

Despite workload pressures, the SGP communicates with and is accessible to its grantees, and this interaction is valued by grantees. The coordinator visited the Development of Eco-tourism around the Kure Mountains National Park project (Tur-03-08) on six occasions and the Tuzla Lake project (Tur-04-02) three times; for other projects, there is regular email and phone contact. Several grantees note that the SGP gives more attention to local consultations and stakeholder input during project design than other donors. The coordinator of Sustainable Fishing and Consumption of Pearl Mullet (Tur-05-07) considers SGP staff to be “very knowledgeable” on environmental topics and to “know every detail” of his project, in contrast with other donors that “do not get so close” and leave contract monitoring to external consultants.¹⁴ The level of pre-approval guidance offered for project development (described in section 1.3) sets the SGP apart from other donors and is often highlighted as an outstanding quality. It also offers a means for managing risks and ensuring quality control within the grant portfolio.

¹⁴ Interview with Mustafa Sari, coordinator of Sustainable Fishing and Consumption of Pearl Mullet (Tur-05-07).

“GEF SGP’s good communication with local people has resulted in some really genial projects, and I hope that they would last for a longer time.” —Gurdogar Sarigul, Coordinator, EC Environment and Sustainable Development Division

“It was obvious that so many recipients appreciate [the SGP coordinator’s] work tremendously. Sometimes I’m amazed at what’s been achieved in terms of impact with so little funding.” —Mahmood A. Ayub, UNDP resident representative

“The Poverty Cluster does a lot of grants, but none of them have the quality of what the SGP does. I’ve been seeing SGP projects since 1997—‘boutique’ projects, small and labor intensive, and beautifully woven. It’s difficult to find the energy to do this.” —Yesim Oruc, UNDP Poverty Cluster Manager

“SGP is not enough on its own but it’s a good ‘seed.’ Creating a working system requires more money and logistical support.” —Victor Ananias, coordinator of TaTuTa (Tur-03-13)

Monitoring and Evaluation

Despite high program visibility and good communication with grantees, M&E practices are relatively weak due to budget constraints, staff workloads, and project dispersion.

The time and logistical demands of monitoring a countrywide grant portfolio are excessive for two people, yet the GEF SGP coordinator is able to visit an estimated 95 percent of the projects at least once during implementation. In practice, monitoring is based on desk review of progress reports submitted every six or nine months (depending on the grant size and duration). Report reviews are followed by emails and phone calls to discuss specific issues with grantees. In one case (Tur-01-01), reporting inconsistencies and follow-up investigations led to the removal of the implementing NGO with subsequent improvements in project performance and transparency.

Some limitations are structural. The SGP budget doesn’t have a monitoring item, and all field visits must be charged to the travel budget line (which covers both SGP staff and NSC members). Preimplementation baseline surveys or data collection are lacking in most projects. Grantees are understandably reluctant to spend limited project funds on research against pressing implementation needs and local expectations. As a result, impacts and other effects are usually not measured or analyzed in-depth beyond qualitative and often anecdotal descriptions. In some cases, grant approvals were divided into separate phases to ensure adequate research and planning before implementation; when applied, this practice has facilitated M&E and contributed to project success.

The SGP team is aware of the problem. According to their view, impact quantification and aggregation are undermined by grantee disinterest in measuring results; false statements by local respondents; difficulties of getting information; and changes of project staff. Alternative methods such as short narratives, photos, and videos are preferable. However, while some constraints are inevitable—lack of grantee interest, staff turnover—others can be minimized by applying other methodological tools or proxy indicators. The impact indicators listed in the project logframes should provide a starting point if they are realistic and measurable. Similarly, the qualitative and

quantitative data that are available can be aggregated through simple stocktaking exercises and general trends inferred. The fundamental question is whether grantees should be expected to do this in spite of limited capacity and motivation, or if external expertise should be contracted to conduct baseline and ex post assessments of project clusters (grouped by theme or geographic region) using planning or partnership grants. This latter was attempted twice—contracting the Lifeworld Foundation/YADA and TTGV Foundations—with mixed results, and the SGP coordinator is reluctant to use the approach again.

The problem thus remains. The combined limitations generate a disabling environment with potentially critical consequences. The SGP is not effective in documenting or measuring the effects of its grants. It is therefore unable to demonstrate cumulative program impact or systematize the learning experiences that are essential to disseminate best practices, influence upstream policy, or attract support on a wider scale. This in turn restricts the SGP’s knowledge management potential and could eventually limit its ability to consolidate new partnerships and mobilize resources for post-graduation continuity after 2010.

“Why is there an evaluation mission for Turkey’s SGP if it’s is going to ‘graduate’? We don’t need a monitoring and evaluation mission, we need a high-level sustainability team to see how the program can move forward in time, how it will continue over the next 20 years.”

“SGP is not getting support on how to build the political alliances for continuity.”

—Comments from the NSC focus group meeting

Knowledge Management

Knowledge management is an extremely important component of the SGP. It is the means for distilling learning and best practices drawn from scattered field experiences and transferring these to a wider audience of communities, NGOs, donors, policy-makers, and other interested parties—thus linking microcosmic and macrocosmic dimensions. It does have a budget line, albeit a modest one, with \$3,000 allocated for this task during the March 2006–February 2007 period.

Knowledge management activities focus on project documentation, information sharing, and coordination among grantees. These activities appear to be managed effectively. An SGP bulletin is printed each semester with the assistance of a graphic designer. This publication provides updates on project activities; grantee and stakeholder interviews; and general-interest articles on the GEF SGP, the GEF, and UNDP. Approximately 2,000 copies of each issue are printed and widely distributed. It is a standard publication for this type of initiative and is considered useful by some if not most grantees. One grantee, the Heaven and Earth Anatolia Association, noted that the bulletin was more useful in attracting producers to their project than the four years of work they had dedicated previously.

Annual grantee meetings have been held for information-sharing purposes since 2001; these are considered very useful by grantees and, in some cases, have led to collaboration between projects. The idea of holding a yearly pearl mullet festival in Van to raise local awareness was suggested by another grantee involved in monkfish conservation who visited the pearl mullet project after the annual meeting. Similarly, that project’s experiences in local participation have been shared with other projects. A grantee interviewed at the grantee focus group meeting stated that he “didn’t know of any other fund in Turkey that organizes annual recipient meetings in such an interactive manner.”

While project experiences and knowledge are socialized across grantees, the strategic dimension of knowledge management is missing. This lack is exacerbated by such M&E limitations as dispersed small-scale impacts that are not aggregated; limited in-depth analysis of success (and of the processes leading to it); and no systematization of methodologies and best practices in a manner suitable to an external audience of policy-makers, prospective donors, NGOs, and universities. To a large extent, the problem is also structural. Budget restrictions and workload pressures oblige the SGP team to focus on micromanagement, drawing attention away from the more strategic dimensions and opportunities of their work. As stated by one NSC member, the political vision is missing.

“GEF SGP has very good capacity building and demonstration practices at the local level, but is missing that big punch that will have impact at the national policy level. If you continue to fund only local projects you will win small wars, but you may lose the major battle.” —Jose Tavares, BirdLife International Country Programs Officer

There is clearly demand for the type of knowledge products the SGP could offer.¹⁵ The current debate surrounding new conservation legislation and protected area management has generated interest in participatory resource management practices and stakeholder involvement mechanisms that can be replicated on a wider scale. Indeed, most of Turkey’s protected areas presently lack management plans. This issue was raised on several occasions during evaluation interviews. The Ministry of Environment and Forestry’s Training and Publications Department and the NGO Liaison Division would benefit from such information and might assist in its dissemination.

The SGP experience in working with CBOs is also likely to contain lessons and methodological insights of interest to NGOs and donors. UNDP’s Poverty Cluster wants to learn from SGP field activities to establish links and improve its own ground initiatives. The UNDP-EC Integrating Sustainable Development in Sector Policies project is interested in SGP case studies and best

¹⁵ One knowledge product, “Environmental Guide: Rights and Funding,” published by the Global Balance Society with SGP funds, provides an inventory of environmental donors and programs that has been useful to many NGOs. An SGP toolkit for project management is also considered a knowledge product by the coordinator.

practices. Yet none of these potential clients can fully benefit from the SGP’s knowledge potential under the present circumstances.

“We need meso-level documents and information from SGP, not the anecdotal stuff.”
—Yesim Oruc, UNDP Poverty Cluster manager

Coordination with the GEF, UNDP, Donors, and Other Programs

Although there are no fixed mechanisms linking the various small grants programs, informal coordination does occur through ad hoc consultations, meetings, and occasional field visits. This coordination is facilitated by a relatively small circle of environmental program managers who know each other and who have often worked together in the past. Several people interviewed (including the heads of the GEF Biodiversity and Natural Resource Management FSP, Regional Environmental Center, and EC’s Environment and Sustainable Development Division) had served on the NSC or received SGP funding at an earlier stage of their career. Duplications of activity across programs are avoided by this informal networking, as well as by a wide geographic area that minimizes overlap (the trade-off being that replication or transfers of best practices becomes more difficult). There are also different approaches in strategy and target groups; for example, the EC’s grant program focuses on capacity development, while the GEF Biodiversity FSP only assists community groups within its project sites.

Despite differences in scale and approach, the Turkey SGP has influenced how these programs operate. The Regional Environmental Center modeled its Grants Evaluation Committee along NSC lines and simplified formats on the basis of SGP guidelines. The GEF Biodiversity and Natural Resource Management project has a major small grants component that was designed in consultation with the SGP coordinator. Formats for procurement, monitoring, and contracts were emulated because they were simpler and more accessible for local grantees than the World Bank’s. In 2003, internal problems led to the development of plans to subcontract the management of the GEF Biodiversity small grants component to the SGP; the situation was resolved with the hiring of the current coordinator who had served on the NSC for seven years. UNDP Turkey “learned a lot” from the SGP in designing its Small Investment Fund in partnership with the Baku-Tbilisi-Ceyhan Pipeline Company, according to the resident representative. The Every Drop Counts UNDP–Coca-Cola initiative plans to create a small grants component and will seek guidance from the SGP for its design.

Joint implementation and donor cofinancing are more difficult to achieve. Different bidding and reporting requirements prevent direct collaboration with the EC grant program which supports NGO initiatives on a larger scale; or with the Regional Environmental Center which receives EC funding and also applies its guidelines. Since 2000, only 18 of 112 projects (16 percent) were implemented with external donor or NGO support; in such cases, the SGP has played a catalyzing role. Five of these projects included SGP grants within GEF Biodiversity and Natural Resources Management project sites, while 10 were implemented in partnership with WWF and BirdLife International. The statistics, while not impressive, reflect the SGP’s selectiveness in

seeking partners, as well as its emphasis on portfolio quality over numbers of projects or funds mobilized.

Since 2000, 16 percent of the SGP project portfolio was implemented with support from other donors or NGOs.

Incompatible bidding and reporting guidelines are a barrier to cofinancing with the EC, one of Turkey’s largest grant donors.

The upscaling of SGP grants to larger sized projects is also limited: Only 19 (14 percent) of the 132 projects covering the pilot phase and OP2 and OP3 have secured post-grant funding, although more than a third of the portfolio consisted of single-output workshop or publication and planning grants (other projects are still under implementation). Nevertheless, the figure is surprising given the program’s prestige and relative abundance of success stories. Several factors are likely to influence this situation, including insufficient documentation of project impacts, complex donor guidelines, limited grantee capacity to draft proposals, and micromanagement pressures that absorb the attention of SGP staff. At the end of the day, each grantee is on its own in seeking further funding. This situation may be gradually improving, as half of the evaluation’s project sample have secured or are in the process of obtaining post-SGP support from other donors. Several village-based biogas initiatives are being expanded with support from the Baku-Tbilisi-Ceyhan Pipeline Company. One SGP biogas project is expected to grow significantly under a UNDP–Ministry of Energy project that will produce electricity for sale in partnership with AAIGAS, a major corporate entity in the energy sector.

None of the SGP projects have developed into medium- or full-size GEF projects in spite of the obvious link. To an extent, this may be a supply-side issue as Turkey has not had any medium-size projects to date and only three FSPs. Yet the potential for this to happen exists. The evaluation team visited one project—Sustainable Fishing and Consumption of Pearl Mullet (Tur-05-07)—that is a natural candidate for a medium-size project with integrated lake basin management, biodiversity conservation, and village development components. Another initiative that would potentially qualify, Environmentally, Socially and Economically Sustainable Salt Extraction in Tuzla/Palas Lake (Tur-04-02), was recently incorporated as a replication site within GEF’s Biodiversity FSP. A third successful project, TaTuTa (Tur-03-13), was discouraged from seeking GEF funding and has instead applied for a Matra Programme grant.

GEF focal points at the World Bank and the Ministry of Environment and Forestry have limited knowledge of the SGP beyond the most fundamental aspects. Neither do they seem aware of what SGP grantees are doing in the field or of any initiatives that might qualify for wider GEF support. There is clearly a communications gap, even though the assistant to the Ministry of Environment and Forestry focal point sits on the NSC, and the Ministry has solicited Resource Allocation Framework funding for the SGP. Various NSC members believe that the World Bank and Ministry of Environment and Forestry are not interested in the program, and that UNDP’s environment focal point is too busy to devote attention to the matter. This view was contested by

the UNDP focal point, who stressed that there are no barriers for upscaling successful SGP initiatives—it is a matter of seeking agreement among the parties involved, and, for this to occur, grantees need to show more initiative. Many would need technical guidance to develop proposals that meet GEF guidelines and are approvable.

Among the various parties, it is not clear who should take the initiative on these matters (presumably the SGP coordinator) or at what point the UNDP and GEF focal points would intervene. The background documentation needed to formulate medium or full-size proposals (or at least access project development facility funds to prepare a draft proposal) is often lacking, and most recipients lack the capacity or time to do this. A systemic solution is needed to bring the different sides together on a periodic basis and fill the communication or capacity gaps that prevent upscaling from happening.

The SGP's closest and most reliable partner is the UNDP country office.¹⁶ This is evident not only in terms of institutional proximity or program linkages (the largest SGP grant expansion is being negotiated by UNDP with the Ministry of Energy and a private investor) but also in terms of future partnership. There is tentative interest in incorporating the SGP within a wider small grants framework that would be managed by UNDP's Environment Cluster. Under the proposed arrangement, the SGP would retain its identity and core functions yet pool expertise with the Small Investment Fund and other initiatives with support from UNDP's corporate partners. This would help sustain the SGP beyond 2010 without limiting its ability to engage other partners as well. The proposal is still at an early stage and will be developed further in the coming months.

¹⁶ A lack of communication and guidance by the CPMT was mentioned by different people on several occasions. A sense of partnership is clearly lacking in this case. To an extent, the UNDP country office has filled this gap by showing interest in SGP activities and concern for the program's future.

4 Conclusions and Recommendations

This section focuses on the general conclusions and recommendations that derive from the evaluation.

The SGP has demonstrated an overriding concern for quality in its grants portfolio that sets it apart from other programs.

Program dissemination and calls for proposals are done in a low-key manner that is largely based on informal networking, yet reaches a wide range of NGOs and communities across the country. The SGP team and NSC are selective in seeking proposals and screen applicants carefully through site visits and assessment processes that are often extended. At the same time, the SGP has been proactive in approaching NGOs or CBOs engaged in activities of interest and encouraging them to apply for grant support. The scale of proposals received and approved is considerably below that of other grant programs. This enables the SGP coordinator and NSC to guide applicants in developing their proposals further with marked improvements in design and feasibility. The preapproval mentoring offered by the program is an outstanding quality that sets it apart from other donors. This interaction is carried into the implementation phase, with frequent communication and advice from the SGP coordinator in spite of time and budget constraints.

By focusing limited resources on NGOs and CBOs with demonstrated commitment and vision, the SGP has secured a substantive niche in an otherwise competitive environment that offers various funding options. These practices, combined with other risk-management measures—such as disbursing grants by phases to ensure adequate preparation and progress—ensure quality control within a project portfolio that is geographically dispersed yet manageable.

The SGP's concern for quality and responsiveness has paid off in terms of overall project performance, which is generally satisfactory—and, in several cases, highly satisfactory—with a tendency toward increased post-grant continuity.

Many projects within the evaluation sample have high or very high relevance to global environmental objectives (over 50 percent of the sample) and national policy (40 percent), while most (58 percent) address the needs of poor or marginalized groups in their design. Project performance is generally satisfactory and very satisfactory in cases where local conservation activities have led to enforcement of government environmental regulations at the municipal and/or district levels (25 percent), revisions to national environmental policy (17 percent), and measurable economic benefits for local communities (over 30 percent). Although most projects in the sample are ongoing and their sustainability cannot be assessed, 50 percent have ensured post-grant continuity with other donors or are in the process of doing so; and 25 percent appear to be win-win projects that combine environmental and economic sustainability. This latter proportion would be higher if renewable energy projects outside the evaluation sample were considered.

The SGP's most valuable contribution is less tangible and difficult to quantify. The program raises the self-confidence of small NGOs and CBOs through practice and experiential learning in a way that strengthens their commitment and activism. With grant support and mentoring, recipients acquire experience and capacities that enable many to move on to larger projects and donors. In this respect, the SGP plays an incubatory role that improves the enabling environment for local conservation and sustainable development.

On the other hand, most projects lack the strategic or forward-planning activities that are often necessary to consolidate achievements and link these to longer term processes. This deficiency is exacerbated by weak organizational capacities in many rural communities. In addition, the frequent absence of baseline data or pre-implementation research prevents a reliable measurement of progress. This in turn inhibits the program's ability to document aggregate impact at the program level or systematize best practices, thus affecting its knowledge management potential and possibly fundraising opportunities as well. These limitations are not unique to the Turkey SGP and reflect the capacity, time, and resource limitations often faced by such programs. While there is clearly room for improvement, these flaws do not detract from the success stories encountered in the field.

The above conclusions indicate effective management performance. The evaluation found high levels of grantee satisfaction, reinforcing the SGP's image and prestige among NGOs, other programs, and the environmental community in general.

The SGP is a relatively small player compared to some of the better funded grants programs, yet it enjoys high levels of recognition and prestige within the environmental community. As Turkey's first SGP, it has indirectly contributed to the current popularity of small grants modalities, and several of programs visited had adapted SGP guidelines or formats in their design. Program managers within UNDP, the EC, the Ministry of Environment and Forestry, and other organizations were often generous in their praise of the SGP, highlighting the quality of its portfolio, its responsiveness to grassroots organizations, and overall cost effectiveness. As stated by one respondent, the SGP has created new development actors in the field, opening new spaces of action for other programs as well.

The SGP is managed in a cost-effective manner. Grantee cofinancing requirements are either met (for cash contributions) or exceeded (in-kind contributions), with the biodiversity portfolio showing the best performance in this regard. Although delivery rates were not calculated, grant disbursements and grantee cofinancing are on a rising trend. The ratio of administration to total budget (averaging 30 percent) is reasonable considering the higher unit costs of servicing small grants that are geographically dispersed. The knowledge and dedication of the SGP coordinator and program assistant are commendable and recognized by many respondents. At the project level, the average grant award of \$20,500 has been very cost effective considering the scale of local impact, grantee capacity development, and occasional policy effects, even though quantified estimations are unavailable.

The upscaling of successful SGP grants and donor collaboration levels are below expectations when compared with overall performance and potential.

Despite the program’s prestige and the quality of its portfolio, small grant expansions and donor cofinancing are low. Since 2000, 18 of 112 projects (16 percent) were implemented with external donor or NGO support leveraged by the SGP. Five of these involve SGP grants within the project sites of a GEF FSP (Biodiversity and Natural Resource Management), while 10 were undertaken in partnership with WWF and BirdLife International. The upscaling of SGP grants into larger size projects is also disappointing. Only 19 of the 132 projects (14 percent) approved during the pilot phase and OP2 and OP3 received post-grant funding.

Several factors contribute to this situation, including inadequate documentation, complex donor guidelines, limited grantee capacity to draft large proposals, and workload pressures that take attention away from partnership building and resource mobilization. Incompatible bidding and reporting requirements are a barrier to cofinancing with the EC, one of Turkey’s largest donors. In addition, approximately 40 percent of all SGP grant approvals were for workshops, publications, and planning activities that often did not envision further continuity.

The country GEF environment is not particularly conducive to upscaling small grants. There have not been any GEF medium-size projects in Turkey and only three full-size projects to date. Communication is lacking with the GEF focal points at the World Bank and Ministry of Environment and Forestry, who have very limited knowledge of SGP activities; it is not clear who should take the initiative in this regard. Despite the commendable guidance received in developing SGP proposals and implementing projects, grantees are essentially on their own in seeking other funds. This is unfortunate, as some of the visited projects are excellent candidates for wider GEF support. There are signs of improvement, however. Grantee cofinancing is rising, and half the projects in the evaluation sample have secured post-grant funding from other donors or expect to do so in the near future. One biogas grant is likely to expand significantly with private investment under a proposed UNDP–Ministry of Energy project.

Workload pressures and a tendency toward micromanagement limit the SGP’s ability to document aggregate impact and focus attention on the program’s strategic dimensions. This in turn restricts its knowledge management potential and could affect prospects for continuity after graduation in 2010.

Knowledge management is underfunded in relation to opportunities and demand. Activities focus on information sharing among grantees and dissemination through annual meetings and a semesterly bulletin. This is done well, and several grantees expressed their appreciation of program efforts. However, the strategic dimension of knowledge management is missing. To a large extent, the problem is systemic—budget restrictions and workload pressures encourage micromanagement practices, diverting attention from more strategic opportunities.

A more in-depth analysis of impacts and case studies is needed to fulfill the SGP’s knowledge management potential and convey program success in aggregate, convincing terms. Innovative approaches and best practices should be systematized and documented in a manner that is less anecdotal and better suited to external audiences such as policy-makers, donors, NGOs, and

universities. There is demand for the type of knowledge products that the SGP could offer. For example, the current debate on conservation legislation and protected area management has generated interest in participatory resource management and multistakeholder approaches that have been tested and can be replicated on a wider scale. An earlier SGP-funded publication on environmental programs and funding guidelines was considered useful by several respondents.

Planning and partnership grants should be used in a more consistent and creative manner to address constraints affecting project and program performance.

These deficiencies do not reflect poor performance by the SGP team or grantees, who simply do not have the time (or capacity) to attend to such needs. Similarly, activities such as baseline research, impact measurement/aggregation, and the design of knowledge products are not viable on a project-by-project basis and require some form of streamlining or scale economy.

Resources are limited. The program has no monitoring budget and knowledge management funds are fully committed, nor is there an item for ad hoc consultant support. However, a more consistent and creative use of planning and partnership grants is possible. These tools would allow the SGP to contract with an interdisciplinary team of consultants or a specialized NGO to conduct baseline research, measure progress, or document case studies among clusters of projects (grouped by region or thematic focus) at key stages of the grant cycle. Workshops could also be organized among project clusters to systematize learning experiences and generate input for knowledge products. Globally disseminated methods such as rapid rural appraisals and participatory rural appraisals are known in Turkey and can be useful for developing community baselines or implementing strategic planning modules. Aside from generating tangible outputs, these activities would offer capacity-building benefits to grantees as well.

The SGP coordinator has been reluctant to use planning and partnership grants because of past problems with contractors and a perceived lack of qualified expertise. However, there is no other practical option available. While capable consultants may be few or in high demand, other grant programs managed by UNDP and the EC are able to contract for adequate support for such activities, and it may be necessary to plan with more lead time.

Planning and partnership grants can also be used to facilitate more systematic collaboration among grantees through mentoring and exchanges. This would be a useful complement to the technical support described above. For example, grantees with demonstrated experience in community organization, resource conservation planning, or documentation (Society for Conservation and Documentation of Nature) could be contracted to partner with projects that are weak in these areas.

Most importantly, the Turkey SGP needs to develop its own exit strategy for the program's continuity and growth beyond 2010 graduation.

SGP efforts are entirely devoted to program operations and to sustaining the overall level of quality and responsiveness described in this report. There is thus little time or space for the reflection and strategic thinking needed to plan for the future. A longer term political vision is lacking for the SGP insertion within a wider context of environmental policies, programs, and

civic participation. This could affect its ability to mobilize new partnerships or resources beyond 2010.

Various challenges, opportunities, and options need to be considered soon. The SGP has developed a network of grantees and cumulative experience that, combined with its current prestige, would enable it to raise funds for and cover a portion of its core costs while providing services to donors, environmental agencies, and private corporations with environmental impact assessment or community development responsibilities. Potential areas of expertise might include small grants management, proposal development, contracting field implementation, monitoring and evaluation, and NGO/CBO networking, among others.

For this to happen, the Turkey SGP needs to reflect on likely scenarios and options; their comparative advantages and disadvantages; products and services that could be offered; and other issues that may require attention such as documenting achievements and best practices, strengthening specific skills, developing a marketing strategy to build new partnerships, and revising its legal status. Should the Turkey SGP become an independent Turkish NGO and contract services to international donors or national foundations such as TEMA (the Turkish Foundation for Combating Soil Erosion, for Reforestation and the Protection of Natural Habitats)? Should it converge with other UNDP small grants programs under the Environment Cluster? Can it do both, and still receive additional Resource Allocation Framework funding? These and other questions need to be considered in a coherent and (if possible) systematic manner to develop the roadmap that can guide the SGP transition. Otherwise, the program may repeat the boom-to-bust cycle of so many initiatives that do not plan ahead and conduct business as usual until the money runs out (which is another option).

The present juncture should be seen as an opportunity rather than a threat or burden. Neither the CPMT nor UNDP can be expected to undertake this responsibility on behalf of the SGP, and any initiative will ultimately depend on the coordinator and program assistant, with the NSC playing a supportive role. However, the evaluation team believes that the GEF can (and should) provide better guidance to assist this transition; particularly since other country SGPs are likely to face similar issues as they approach graduation. This process also needs to be supported by the type of strategic and corporate planning expertise that is presently lacking. Topics such as product and service development, marketing strategy, partnership building, and corporate sponsorship may benefit from a private sector perspective. The manager of UNDP's Environment Cluster has recommended a very competent consultant who helped design the Small Investment Fund strategy that drew support from the Baku-Tiblisi-Ceyhan Pipeline Company. NSC members may have useful suggestions as well. Once again, a planning or partnership grant will provide the best—and probably the only—means of conducting this analysis and developing the SGP's future strategy.

Annex A: Overview of Impacts

PROJECT TITLE & GRANT SIZE	Environmental Impacts	Policy Impacts	Socioeconomic Impacts	Other Impacts	Sustainability Potential
Sustainable Fishing of Pearl Mullet (Tur-05-07) \$49,960	(++) ↓ Illegal spawn fishing ↑ Fish size ↑ Professional fishing methods	(+) ↑ Enforcement by gendarme	(+/?) • Economic benefit of conservation/eco-tourism unclear yet. • Fish processing facilities being created	(+) ↑ Public awareness of Pearl Mullet. ↑ NGO created	(?) • Driven by project Coordinator • Strategic planning gap
Balik Lake Publication (Tur-02-23) \$2,250	(+) ↓ Hunting of velvet scoter ↑ Protection of municipal water source	(+) ↑ Enforcement by gendarme	N/A	(-) • Low quality publication • “Missed opportunity” for increased visibility	(?) • No monitoring or follow-up to enforcement
Ecological Agro-Tourism/ “TaTuTa” (Tur-03-13) \$47,390	(+) ↑ Organic farming practices and marketing	(+) • Supports Bugday advocacy and policy support	(+) • Additional income generation for rural participants via eco-tourism • First open organic bazaar	(+) • SGP seed money helped support Bugday capacity • First organic farmers network	(+/?) • ↑ Demand but no ability to process • Erratic organizational fund raising • ↑ Transfer to eco-tourism youth tour group.
Organization for Urban Env. (Tur-95-01) \$5,000	(+) • Solid waste recycling in Municipality	(-) • None	N/A	(+) • Training of Trainers Method replicated • Increased capacity of NGO	(+) • Recycling continues • NGO continues Training of Trainers

Sustainable Salt Extraction in Tuzla/Palas Lake (Tur-04-02) \$32,000	(+/?) • Lake Management Plan will protect nesting sites • Regulated sustainable salt extraction	(++) • RAMSAR candidate	(?) • Trade-off between conservation & irrigated farming • Salt extraction arrangements unclear		(++) • Link w/ GEF FSP and RAMSAR
Wildlife Protection w/ Kangal Dogs (Tur-03-11) \$35,000	(+) • Protects wolves and other predators • Protects kangal genetic strain	(-) • None	(+) • Kangal dogs guard local shepherds’ income source		(?/-) • Very difficult operating environment • Funding problems
Publication of Turkey’s Key Biodiversity Areas (Tur/OP3/02) \$10,000	(+) • Basis for designation of new PA and conservation projects	(++) • EU accession /Natura 2000 • New methodology and conservation agenda	N/A	(++) • Innovative landmark publication • Broad collaboration (150 experts, 100 photographers)	(++) • Strong policy link • Replicated internationally.
Ecotourism in Kure Mountains Natl. Park (Tur-03-08) \$45,250	(+) ↓ Tree cutting in PA buffer zone	(?) • Potential pilot contribution to participatory PA management if New Conservation Law is approved.	(+) ↑ Income from eco-tourism in Zumrut village	(+) ↑ environmental research around Zumrut village w/ added income benefits	(+/?) • ↑ tourist demand w/ ↑ replicability • Link w/GEF-FSP and EC • ↑ village tensions • Potential stress on water/waste disposal
Diversification of Woodcrafts at Harmangeris - Kure Mts National Park (Tur-03-09) \$24,225	(?) • Attempting to discourage use of protected <i>simsir</i> boxwood for local crafts by promoting softwoods	N/A	(+) ↑ income for small group of participants from trial sale of crafts		(?/-) • ↓ market demand unless new softwood crafts introduced • Aging artisan population • Boxwood is a superior material

<p>Sustainable Livelihoods in Kure Mtn. National Park - Ulus region (Tur-03-10) \$30,350</p>	<p>(+/?)</p> <ul style="list-style-type: none"> Potential for sustainable recollection of medicinal plants and fruits in PA buffer zone 	<p>(?)</p> <ul style="list-style-type: none"> Potential pilot contribution to participatory PA management if Conservation Law is approved. 	<p>(?)</p> <ul style="list-style-type: none"> Potential for marketing medicinal plants and local products with “green labeling” To be followed by a production & marketing project 	<p>(+)</p> <ul style="list-style-type: none"> Strong emphasis on organizational capacity development Link with progressive local <i>imam</i> (religious leader) 	<p>(+/?)</p> <ul style="list-style-type: none"> ↑ tourism Kure Mnts. Market demand for homeopathic plants Strong local leadership Link with EC/JICA Process relies on key yet elder person
<p>Inventory of Endemic Plant Species in SE Anatolia (Tur-98-06) \$21,328</p>	<p>(-/?)</p> <ul style="list-style-type: none"> No indication of environmental impact. Indirect contribution to KBA studies and academic research. 	<p>(-/?)</p> <ul style="list-style-type: none"> No policy impact sought (missed opportunity?) 	<p>N/A</p>	<p>(+)</p> <ul style="list-style-type: none"> First inventory of endemic plant species and ethno botanic use in SE Anatolia Contributed to applied research 	<p>N/A</p>

Notes: Grant amounts are GEF-SGP awards and do not include grantee cofinancing (cash or in-kind). Tur-05-15 Social Impact Assessment of SGP Biodiversity Projects is not included because it was an evaluation exercise without intended impacts.

Annex B: Grants Portfolio and Budget Data

Total projects: 137

Total amount: \$2.68 Million

Number of Grants made by SGP Turkey, 1993- 2007

	Total (Full and Planning)	Full Grants	Planning Grants	Current Full Grants	Current Planning Grants	Closed Full Grants	Closed Planning Grants
BD	96	82	14	8	0	69	14
CC	14	13	1	7	0	6	1
IW	6	6	0	0	0	6	0
LD	7	7	0	5	0	2	0
MFA	14	14	0	1	0	12	0
Total	137	122	15	21	0	110	15

Amounts of Grants made by SGP Turkey, 1993- 2007 (In US Dollars)

	Total (Full and Planning)	Full Grants	Planning Grants	Current Full Grants	Current Planning Grants	Closed Full Grants	Closed Planning Grants
BD	1,650,880	1,628,825	22,055	223,455	0	1,338,388	22,055
CC	372,500	370,550	1,950	206,700	0	163,850	1,950
IW	9,3250	93,250	0		0	93,250	
LD	173,900	173,900	0	155650	0	18,250	
MFA	394,931	394,931	0	14355	0	347,140	
Total	2,685,461	2,661,456	24,005	600,160	0	1,960,878	24,005

Cofinancing ratios (Average Cash Cofinancing ratios) for Grants disbursed by SGP Turkey, 1993- 2007 (Dollars raised per dollar disbursed in grants)

	No. receiving Cofinancing	Full Grants – cofinancing ratio	Current Full Grants	Closed Full Grants
BD	45	1: 8.7	1: 2.3 (for 4)	1: 9.1 (for 39)
CC	6	1: 3.9	1.6.9 (for 2)	1: 2.4 (for 4)
IW	1	1:1.6	None	1: 1.6 (for 1)
LD	3	1:1.9	1: 2.1 (for 2)	1: 1.4 (for 1)
MFA	4	1: 17	None	1: 17 (for 4)
Overall	59	1:8.32	1: 3.43 (for 8)	1: 8.9 (49 grants)

59 Full grants were cofinanced with cash. (3 Planning grants also got some Cofinancing but these are very small amounts – less than \$200). Total amount of cash Cofinancing: 2,764,348. The cash amount of grants that these cofinanced was \$1,435,148, i.e. cash Cofinancing amounts were almost double of the

grants disbursed. Portfolio wide the numbers were 1:0.96, i.e. every dollar disbursed in grants raised 96 cents in cash as Cofinancing.

Table 4: Cofinancing by Operational Phase, SGP Turkey, 1993-2007 (US Dollars)

Operational phase	Total amount of cash Cofinancing	Total in-kind Cofinancing	Total grants amount disbursed	Total no. of full and planning grants
Pilot phase	1,164,825	304,052	400,000	20
OP1	58,530	193,825	267,178	10
OP2	1,370,868	519,138	1,539,458	85
OP3	170,125	234,777	478,825	22

If you account for all kinds of Cofinancing - cash and kind, then the portfolio level total Cofinancing is 1:1.5 i.e. every dollar disbursed leverage 1.5 dollars in Cofinancing.

SGP TURKEY BUDGET BREAKDOWN 2004 - 2006

	Travel	Salaries	Payrol Costs	Other operational expenditures	Cost recovery / F&A	Total Admin Budget	Admin w/out F&A
2004	4,686.65	83,580.98	1,030.12	8,442.61	2,920.74	100,661.10	97,740.36
2005	5,965.52	97,993.14	16,482.82	15,045.27		135,486.75	135,486.75
2006	5,911.74	102,123.77	23,664.00	13,625.80	29,350.13	174,675.44	145,325.31

	Allocated Grants	Grants Disbursement	Co-financing	Admin vs. Total Budget % (Grant Allocation)	Admin vs. Total Budget % w/out F&A (Grant Allocation)	Admin vs. Total Budget % (Grants Disbursement)	Admin vs. Total Budget % w/out F&A (
2004	281,305.00	306,840.00	369,533.00	26.35	25.79	24.70	24.16
2005	319,429.00	276,095.00	342,523.00	29.78	29.78	32.92	32.92
2006	300,000.00	376,950.00	624,579.00	36.80	32.63	31.67	27.83

Source: GEF-SGP Turkey