United Nations Development Programme
Country: Turkey
Project Document

Project Title: PIMS 3697: Strengthening Protected Area Network of Turkey: Catalyzing Sustainability of Marine and Coastal Protected Areas

UNDAF Outcome(s)/Indicator(s): Outcome 1: By 2010, strengthen individual and institutional capacity for both democratic and environmental governance at local and central levels. Outcome 1.3. Strengthen management and protection of ecosystems for sustainable development /Indicator(s): capacity of National Sustainable Development Committee functions to prepare the policy papers; strategy papers developed (forestry, fisheries and others).

Expected CP Outcome(s): 1.4 Supporting efforts to protect natural ecosystems and landscapes, in particular, programmes targeted at forests, specially protected areas and other regions with rich bio- and agro -diversity.

Expected Outcome(s)/Indicator (s): Outcome 1: Responsible institutions have the capacities and internal structure needed for prioritizing the establishment of new MCPAs and for more effectively managing existing MCPAs; OUTCOME 2: Tools for landscape-level steppe conservation planning and management are developed and implemented by key stakeholders; OUTCOME3: Improved conservation effectiveness through enhanced systemic, institutional and individual capacities.

Expected Output(s): Output 1.1 – Enhanced management capacities for existing marine protected areas; Output 1.2 – Sensitive marine areas of SEPAs and Nature Park identified and demarcated; Output 1.3 – Coverage of marine areas expanded within national protected area system and management capacities established for these new sites; Output 1.4 - Gaps analysis assessing marine biodiversity coverage under baseline system of marine protected areas; Output 1.5: An approved national 10-year plan strategy and action plan for MPA expansion and strengthening; Output 2.1 - Increased EPASA capacities for sustainable financial management; Output 2.2 – System financing plan and revised site-level business plans prepared, adopted and implemented; Output 2.3 – Appropriate revenue generating mechanisms in place and implemented; Output 2.4 – Appropriate cost offsetting mechanisms in place and implemented; Output 2.5 – Agreed institutional responsibilities for MCPA expenditure and revenue generation; Output 2.6 – Integration of economic principles into EPASA planning practices for cost-effective management; Output 2.7 -- Increased public awareness and support for MPAs and MCPAs; Output 2.8 -- Sustainable financing strategies for implementation of 10-year MPA expansion plan; Output 3.1 – National-level marine protected areas co-ordination mechanism; Output 3.2: Management Board(s) established at five SEPAs; Output 3.3: No fishing areas established within two SEPAs; Output 3.4: Demonstrated regulatory and co-ordination mechanisms for controlling ship-based threats to SEPAs; Output 3.5: Marine conservation goals fully integrated into terrestrial planning process at Gokova SEPA.

Executing Agency: Ministry of Environment and Forestry

Implementing Agencies: United Nations Development Programme

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•GEF	US$	2,200,000
•UNDP	US$	20,000
•Government	US$	2,000,000
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•Government	US$	2,000,000

Agreed by Government (MFA): H. Avni AKSOY, Head of Department, Multilateral Economic Affairs — Ankara, 29.05.2009

Agreed by Executing Entity: (MoEF): Prof.Dr.Hasan Z.SARIKAYA, Müsteşar — Ankara, 29.05.2009

Agreed by UNDP: Ulrika Richardson-Golinski, Deputy Resident Representative — Ankara, 29/05/2009

T.C.
Çevre ve Orman
Bakanlığı

GEF

UNDP Project Document

Government of Turkey
United Nations Development Programme
Executing Agency: Environmental Protection Agency for Special Areas (EPASA),
Ministry of Environment and Forestry (MoEF), Government of Turkey
Additional partners: Department of Fisheries, Ministry of Agriculture and Rural Affairs (MARA)

PIMS 3697
Atlas award 00051431; project ID00064042

3697 Strengthening Protected Area Network of Turkey: Catalyzing Sustainability of Marine and Coastal Protected Areas

Brief description – Within the marine areas bordering Turkey's lengthy coastline is found an abundant, highly diverse and globally significant biodiversity endowment. Overall, some 3,000 plant and animal species have been identified in Turkey's territorial sea.[1] Among these are about 20 species of marine mammals, including: two endangered species of sea turtle, the loggerhead (*Caretta caretta*) and the green (*Chelonia mydas*), and; the Mediterranean monk seal (*Monachus monachus*), one of Europe's most endangered species, of which fewer than 100 individuals still survive along Turkish coasts. Some 472 species of marine fish have been identified in Turkish waters, of which 50% are believed to be in danger of local extirpation. Economically important fish species include anchovy, horse mackerel, bonito, sardine, bluefish, mullet and turbot. Avian fauna dependent on Turkey's marine environment include Audouin's gull (*Larus audouinii*), as well as the migratory summer visitor Eleonora's falcon (*Falco eleonorae*).[1]The major threats facing Turkey's marine areas are habitat degradation associated with changes in ungulate populations and distributions and associated hunting pressures. Protected areas have a potentially significant, yet largely unrealized, role to play in eliminating these threats to marine area biodiversity in Turkey. Currently, about 2.8% of Turkey's territorial waters is protected. The proposed long-term solution for marine biodiversity conservation in Turkey's territorial sea is a reconfigured MCPA network designed to protect biodiversity while optimizing its ecological service functions – under effective and sustainable adaptive management. This long-term solution is seen to rest on three main pillars. First, the solution depends on adequate capacities on the part of key management agencies to identify, and focus suitable management efforts on, highly sensitive and/or biologically significant areas within the existing MCPA structure, while also being able to target gaps in representation that can be filled through MCPA expansion. Second, it requires a system of sustainable financing involving the integration of sustainable financing mechanisms and the application of economics into the planning and management of MCPAs. Third, the solution needs to be based on effective mechanisms for inter-sectoral co-operation that bring to bear the relevant strengths of various management agencies and branches of Government and civil society to solve marine biodiversity conservation challenges. The key barriers to the long-term solution act by preventing the emergence and operation of the above three pillars. These barriers are: (i) Limited capacities and skills for gaps analysis and 'sensitive areas' identification and management; (ii) Deficiencies related to long term sustainable finance are hampering management capacity and the expansion of MCPAs, and; (iii) Competing and/or overlapping jurisdictions and responsibilities for conservation and use of the SEPAs are combined with inadequate mechanisms for inter-sectoral co-ordination and bureaucratic conflict. Working together with its partners, the project will achieve the following three outcomes to remove the barriers and make progress towards the long-term solution: Outcome 1: Responsible institutions have the capacities and internal structure needed for prioritizing the establishment of new MCPAs and for more effectively managing existing MCPAs Outcome 2: MCPA financial planning and management systems are facilitating effective business planning, adequate levels of revenue generation and cost-effective management Outcome 3: Inter-agency coordination mechanisms in place to regulate and manage economic activities within multiple use areas of the MCPAs

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Acronyms

BNRMP	Biodiversity and Natural Resource Management Project
CO	Country Office
EPASA	Environment Protection Agency for Special Areas
GDNCNP	General Directorate for Nature Conservation and National Parks
GEF	Global Environment Facility
MARA	Ministry of Agriculture and Rural Affairs
MCPA	Marine and coastal protected area
METT	Management Effectiveness Tracking Tool
MoCT	Ministry of Culture and Tourism
MoEF	Ministry of Environment and Forestry
METT	Management effectiveness training tool
MPA	Marine protected area
NBSAP	National Biodiversity Strategy and Action Plan
NGO	Non-governmental organization
NPAS	National protected area system
OECD	Organization for Economic Co-operation and Development
PA	Protected area
SEPA	Special Environmental Protected Area
SPA	Special Protected Area
UNDP	United Nations Development Programme
WWF	Worldwide Fund for Nature

SECTION I: Elaboration of the Narrative

PART I: Situation Analysis

1.1. Context and global significance

Environmental context

1. Turkey's location straddling three biogeographic regions, i.e., the Euro Siberian, Irano-Turanian and Mediterranean, is a key factor underlying its biodiversity importance. The country also supports three Global 200 Ecoregions – two terrestrial (Caucasus and Mediterranean) and one marine (Mediterranean) – which are considered by the Worldwide Fund for Nature (WWF) as among the most valuable and diverse ecoregions on earth. Thanks to this highly strategic biogeographic position, Turkey hosts an abundance of biodiversity, including 9,000 plant species (of which nearly 3,000 are endemic), 400 species of birds, 400 fish species, 160 mammals, 345 butterflies and 120 reptiles.[1] Its plant species represent 75% of the total plant species found on the European continent and include large numbers of medicinal and aromatic plants.[2]

2. Marine biodiversity represents an important, though generally underappreciated, element of Turkey's biological wealth. The country's land area consists almost entirely of two Peninsulas – the Anatolian Peninsula and the Thrace Peninsula. As such, it has a relatively long coastline (8,333 kilometres, excluding islands) bordering four different seas – the Mediterranean, Aegean, Marmara and Black Seas. **Table 1** below shows the lengths of Turkey's coastlines along each of these seas. Typical habitats found within the marine waters along this coast include extensive meadows of the endemic seagrass known as Neptune Grass (*Posidonia oceanica*) that grow in many areas along the Aegean and Mediterranean coasts. There are also 30-35,000 caves along Turkey's coasts, made up of carbonate rocks that are widespread throughout the country.[3]

Table 1: The length of Turkish coasts by regions

Region	Length of coastline (km)	Percentage (%)
Black Sea	1,701	20.5
Marmara	1,441	17
Aegean	3,484	42
Mediterranean	1,707	20.5
TOTAL	**8,333**	**100**

Source: Doğan, E.-S. Burak, M. A. Akkaya (2005), "Türkiye Kıyıları" (Turkish Coasts), Beta Istanbul

3. Within the marine areas bordering Turkey's lengthy coastline is found an abundant, highly diverse and globally significant biodiversity endowment. Overall, some 3,000 plant and animal species have been identified in Turkey's marine waters.[4] Among these are about 20 species of marine mammals, including: two endangered species of sea turtle, the loggerhead (*Caretta caretta*) and the green (*Chelonia mydas*), and; the Mediterranean monk seal (*Monachus monachus*), one of Europe's most endangered

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[1] Ministry of Environment, Republic of Turkey. 2002. "National Report on Sustainable Development, 2002."

[2] Ibid.

[3] Ministry of Environment, 2002. These underwater caves support important and distinct marine communities and threatened species, including Mediterranean monk seals. Only 1,100 or so of the caves have been studied and mapped.

[4] Ministry of Environment, Republic of Turkey. February 2001. "National Strategy and Action Plan for Biodiversity in Turkey." Draft.
As this figure is based on limited surveying, total species numbers are likely to be substantially higher.

species, of which fewer than 100 individuals still survive along Turkish coasts. Some 472 species of marine fish have been identified in Turkish territorial waters, of which 50% are believed to be in danger of local extirpation.[5] Economically important fish species include anchovy, horse mackerel, bonito, sardine, bluefish, mullet and turbot.[6] Avian fauna dependent on Turkey's marine environment include Audouin's gull (*Larus audouinii*), as well as the migratory summer visitor Eleonora's falcon (*Falco eleonorae*).[7]

4. The coastal dunes and beaches along Turkey's Mediterranean seashore include important breeding grounds of two globally endangered marine turtle species: the loggerhead (*Caretta caretta*) and the green (*Chelonia mydas*). A 1989 monitoring study identified 17 beaches along the southern Aegean and the Mediterranean coast as important nesting grounds for these species.[8] Turkey's Eastern Mediterranean coast is the most important breeding area for the critically endangered Mediterranean population of the green turtle. Beaches along Turkey's southern Aegean and western Mediterranean coast are, together with several beaches in Greece, among the most important breeding habitats of the loggerhead turtle.[9] In addition to their important role in turtle conservation, many dunes also harbor endemic plants.[10]

5. While the Mediterranean coast of Turkey has more extensive biological diversity, the Black Sea has historically supported a substantially more productive fishery. The Black Sea has a lower salinity level, and the number of species living in it is only 20% of the number that live in the Mediterranean. Still the Black Sea provides 70% of Turkey's fish production. The difference in diversity is due partly to the fact that the continental shelf of the Black Sea is very narrow, which limits the abundance and species variability of benthos.[11] The Aegean Sea and its islands contain abundant microhabitats – including those dominated by *Posidonia oceanica*[12] and *Cystoseira* species – which play an important role in the sustainability of the ecosystem. Many migratory species use islands during their journeys. For example, Audouin's gull (*Larus audouinii*), a globally threatened bird species, lives and breeds on Aegean Islands.[13] The Mediterranean monk seal (*Monachus monachus*) is one of the most highly threatened mammal species in the world. According to recent estimates, there are about 300 monk seals in the Mediterranean,[14] almost all occurring in the eastern part.

Protected area system: Current status and coverage

6. Protected areas have a potentially critical role to play in reducing the above threats to marine biodiversity in Turkey. Overall, Turkey has made significant progress in protecting biodiversity-rich areas. Since 1990, Turkey's National Protected Area System (NPAS) has almost doubled to reach 4.4 million ha., or some 5.3% of national territory. However this share remains low by OECD standards (compared with 16.6% on average in member countries) and far from the 10% domestic target set for 2010 by the Convention on Biological Diversity. About 1.2% of Turkey's terrestrial areas are strictly

[5] Ozhan, Erdal. 2005. *Coastal Area Management in Turkey*. Split: Priority Actions Programme Regional Activity Centre.
[6] Department of Fisheries Annual Report 2008.
[7] Savas, Yalcin and Cem Orkun Kirac. 2002. "Endgame: The Fight for Marine Protected Areas in Turkey." See http://www.monachus-guardian.org/mguard09/09covsto.htm
[8] Baran, I. and M. KaSEPArek. 1989. "Marine turtles of Turkey: Status survey 1988 and recommendations for conservation and management." WWF, Max Kasparek Verlag, Heidelberg.
[9] Ozhan, 2005.
[10] Ministry of Environment, 2002; EPASA. 1998. Patara SEPA Management Plan. Examples of endemic dune species include *Cakile maritime*, *Pancratium maritimum* and *Euphorbia paralias*.
[11] Ozhan, 2005.
[12] Posidonia is one of four families of seagrasses. Posidonia beds, or meadows, are highly diverse and productive ecosystems. See L. Watson and M.J. Dallwitz. "The Families of Flowering Plants," at http://delta-intkey.com/angio/www/Posidoni.htm
[13] Ministry of Environment, 2002
[14] There are also colonies in Madeiras, Azores and Mauritania. The global population is around 550.

protected according to IUCN protected area management categories I and II. Protected areas are managed under different laws, regulations or international conventions, and by different administrative institutions.[15] **Table 2** below presents an overview of the national network of protected areas.

Table 2: Turkey's NPAS

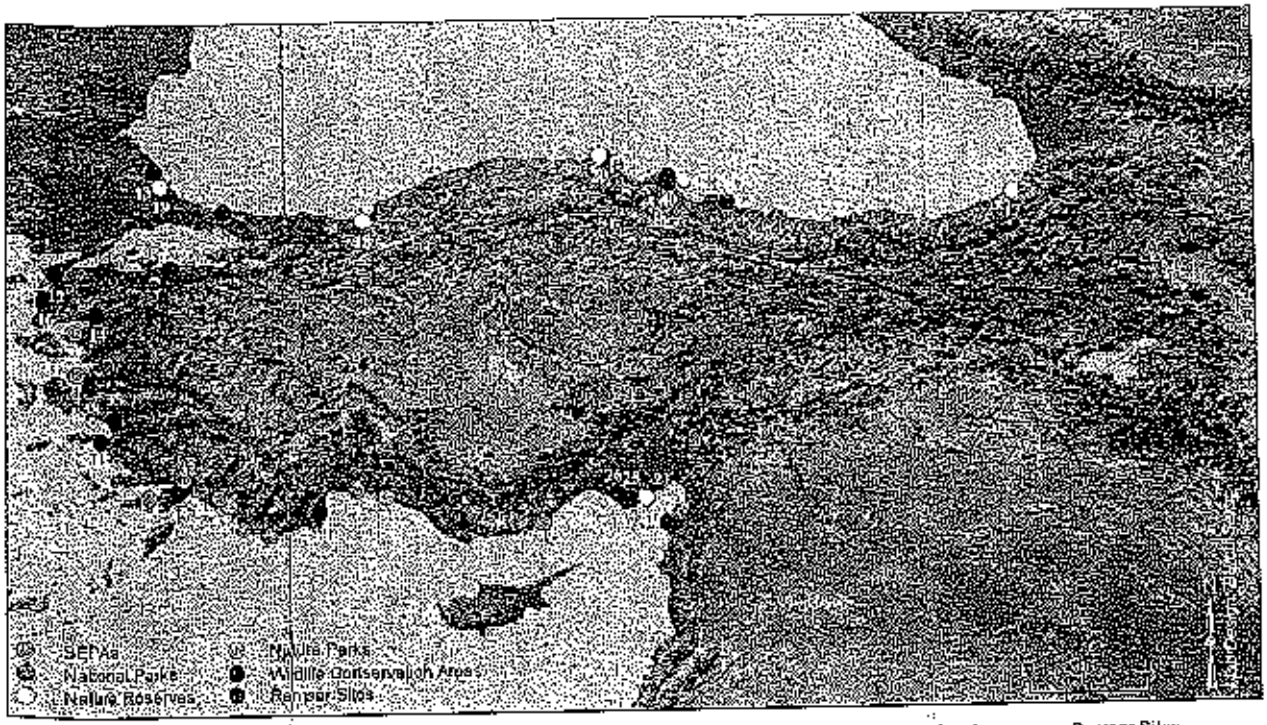
Type of protected area	Number	Coverage (ha)	Responsible organization	Legislation
Biosphere Reserve Area	1	25,258	MOEF	--
Gene Conservation Forests	194	28,315	GDF	Forest Law 6831
Nature Monuments	105	5,541	GDNCNP	N. Parks Law 2873
National Parks	40	897,657	GDNCNP	N. Parks Law 2873
Nature Parks	30	79,047	GDNCNP	N. Parks Law 2873
Nature Reserves	31	46,575	GDNCNP	N. Parks Law 2873
Natural Sites (SITs)	1145	Not available	MOCT	Law for Protection of Cultural and Natural Assets 2863
Protective Forests	56	403,344	GDF	Forest Law 6831
Ramsar Sites	12	179,482	GDNCNP	National Regulation for Protection of Wetlands
Seed Stands	337	45,858	GDF	Forest Law 6831
Special Environmental Protection Area	14	1,211,254	EPASA	Decree 383
Wildlife Development Areas	80	1,201,285	GDNCNP	Terrestrial Hunting Law 4915
World Heritage Sites	9	Not available	MOCT	--
TOTAL	**2,054**	**4,123,616**		

Source: , Documentary of MoEF, GDNCNP, GDF, EPASA

7. As seen in **Map 1** below, Turkey's national protected area system includes a number of marine and coastal protected areas (MCPAs). In most cases, these combine terrestrial and marine coverage within a single PA. The first extension of the protected area system into Turkey's marine territorial waters took place in 1973, with the declaration of Dilek Peninsula National Park, which included a marine zone extending 1 km offshore.[16] Beginning in 1988, a number of so-called Special Protected Areas, or SPAs (later renamed Special Environmental Protected Areas, or SEPAs) were established along the Mediterranean and Aegean Coasts. Like Dilek Peninsula National Park, most SEPAs combine terrestrial and marine coverage.[17] However, perhaps given that the sites were established partly in response to the Barcelona Convention, SEPAs from the outset gave more emphasis to the marine side.

[15] Ibid.
[16] Savas, Yalcin and Cem Orkun Kirac, "Endgame: The Fight for Marine Protected Areas in Turkey." See www.monachus-guardian.org/mguard09/09covsto.htm
[17] Some recently approved SEPAs are located inland. No SEPAs are purely marine.

Map 1: Turkey's Marine and Coastal Protected Areas



SEPAs
1.Beluk
2.Datça-Sozburun
3.Fethiye-Göcek
4.Foça
5.Göksova
6.Göksu Delta
7.Kaş-Kekova
8.Köyceğiz-Dalyan
9.Patara

National Parks
10.Beydağları
11.Olüdeniz Peninsula-
B.Mandores Delta
12.Gelibolu Peninsula
13.İğneada Longoz Forest
14.Kazdağı
15.Marmaris
16.Troya
21.Yumurtalık Lagünü

Nature Reserves
17.Çamburnu
18.Demirciörü
19.Kasaba Gulf
20.Sarıkum
42.Hacıosman Ormanı

Nature Parks
22.Ayvalık Islands
23.İncekum
24.Ölüdeniz-Kidrak
43.Hamsilos

Wildlife Conservation Areas
25.Akyatan
26 Tuzla
27.Karacabey Karadağı Ovakorusu
28.Arsuz
29.Çataloz Çilingoz
30.Sarıyer Fenaryolu
31.Kanaada
32 Köyceğiz
33.Bafra Kızılırmak Delta
34.Terme Gölardı Simentlik Leke
35.Selçuk Gebekirse
36.Bozburun

Ramsar Sites
37.Akyatan Lagoon
38.Gediz Delta
39.Göksu Delta
40.Kızılırmak Delta
41.Yumurtalık Lagoons

Table 3 below presents summary data regarding those MCPAs that include marine coverage.[18] The table shows the types of protected area designations, the number and estimated total area of sites within each type and identifies the agency responsible for management of each type. As shown in the table, an estimated 240.216 hectares of marine area is presently under legal protection within 30 MCPAs.[19] This is equivalent to approximately 2.8% of Turkey's marine territorial waters.[20] Thus, marine areas are under-represented in Turkey's PA system compared with terrestrial areas (see above) at a ratio of approximately 1:2 (2.8% vs. 5.3%). The six types of MCPAs are discussed below.

[18] Henceforth, for the purposes of this document, the term 'MCPA' includes all protected areas having marine coverage. As a result, PAs covering only marine areas (of which there are very few at present in Turkey) are included within the definition, while PAs having coastal but no marine coverage are excluded. This matches the project's concern with conservation of marine, as opposed to coastal terrestrial, biodiversity. Terrestrial areas of MCPAs are therefore of concern to the project only as sources of influence/impact (see, e.g., Output 3.5).

[19] This total excludes 'Restricted fishing areas,' about which limited information is available.

[20] Calculation by author based on figure marine territorial waters estimate by World Resources Institute, see http://earthtrends.wri.org/text/coastal-marine/country-profile-184.html

Table 3: Baseline marine coverage by MCPAs, according to PA type

Marine protected area type	Responsible agency	# of protected areas having a marine component	Total area (ha)	Total marine area coverage (ha)	Marine area coverage, as % of MPA 'system'
Special Environmental Protected Area	Environment Protection Agency for Special Areas (EPASA)	8	404,249	176,534	73.4%
Ramsar sites	General Directorate for Nature Conservation and National Parks (GDNCNP)	5	86,153	27,422	11.4%
Nature Parks	GDNCNP	4	18.995	14,200	5.9%
National Parks	GDNCNP	8	182.685	21.500	8.9%
Nature Reserves	GDNCNP	5	1.810	560	0.2%
Restricted Fishing Areas	Department of Fisheries	40	Unknown	Unknown	Unknown
SIT's	Ministry of Culture and Tourism	Unknown	Unknown	Unknown	Unknown
Total			691.892	240.216	100%

8. Special Environmental Protected Areas (SEPAs): SEPAs are amalgams of biologically sensitive areas with surrounding populated landscapes and human settlements. In terms of the categories of protected areas recognized by the World Conservation Union (IUCN), SEPAs probably fall within Category V, Managed Resource Protected Area Protected Landscape/Seascape. These are defined as "areas of land, with coast and sea as appropriate, where the interaction of people and nature over time has produced an area of distinct character with significant aesthetic, ecological and/or cultural value, and often with high biological diversity."[21] SEPAs are protected under a regulation relating to the Mediterranean Action Plan (adopted in 1988) and focus on sea and coastal regions. Turkey began the domestic legal process of establishing SEPAs in 1988 with Decrees from its Cabinet of Ministers establishing SEPAs at Fethiye-Göcek, Köyceğiz-Dalyan and Gökova.[22] In 1990, nine additional SEPAs were created, six of which were located in coastal regions. Altogether, eight of the 14 SEPAs established to date, covering 404,249 ha, include marine coverage. The total marine coverage by these sites is 176,534 ha, representing 73.5% of total coverage by all MCPA types. These areas are all located within the coastal areas of the Aegean and Mediterranean Seas, i.e., none are found within the Marmara or Black Seas. SEPAs are managed by the Environment Protection Agency for Special Areas (EPASA).

9. National Parks, Nature Parks and Ramsar sites: These three categories of protected areas are under the responsibility of the General Directorate for Nature Conservation and National Parks, under the Ministry of Environment and Forestry. National Parks are natural areas of great scientific, scenic and cultural significance both nationally and internationally. Nature Parks have characteristic vegetation and fauna; recreational activities are allowed. Ramsar sites are wetlands recognized under the Ramsar

[21] See http://www.unep-wcmc.org/index.html?http://www.unep-wcmc.org/protected_areas/categories/index.html-main.
[22] Decree 88/13019 of 12 June 1988.

Convention. A total of thirty sites – eight national parks, four nature parks, five nature reserves and five Ramsar sites -- have marine coverage, with the total marine area covered approximately 63,682 ha., or 26.5% of total marine coverage by PAs.

10. Natural SITs: Local and regional committees created under the authority of the Ministry of Culture and Tourism (MCT) have promulgated an estimated 1,145 protected natural sites ('SITs'), along with a similarly large number of archaeological sites. There are three categories of SITs, namely 1st degree (which number 493), 2nd degree (210) and 3rd degree (228). An additional 310 SITs are 'mixed', i.e., combine more than one degree of protection. Due to the large number of SITs and the decentralized nature of the nomination process, it is extremely difficult to obtain information about them such as numbers, areas, locations, etc. For this reason, it is unknown at present exactly how many natural SITs have been established in marine areas or what is the area covered. As of 2001, it was estimated that 58 underwater SITs had been established, although most of these were for protection of archaeological values. Several of these 58 have been promulgated for protection of monk seal breeding sites from divers.[23] In addition, an unknown number and extent of coastal SITs have been established, some of which contain narrow marine extensions. However, it appears that no specific regulatory measures have been put in place concerning the marine portions of SITs, and their present significance to conservation of marine biodiversity appears to be negligible.

11. Fisheries Restricted Areas: To date, Turkey has established No Fishing Areas covering a mere 10 ha. of marine area. However, fishing is partially restricted or limited in an additional 40 specific locations covering an undetermined number of hectares.[24] The breakdown by marine area is as follows: Aegean – 9 locations; Mediterranean – 13; Marmara -- 13; Black Sea – 5. Quadrennial circulars are published in this regards

12. Although Turkey has been active in establishing a system of MCPAs to protect its marine biodiversity from the above mentioned threats, the size, shape and ecological representativeness of the MCPA network is inadequate. As a result the system is not necessarily achieving conservation goals. Most of the MCPAs in Turkey are multiple use areas, and have not been specifically designed in terms of management arrangements to protect biodiversity or optimise ecosystem benefits (such as size and shape of biodiversity sensitive zones, temporal management systems). Nor have the possibly adverse intra- and inter-specific effects of fish harvests been incorporated into the management equation. In addition, the MCPA network has not been designed to maximize all or most of the known ecological processes (spatial and temporal) known to occur in the area.

Institutional context:

13. Institutional responsibility for the establishment and management of MCPAs lies with four agencies: (i) the Authority for the Protection of Special Areas (EPASA), (ii) the Fisheries Department, Ministry of Agriculture and Rural Affairs, (iii) the General Directorate for Nature Conservation and National Parks (GDNCNP) and (iv) the Ministry for Culture and Tourism (MCT). As noted above, EPASA is responsible for managing over 73.5% of total MPA coverage under the baseline. This includes responsibility for managing nine Specially Environmental Protected Areas (SEPAs) that may be categorized as MCPAs.[25] These nine SPAs total over four million hectares and represent Turkey's primary form of MCPA.

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[23] See www.monachus-guardian.org/mguard09/09covsto.htm

[24] The coordinates of the areas are available, as are maps which are published in the Fisheries Circular. However, the area of each restricted location has not been calculated by the Fisheries Department.

[25] An additional five SPAs managed by EPASA are located in inland areas of Turkey.

14. EPASA is part of the Ministry of Environment and Forestry (MoEF) and is headquartered in the capital, Ankara. It is organized into two "main service units," as follows:

i. Research, Planning, Project and Application Department, which is responsible for planning at various scales, monitoring conformity with plans, preparing maps and "implement[ing] infrastructure projects and installations;"
ii. Environmental Protection, Research and Evaluation Department, which is responsible for: research and studies on natural resource protection, development and productivity; proposing protection measures related to hunting and fishing; determining pollution standards and reporting on polluting installations; supporting the organization of solid waste collection; following activities within areas "indicated and approved as sensitive zones," and; monitoring ships and their waste disposal.

15. In addition to its headquarters offices, EPASA operates three regional directorates, at Mugla, Antalya and Mersin. Overall, EPASA staff number well over 100 and have experience and responsibilities primarily related to engineering, infrastructure development and planning.

16. Given the mixed use nature of the SPAs, EPASA's institutional responsibilities with respect to biodiversity conservation are twofold. First, it needs to provide active management of 'sensitive zones' as if they were themselves strictly protected areas. To be done effectively, this would require many typical protected area management functions, i.e., zoning, management planning, patrolling, ecosystem rehabilitation, managing visitation, etc. Unfortunately, few EPASA staff have training or experience related to biodiversity conservation or managing for sustainable use.

17. Second, EPASA needs to maintain an active engagement within the 'buffer zones'[26] surrounding these sensitive zones, i.e., the remainder of each SPA, in order to ensure that pressures emanating from these areas do not overwhelm its conservation efforts within the sensitive zones. It should also try to ensure that these areas help to maintain ecological connectivity as well as supporting biodiversity within their own rights. This role, in turn, requires EPASA to lead a kind of specialized integrated coastal zone management process, in co-operation with other key stakeholders.

18. In addition to EPASA, GDNCNP and MCT have legal responsibility for management of various classes of protected areas nationally, including some that extend into coastal and marine areas. An important difference between SEPAs and other protected areas, such as those managed by GDNCNP, is that management authority within SEPAs is shared with many of the national and sub-national authorities that have responsibilities within the coastal zone. General Directorate of Nature Conservation and National Parks (GDNCNP) is responsible for the selection, designation, planning, conservation, and management of national parks, nature parks, natural monuments, and nature reserve areas under the provisions of the National Parks Law No. 2863. The GDNCNP manages each protected area under the rules of its "long term development plan" (management plan) through a network of Park Directorates. The Directorate is also responsible for the conservation of game and wildlife species within their natural habitats by making necessary decisions on hunting control throughout the country. Relevant National Government Ministries include Public Works and Settlements, Tourism, Agriculture and Rural Affairs, other branches of Environment and Forestry, Industry, Transportation, Finance and Domestic Affairs.[27] In addition, decisions of local Government bodies operating at provincial, district and municipal levels all have impacts on SEPAs. Other institutional stakeholders include Universities, national and local NGOs, local residents' associations and partners in international agreements/organizations.

19. Thus, decision-making regarding SEPAs involves a number of institutional actors. For example, EPASA's planning decisions related to SEPA zoning need to be implemented by relevant local government bodies. Similarly, EPASA recommendations concerning pollution control or fisheries regulation must be agreed to and enforced by the relevant bodies, i.e., departments of MoEF and the

[26] The term 'buffer zone' is used informally here.
[27] Ozhan, 2005.

Ministry of Agriculture and Rural Affairs (MARA). This makes EPASA's task – whether with respect to conservation or to ensuring sustainable use and environmental quality – particularly challenging.

20. In principle, the above type of co-ordination issue is often addressed through an integrated coastal area management (ICAM) approach. Turkey has a fair amount of experience in implementing an ICAM approach on a pilot basis, including major exercises involving Izmir Bay, Bodrum Peninsula and Mersin. Institutionally, it has established a National Committee on Coastal Zone Management (KAY), which has contributed to the establishment of coastal policies and which organizes bi-annual national conferences on the subject.[28] However, to date, neither EPASA nor other MCPA managing agencies has had much experience working in an ICAM context.

21. Given the number of maritime jurisdiction disputes in the Aegean and the Eastern Mediterranean Seas and taking into account the legal obligation of states bordering semi-enclosed seas to cooperate with each other for the protection and preservation of marine environment, Turkey has long been advocating international and regional coopperation and even joint management schemes for the possible establishment of SPAs, MPAs, ERAs or any other form of marine protected areas, in maritime areas beyond the national justification of coastal states. Therefore, the locations of such areas already or to be established by Turkey are presently in maritime areas within its justifications.

22. Land within the boundaries of the national park are designated, managed, and protected under the provisions of the National Parks Law (no.2873). The Terrestrial Hunting Law (no. 4915), the Law on Forests (no. 6831), the Law on Environment (no. 2872), the Law on the Protection of Natural and Cultural Entities (no. 2863), the Law on Water Products (no. 1380), Law for Supporting Development of Forest Villagers, Organic Law of the Ministry of Environment and Forestry, Organic Law of the General Directorate of Forestry, Tourism Encouragement Law, and the Land Cadastre Law have implications for the protection and management of natural resources in and around protected areas. See also Annex 1.

Legislative context

23. Turkey's Special Environment Protected Areas (SEPAs) are a special case. First, they have both international as well as national legal force and significance. At the level of international law, the Convention for the Protection of the Mediterranean Sea against Pollution, or Barcelona Convention, was signed in 1976 by 21 countries, including Turkey. In 1982, a "Protocol Concerning Mediterranean Specially Protected Areas," or SPA Protocol, was added. A revised "Protocol Concerning Specially Protected Areas and Biological Diversity in the Mediterranean" was adopted in 1995, replacing the 1982 Protocol.

24. The first three SEPAs (originally known as SPAs, or Specially Protected Areas) were legally established in 1988 (see **Table 2** above). In 1989, Turkey's Cabinet of Ministers issued Decree #383, which established the Authority for the Protection of Special Areas (APSA), later renamed as Environment Protection Agency for Special Areas (EPASA), as the agency responsible for management of SEPAs.[29] In 1991, a number of the provisions contained in this Decree were revised, including most notably EPASA's institutional mooring, which shifted from the Prime Minister's office to the then newly established Ministry of Environment.

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[28] Ibid.

[29] The Decree having the Force of Law on the Establishment of the Prime Ministry Authority for the Protection of Special Areas, Decision # K.H.K.383, published in the Turkish Official Journal on 13 November 1989.

25. Decree #383 represents the primary legislation underpinning the establishment and operation of MCPAs in Turkey. It describes EPASA's "fundamental principles" as follows:

i. Taking into consideration the international conservation conventions and treaties and environmental regulations, to determine and make necessary new arrangements for the conservation and usage principles in the Areas;
ii. to execute all types of measures in order to protect the Area in accordance with the aim of this Decree..., to carry out research and surveys or have them done or when necessary to cooperate with all the Public Institutions and Bodies, related associations and international institutions."

26. Decree #383 requires EPASA "...to take all measures to remove the present environmental problems, to determine the principles of protection, conservation and usage of these areas, to prepare their land use plans, to revise and approve *ex officio* the plans and decision of plans in every present scale and to arrange the principles for the organization and duties of this Authority."[30] It places "all kinds of constructions and installations to be constructed in the [Specially Protected] Area ... under the control and permission of the Presidency" [of the Authority]. In this context, it requires the "sewerage system and disposed waste ... to be processed in a way not to pollute the environment and the sea." It also makes provision for tearing down illegal constructions.

1.2. Threats, causes and impacts

27. Despite ongoing efforts by Government and NGOs, Turkey's marine biodiversity has been seriously impacted by anthropogenic pressures. Numerous commercial fish species that were abundant in the 1960s and 1970s were classified as threatened by the 1990s, their numbers depleted by a combination of over and illegal fishing, the presence of alien species, marine pollution and habitat degradation and loss. Overall, fisheries depletion is evidenced by a 10-fold reduction in catch per unit effort from 1985-2000; this has been accompanied by the replacement of high-value commercial species with low value 'trash fish.'[31] The rapid growth of tourism facilities and activities along the coast in critical habitats of marine turtles and monk seals - namely their breeding beaches and caves, respectively – have seriously undermined the well-being of these species. Monk seals appear to have been completely eliminated from the Black Sea.

28. The following are amongst the key types of threats and associated causes of marine biodiversity loss:[32]

i. Degradation of marine habitats and ecosystems: Rapid coastal development in Turkey has been accompanied by dramatic increases in aquatic pollutant loads. Land-based pollution discharges have continued to place substantial pressures on coastal waters. Waste water discharges enter the Aegean region from nearly 50 major locations along the coast, including input from the Black Sea through the Canakkale Strait. Among the major hot spots are the northern Marmara coast, İzmit Bay and İzmir, Aliağa, Nemrut and İskenderun Bays due to environmental pressures from industrial facilities. Transboundary pollution, such as pollution brought by the Danube River into the Black Sea, and by sea currents from the southern and eastern Mediterranean are also important sources of marine pollution.33 Areas in and around several of Turkey's Marine and Coastal Protected Areas (MCPAs) have witnessed large human population increases, particularly seasonal ones, associated with secondary housing and hotel development both within their borders and in their immediate vicinity which have lead to increased pollution loads. Other important land-based sources of aquatic pollution affecting Turkey's marine habitats are: pollutant loads transported by rivers from inland; heavy use of agro-chemicals in coastal agriculture; operational and accidental sources of oil and solid waste associated with shipping, including

[30] Decree #383, op. cit.
[31] Gucu 2000 as quoted in Ozturk, Bayram. 2002. "Strategic Action Plan for Biodiversity in the Mediterranean."
[32] Associated barriers are highlighted in the following section and in Annex 1.
[33] Environmental Performance Review of Turkey, Main Report, 2008, OECD

ports, marinas and ships themselves, and; marine aquaculture. Existing pollution control legislation is often poorly enforced and provides little incentive for polluters to change behavior. In addition to land-based sources of pollution, marine habitats are being degraded by a variety of marine sources, including operational discharges from ships, destructive fishing practices such as bottom trawling, anchoring practices and even diving. While biological effects are not always easy to trace, it seems clear that marine pollution and other threats have contributed to weakening the resiliency of marine ecosystems and of individual species. In the case of the Black Sea, pollution loads transported by the Danube River facilitated the spread of an alien invasive species ('Mnemiopsis leidyi', a comb jelly) and thereby contributed to massive ecosystem changes. Fortunately, wastewater treatment facilities for the major coastal cities of Istanbul, Izmir and Antalya have recently been completed, which will have significant benefits to water quality in their respective marine areas. Moreover, the number of Blue Flag beaches[34] increased from 64 in 1999 to 136 in 2006. Most Blue Flag beaches are located in the Aegean region and south-western Turkey.[35] In addition, several ongoing international programmes – including the Black Sea programme and Commission, the Danube River Programme and work under the Barcelona Convention – are aimed at reducing pollution discharges in the Mediterranean, Aegean and Black Seas.

ii. Overharvesting of marine resources: Turkey's marine areas support an abundance of renewable resources which represent an important element of the country's natural capital, with annual harvests being the interest. Turkey has a wide range variety of fish species; 247 in the Black Sea, 200 in the Sea of Marmara, 300 in the Aegean and 500 in the Mediterranean. However, in recent years, overuse of these resources has begun to erode the value of these assets. For example in the Strait of Istanbul some 60 species were found in 1980's (26 of commercial value, including tuna, bluefish, swordfish, sea bass and mackerel). Today, 20 species are recognized (with only 11 of commercial value).[36] In the case of threatened species, such as certain bird species, marine turtles and monk seals, no catch levels are currently appropriate; however, accidental losses, by catch and even poaching continue to take their toll. Accidental losses include marine turtles being hit by boats or entangled in fishing nets. Monk seals also face accidental deaths from entanglement in fishing nets and deliberate killing by fishermen, some of whom may believe that monk seals are the cause of declining fish stocks and a reduced income. Finally, non-renewable resources, such as sand are also being overexploited, e.g., for use in sidewalk construction. In the absence of effective regulation, individual resource users have incentives to maximize their individual harvests and little incentive to conserve.

iii. Conversion and/or destruction of coastal habitats: Coastal development in recent decades has led to substantial conversion of natural habitats. As urbanization and construction of hotels and secondary housing have taken over formerly agricultural lands and native habitats, agriculture has expanded and/or been displaced into formerly natural habitats. Conversion by a rapidly growing aquaculture and mariculture sector has also been significant in certain areas. Finally, infrastructure development, including roads and harbors, has led to additional conversions. So much land conversion has taken place that a law was needed for how to deal with formerly forested areas that no longer had any trace of their original forest cover. Some of the worst examples of habitat conversion/ destruction have involved hotel construction and sand mining on beaches and sand dunes. Marine biodiversity impacts have included loss of breeding habitat for endangered marine turtles. At its roots, habitat conversion is driven by development pressures linked to the construction industry as well as, and generally at the other end of the socio-economic spectrum, land hunger. Developers sometimes ignore zoning regulations, with insufficient fear of penalty. As a result of construction and urbanization, both legal and illegal, farmers are forced to move into prime habitat areas. In this context, agricultural zoning plans are regularly ignored by local populations, again with little fear of penalty. Governance issues are also at play, for example,

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[34] Blue Flag is a voluntary eco-label awarded to beaches and marinas in 37 countries in Europe, North Africa and elsewhere. See http://www.blueflag.org/

[35] Ibid.

[36] Environmental Performance Review of Turkey, Main Report, 2008, OECD

when municipalities fail to enforce protected area regulations concerning sand mining partly because the sand is needed for constructing municipal sidewalks.

1.3. Long-term solution and barriers to achieving the solution

29. The proposed **long-term solution** for biodiversity conservation in Turkey's marine areas is a reconfigured MCPA network designed to protect biodiversity while optimizing its ecological service functions -- under effective and sustainable adaptive management. This solution is seen to rest on three main pillars. First, the long-term solution depends on adequate capacities on the part of key management agencies to identify, and focus suitable management efforts on, highly sensitive and/or biologically significant areas within the existing MCPA structure, while also being able to target gaps in representation that can be filled through MCPA expansion. Second, the solution requires a system of sustainable financing involving the integration of sustainable financing mechanisms and the application of economics into the planning and management of MCPAs. Third, it needs to be based on effective mechanisms for inter-sectoral co-operation that bring to bear the relevant strengths of various management agencies and branches of Government and civil society to solve marine biodiversity conservation challenges. The key barriers to the long-term solution act by preventing the emergence and operation of the above three pillars. They are described below.

30. Barrier #1: Limited capacities and skills for gaps analysis and 'sensitive areas' identification and management: As discussed above, Turkey's baseline MCPA system consists largely of sites that were established prior to 1990 and which are of a multiple use nature. It includes substantial areas of limited biological richness, in many cases due to coastal development and other transformations. However, within this baseline system, there remain important marine biodiversity values. Highly cost-effective first steps in improving protection of Turkey's marine biodiversity therefore involve: (i) focusing and expanding management efforts related to biologically rich marine zones which are already nominally protected as parts of SEPAs by designating them as biologically "sensitive areas", and; (ii) establishing field-based management efforts for monitoring and conservation of biodiversity values within these areas. Such efforts could effectively alter the IUCN management category of these sensitive zones and allow them to become important additions to the very small set of fully protected marine areas in Turkey. Indeed, such changes in status should be considered as real as additions associated with new gazettements. Such a strategy needs to be complemented by thoughtful expansion into new areas aimed at filling ecological gaps in the baseline MCPA system. Finally, expansion needs to involve the creation of new No Fishing Areas and/or Fisheries Restricted Areas in order to counteract some of the significant impacts resulting from over-fishing. Achieving these essential steps in MCPA expansion and enhanced management effectiveness requires relevant capacities within key management authorities, namely EPASA, GDNCNP and the Fisheries Department; relevant capacities are lacking within these agencies. Also required is a site-level management presence which is not currently in place, based on appropriate staff profiles. For example, EPASA's staff have few skills or experience in conservation management. Its highly centralized structure – with over 60% of staff based in Ankara – discourages site-level engagement. While there are three regional offices located in the general vicinity of the sites,[37] extension by these offices to site level is limited and actual site-level presence is close to non-existent. Staff profiles are an additional problem, with very few capable marine specialists, compared with many planners, etc. This situation creates a critical capacity shortfall related to assessing the effectiveness of its own sites in conserving marine and coastal biodiversity or, for that matter, in fulfilling the other tasks within its mandate. Finally, EPASA, GDNCP and the Fisheries Department all lack the capacities to effectively prioritize new areas for MCPA establishment and to identify and manage the ecologically important and sensitive marine areas that they contain. In this context, there is no substitute for a careful gaps analysis to assess the biogeographic coverage afforded by existing MCPAs and to identify remaining priority ecosystems needing protection, together with a co-ordinated national strategy to address identified gaps.

[37] Responsibility for coastal sites is as follows: (i) Mugla Regional HQ: K-D, D-B, F-G and Gokova; (ii) Antalya Regional HQ: Belek, Patara and Kekova; (iii) Mersin Regional HQ: Goksu delta. The final coastal site, Foca, is managed directly from Ankara.

31. Barrier #2: Deficiencies related to long term sustainable finance are hampering management capacity and the expansion of MCPAs: The sustainable finance barrier is a key element limiting the capacity to cover the costs of adaptive management in a reconfigured network. However, adequate and dependable levels of financing for MCPAs remain far from assured. In the case of SEPAs, EPASA currently depends upon the central government budget for some 95% of its funding. The remaining 5% comes from revenues earned by the renting out of sites for refreshments and other services provided to the public. While the government budget provides for the basic level of services, current funding does not include an allowance for expansion of the marine areas nor the introduction of a program to introduce sustainable financing mechanisms and the undertaking of economic studies. Because of the management pressures on the Agency, the focus of existing budgets is on planning and infrastructure development rather than on conservation measures, including capacity building of staff and raising public awareness. Problems with EPASA's overall financing system include the following:

i. EPASA's legal capacity to earn additional income is limited by law: Its capacity is also limited by the complex array of fees and charges imposed by other governmental agencies, both national and at the governorate/municipality level within SEPAs. Because of the difficulty in changing these arrangements there is a high level of impediment to be overcome in introducing new measures. At the moment EPASA revenue is generated from site rentals, income from bank interest and the sale of planning documents. EPASA senior management have indicated a strong desire to stay with this mix and to introduce innovative voluntary arrangements in order to improve the financial position.

ii. Policy Considerations: Since revenue raising or economic studies have not previously been the centre of focus in EPASA, a policy gap exists in relation to how revenue expansion might proceed using innovative income generation and cost effective measures now available to the Agency. Similarly there is a gap in communicating conservation values and the environmental benefits of SEPAs in financial and economic terms to policy makers leading to under-investment.

iii. Institutional and Individual Capacity: EPASA managers are poorly equipped and poorly motivated to look for and apply diversified funding opportunities. The same applies to the adoption of new mechanisms for cost effective management. When this is considered in conjunction with the scarcity of technical knowledge within the Agency as to how to implement potential new mechanisms or even how to enhance the revenue raising potential of existing measures the problem becomes compounded. The situation is made more difficult by virtue of the mobility of staff and the consequent loss of skills from the work place.

iv. Public Awareness and Environmental Appreciation: Public awareness and appreciation of the environment is generally not high in Turkey. This is also reflected in the small number of NGOs and limited membership within Turkey. Together they represent a limiting factor within which new initiatives can be introduced. Without a substantial degree of public support, the chances of successfully introducing new visitor fees and charges or expanding existing measures is problematic.

32. Barrier #3: Competing and/or overlapping jurisdictions and responsibilities for conservation and use of the SEPAs are combined with inadequate mechanisms for inter-sectoral co-ordination and bureaucratic conflict resolution - Regulatory authority over MCPAs is fragmented both horizontally as well as vertically. Horizontally, various Central Government agencies retain equivalent authority within many MCPAs as they do outside of them. This means for example, that the Ministry of Agriculture and Rural Affairs (MARA) is responsible for regulating pesticide use within SEPAs, the Fisheries Department is responsible for fishing regulations within SEPAs, etc. Difficulties with inter-sectoral co-ordination mean that pollution control and resource use regulations are rarely tailor-made to match the biological sensitivity of SPAs. Vertical fragmentation results from the fact that EPASA, as an agency of the national government, shares responsibility and authority with local government agencies, including municipal authorities, whose perceived interests tend to lie more with development. This means that achieving solutions to conservation challenges within SEPAs and other MCPAs requires effective inter-sectoral co-operation. Thus, while Decree #383 provides EPASA with a good deal of authority concerning what takes place within SEPA borders, its responsibilities and authority are far from unchecked. Rather, they are

carefully circumscribed by parallel and sometimes overlapping responsibilities and authorities of other governmental bodies. However, the Decree provides little guidance as to how resulting bureaucratic 'disagreements' are to be resolved. As a result, there is a complex web of authority within SEPAs, with specific responsibilities varying depending on the issue at hand and with controversy an all too common result.

1.4. Stakeholder analysis

33. The Environmental Protection Agency for Special Areas (EPASA) will be the main body for the project development process and work in close cooperation with the General Directorate for Nature Conservation and National Parks (GDNCNP), Ministries of Environment and Forestry, Agriculture and Rural Affairs, Culture and Tourism, Public Works and Settlement, marine and coastal management faculties and research institutes, governors of districts and village leaders, national and local NGOs including SAD-AFAG (Underwater Research Society-Mediterranean Seal Research Group), and representatives of the local people.

34. **Table 4** below describes the major categories of stakeholders and their involvement in the project.

Table 4: Steering Committee Members and Key stakeholders and roles and responsibilities

Stakeholder	Roles and Responsibilities
Environmental Protection Agency for Special Areas (EPASA)/ MoEF	EPASA will be responsible for the overall coordination of the project. It will also be a primary beneficiary of project activities.
Department of Foreign Relations and EU/MoEF	Department of Foreign Relations and EU will work in close collaboration with EPASA.
General Directorate for Nature Conservation and National Parks (GDNCNP)/MoEF	GDNCNP will work in close cooperation with EPASA. It will contribute to the project through sustainable management of marine and coastal national parks.
General Directorate of Environmental Management/MoEF	The General Directorate of Environmental Management will contribute to the project implementation on the need bases.
Marine and Coastal Management Department/ General Directorate of Environmental Management/ MoEF	MCMD is one of the main beneficiary of the project. It will also be a member of the Steering Committee and will contribute to the project especially in the project implementation process.
General Directorate of Environmental Impact Assessment and Planning (GDEIAP)/MoEF	GDEIAP will make sure that the Terrestrial Plans of the region will be completed.
The Undersecretariat for Maritime Affairs	UMA is one of the main partners of the project as a member of the Steering Committee and will contribute to the project in shore safety.
Turkish Naval Forces Command	NFC is one of the main partners of the project. It will be a member of the Steering Committee and will contribute in the area of shore safety.
Turkish Coast Guard Command	TCGC is one of the main partners of the project. It will also be a member of the Steering Committee and will contribute to the project in shore safety.
Ministry of Culture and Tourism (MCT) and local units	MCT is one of the main partners of the project. It will also be a member of the Steering Committee and will contribute to the project in sustainable management of marine and coastal natural sites.
Ministry of Agriculture and Rural Affairs (MARA), Department o Fisheries	MARA is one of the main partners of the project. It will also be a member of the Steering Committee and contribute to the project in sustainable fishery through its local units.
The Ministry of Transportation and Communication, Directorate General of Coastal Safety	GDCG is one of the main partners of the project. It will contribute to the project in shore safety
Ministry of Public Works and	The Ministry is one of the main partners of the project. It will also be a

Stakeholder	Roles and Responsibilities
Settlement	member of the Steering Committee and contribute to the project in physical planning.
State Planning Organization (SPO)	SPO taking into consideration of the development plans, will contribute to the project implementation process. SPO prepares the annual state investment programmes.
National press and media	The project will cooperate with national press and media on public awareness issues.
Universities	Universities having marine and coastal related departments will contribute through scientific surveys and educational activities. One representative of the universities will be a member of the Steering Committee.
Research Institutes	Relevant regional research institutes such as TUBITAK will contribute project in scientific surveys and educational activities.
National NGOs	Relevant national NGOs such as SAD-AFAG and TURMepa, will contribute public awareness and training. One representative from the national NGOs will be a member of the Steering Committee.
Chambers/Unions	Turkish Chamber of Shipping and The Chamber of City Planners will play technical and advisory role in the project implementation process
Governorships	Governorships in selected pilot area will be represented in all local committees and involved in relevant project activities.
Municipalities	Municipalities in selected pilot areas will be represented in the local committees and involved in relevant project activities.
Rural Security	The rural security units (Gendarme) in selected pilot areas will support project especially in resource protection activities.
Local press and media	The project will cooperate with local press and media at selected pilot areas on public awareness issues.
Local NGOs	Local NGOs (such as water production cooperatives, fishing cooperatives) based in the selected pilot project areas will be invited to local committees and they will be encouraged to take active role in implementing project activities.
Representatives of local communities (villages)	Inhabitants of the villages within the selected pilot project areas will be made aware of the issues and invited to take part in the decision making process. They will be represented in the local committees by village headmen and actively involved in the project activities. Their cooperation will be sought in implementing project activities including resource protection, alternative income development (ecotourism, organic agriculture), awareness raising, etc. The village headmen will be the main counterparts in linking the project objectives and activities to the needs of the people in the project area.
UNDP-Turkey	The roles and responsibilities of UNDP-Turkey will include: Ensuring professional and timely implementation of the activities and delivery of the reports and other outputs identified in the project document; Coordination and supervision of the activities; Assisting and supporting EPASA for organizing coordinating and where necessary hosting all project meetings; Contracting of and contract administration for qualified project team members; Manage and be responsible of all financial administration to realize the targets envisioned in consultation with EPASA; Establishing an effective networking between project stakeholders, specialized international organizations and the donor community.
WB/GEF - Biodiversity and Natural Resource Management Project Unit – under the Ministry of Environment	The project builds upon lessons learned and good practices identified under the ongoing WB/GEF Biodiversity and Natural Resource Management Project (BNRMP). The World Bank/ GEF BNRMP project

Stakeholder	Roles and Responsibilities
and Forestry	team was involved in the design of this project to ensure that all lessons learnt are internalized and the gaps are addressed.

1.5. Baseline analysis

35. Baseline programs may be divided into three main areas, corresponding with the three project outcomes. These are described below.

i. Management of existing MPAs and establishment of new ones: As discussed above, Turkey's system of MPAs consists of 8 SEPAs, 5 Ramsar sites, 4 Nature Park, 8 National Park, and 5 Nature Reserve about 40 restricted fishing areas and an undetermined number of coastal and marine SITs. With the exception of the restricted fishing areas, these are nearly all MCPAs, i.e., they include both marine and coastal coverage. Excluding the area of SITs, which is unknown, the remaining MCPAs provide nearly 240.216 ha. of marine coverage. Up to the present, baseline management activities at these sites have mainly involved the development of physical and management plans. In the case of SEPAs managed by EPASA, the planning tools include Physical Environment Master Plans, at scales of 1/25,000 and 1/5,000, together with Detailed Implementation Plans, at a scale of 1/1,000. For the relevant National Park and Nature Park managed by GDNCNP, Long-term Development Plans serve as the primary management tools. For most of the Ramsar sites, Special use and Management Plans have been prepared. In preparing its plans, EPASA, led by its Evaluation Department, undertakes a variety of research and data collection efforts. Some of this work is done by EPASA staff, and the remainder is undertaken by NGOs, universities and other governmental bodies. While biodiversity considerations may in some cases be incorporated into environmental master plans, this has not been done systematically in the past. Other baseline activities related to management of existing sites include, in the case of EPASA: (i) investments in environmental infrastructure, such as wastewater treatment and solid waste management facilities; (ii) water quality monitoring; (iii) public awareness raising and other aspects of engagement with civil society. What is lacking in the case of most sites is any active, site-based management by locally-based personnel. This gap has had serious impacts on the ability of EPASA and other agencies to monitor compliance with the rules and regulations that are emerging from their planning documents. Response to threats is typically reactive rather than proactive, so that unwanted changes are typically addressed (or even discovered) after the fact when they are difficult to reverse, rather than prevented up front. Finally, as far as MPA expansion is concerned, EPASA has successfully expanded the marine boundaries of six of the SEPAs in recent years. However, no new SEPAs having marine coverage have been established since 1990.

ii. Financial planning and management systems: EPASA currently earns income from 3 sources: 1) site rentals in tourism areas, 2) from bank account interest and 3) the sale of planning documents. The major income generator by far is the revenue from site rentals. Some 34 sites within SEPAs, with high tourism visitation are rented out to municipalities and private operators for a fixed annual fee. The fee is negotiated depending on the size of the area and the likely income generation potential to the operator. Bank account interest and document sales are not independently identified items in EPASA accounts. However the earned income for 2007 from site rentals was US$1.23m and is expected to increase to US$1.64m in 2008. This represents 5.7% to 6.7% of total finances of US$21.5m and US$24.5m respectively. The development of Management and Business Plans is an integral part of the work undertaken by EPASA. However, the contents of the plans are based on funding from existing known sources and generally do not take into account new financial initiatives or the opportunities for cost sharing arrangements. Accounting activities including financial reporting are centralized in the Ankara office of EPASA and regional staff have very little input. Similarly there is no financial delegation held by regional offices which would enable them to expend or to receive monies on behalf of EPASA.

EPASA currently depends upon the central government budget for some 95% of its funding. The remaining 5% comes from revenues earned by the renting out of sites for refreshments and other services provided to the public. While the government budget provides for the basic level of services, current funding does not include an allowance for expansion of the marine areas nor the introduction of a program to introduce sustainable financing mechanisms and the undertaking of economic studies. Because of the management pressures on the Agency, the focus of existing budgets is on planning and infrastructure development rather than on conservation measures, including capacity building of staff and raising public awareness.

iii. Inter-agency co-ordination mechanisms: In the case of EPASA, close co-ordination with local Government agencies and with representatives of national government agencies are necessary in order to ensure that planning decisions are adhered to. Co-ordination between EPASA and the Fisheries Department is of particular importance. However, inter-agency co-ordination under the baseline remains ad-hoc rather than systematic. This leads to missed opportunities, e.g., to establish and monitor No Fishing Areas within SEPAs or to develop and implement inter-agency approaches to controlling ship-based threats. A lack of co-ordination leads to conflict with local government, which often will support pre-development options over pro-conservation ones. At one site (Köyceğiz-Dalyan), a solution to the problem of local-level co-ordination is been tested through the creation of a local management committee. Under the baseline, this approach might not be carefully analysed, nor quickly replicated to other sites, which urgently need such solution

Part II: Strategy

2.1 Project Rationale and Policy Conformity

Fit with the GEF Focal Area Strategy and Strategic Programme

36. The project will contribute significantly to meeting the targets of GEF Focal Area Strategy and Strategic Objective 1 (SO-1), Catalyzing Sustainability of Protected Area Systems at national levels/ Strategic Programme 2: Increasing Representation of Effectively Managed Marine Protected Areas in Protected Area Systems. This project will contribute to the sustainability and maturation of Turkey's NPAS by supporting the expansion and improving the management effectiveness of its MCPA network. The project will facilitate the addition of 100,000 hectares of new MCPAs. By focusing on strengthening the conservation of marine biodiversity through the vehicle of Turkey's MCPA system, the project contributes to achieving the main indicators of this SO. The limited sustainability of this sub-system – including socio-economic, financial, political, ecological and institutional shortcomings – is having a negative impact on Turkey's ability to conserve marine and coastal biodiversity in both the short and long term.

Rationale and summary of GEF Alternative

37. Support to removing the above barriers constitutes the essential rationale for the present project and forms the basis for its three outcomes. In order to achieve these outcomes, GEF has joined in partnership with key MCPA management agencies EPASA, GDNCNP, the Fisheries Department, together with essential co-operating partners such as the Undersecretariat for Maritime Affairs, the Turkish Coast Guard and relevant provincial and local governments.

expansion may proceed during the project period. An overall target of 100,000 ha., which would represent a 44% increase over baseline levels, has been defined during the PIF preparation and Turkey appears on target to meet and perhaps exceed this target during the course of the project. The following types of MPA expansion will be supported under the project:

i. New SEPAs: Two new marine and coastal SEPAs are planned to be established under the project. The first site is expected to be Saros Bay, with an estimated area of 140,000 ha, approximately 80,000 ha. of which is marine. The site is located in the northern Aegean Sea, further north than other SEPAs, and adds important diversity to the existing set of MCPAs. The site's relatively cold waters are rich in plankton, thus attracting large numbers of small pelagic fish, along with predators such as tuna and cetaceans. Numerous species of sponges, gastropods, algae and soft corals also thrive here.[40] Surveys are currently underway at the site and official gazettement is tentatively planned for late 2009.[41] SEPA establishment efforts will include developing strategies to protected its rich biodiversity from household wastewater and agricultural runoff, which has already created eutrophication in some areas A second site will be identified and gazetted during the course of the project, with identification and demarcation to be based on preliminary results of a marine biodiversity gaps analysis (see following Output).

ii. Expanded SEPAs: EPASA plans to expand the marine boundaries of several of its existing sites during the course of the project. GEF and co-financing will support necessary data collection on marine ecology and biodiversity as well as preparation of necessary documentation associated with these expansions.

iii. New No Fishing Areas / Fisheries Restricted Areas: Based on a regulatory change currently being finalized, Turkey's Fisheries Department is expected to will soon have the authority to gazette Fisheries Restricted Areas (FRAs). Currently (see baseline description), the Department has a more limited authority to establish what are known as No Fishing Areas (NFAs). Depending on whether and when the more robust Fisheries Restricted Areas authority is received, the project will support efforts by the Fisheries Department to expand coverage under either or both of these protection categories. As with SEPAs, these efforts will be enabled by preliminary results of a marine biodiversity gaps analysis. A target for two new FRAs and/or NFAs has been established, with the total area of new coverage to be determined.[42]

45. Output 1.4 - Gaps analysis assessing marine biodiversity coverage under baseline system of marine protected areas: A large quantity of data on marine biodiversity is currently dispersed among many academic and other institutions across Turkey. In order to support the expansion of the MPA system, a Working Group will be established to bring together critical data and information. A key incentive for participation will be the knowledge that by contributing their data, researchers may help to gain protection for biologically critical areas of interest to them. This information will be combined with in some cases detailed data concerning marine areas of existing MCPAs in order to identify gaps in PA coverage. The resulting analysis will feed into both the MCPA expansion efforts to be made during the course of the project (see above) as well as to the development of the 10-year Action Plan (see below).

46. Output 1.5: Preparation of draft national 10-year plan strategy and action plan for MPA expansion and strengthening: On the basis of the above gaps analysis, a series of national-level consultations will take place to develop and agree on a national 10-year strategy and action plan for MPA strengthening and expansion, which will come under the overall aegis of the NBSAP.[43] An inter-agency co-ordinating mechanism will be established (see Output 3.1) to engage relevant stakeholders - including MCPA

[40] The site is believed to support one of the most widespread areas of coral in the Eastern Mediterranean. Particularly significant among the coral species are: White gorgonia *Eunicella singularis*, Pink gorgonia *Eunicella verrucosa* and Red gorgonia *Paramuricea clavata*. Source: Personal communication, Dr. Baki Yökeş, Halic University, Istanbul.

[41] Authority to legally designate new SEPAs rests with Turkey's Council of Ministers.

[42] This is in addition to two new NFAs to be established within the boundaries of existing SEPAs (see Output 3.3).

[43] Here we use the term 'MPA' to highlight the emphasis on marine coverage; nevertheless, it is likely that some of the new PAs will include terrestrial coverage and thus be classified as MCPAs.

managing bodies (e.g., EPASA, GDNCNP, MCT and Fisheries Department), other agencies having marine environmental concerns (e.g., the Undersecretariat for Maritime Affairs, Turkish Naval Forces Command, Coastal Area Management Committees), Universities and other academic institutions and NGOs—and to encourage them to contribute and bring to bear their expertise in the development of this strategy and action plan. Development of the plan will be guided by national and international experts. This output also links closely to Output 2.8, which will ensure the development of a financing strategy for implementation of the Action Plan.

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

47. Under Outcome 2, the project will support the development and implementation of management systems to expand opportunities for revenue generation and to ensure cost effectiveness, while also introducing environmental economic principles into planning and management. GEF support will mainly target EPASA, but relevant officials from GDNCNP, MCT and Fisheries Department will also in some cases benefit from capacity building, sharing of lessons learned, etc. The project will eliminate the present organizational barriers within EPASA constraining progress towards greater self funding as well as introducing a range of new income-generating measures which have proven to be successful globally and that can be adapted to the situation in Turkey. Finally, awareness and support for protected areas will be increased, e.g., among local resource user groups at SEPAs and decision-makers at local and provincial levels of government, in order to underpin any new arrangements being introduced.

48. Outputs needed to ensure achievement of Outcome 2 are described below.

49. Output 2.1 - Increased EPASA capacities for sustainable financial management: A Business Development Unit (BDU) will be established within EPASA by the end of Year 1 of the project through contracting according UNDP's procurement rules and regulations. The BDU will be staffed by professional officers with backgrounds and skills in environmental economics and business planning Once established, this Unit will begin to lead implementation of Outcome 2. GEF-funded technical co-operation for the establishment and operation of the BDU will include support for: (i) capacity building of new BDU staff in business planning, including how to deal effectively with donors and the private sector, developing a better level of understanding of intra-governmental roles and responsibilities, marketing and identification of revenue generation opportunities: (ii) a Sustainable Financing Strategic Plan embracing new revenue and cost-effective management strategies, (iii) a range of policy statements related to sustainable financing measures which can be implemented within EPASA Planning and Regional Offices, and; (iv) implementation of the Strategic Plan including business planning and training at site level. Finally, in order to give managers the opportunities to benefit from experiences elsewhere related to revenue earning and cost offsetting, a training program will be organised based on "twinning" with similar PA agencies in the Mediterranean and nearby countries.[44] Examples include the Cinque Terra in Italy, the Red Sea dive site PAs in Egypt and PAs in and around Catalunya in Spain, which deal with similar management issues on a day-to-day basis and have a successful history of self financing.

50. Output 2.2 – System financing plan and revised site-level business plans prepared, adopted and implemented: Each of the SEPAs currently has a basic business plan that relates to expenditure of budgetary allocations. The Business Plans have been developed in a consistent sense with the overall budget and financing plan for EPASA as determined in the context of the national Turkish budget. With GEF support, and benefiting from capacities raised under 2.1 above, the BDU in cooperation with other relevant EPASA staff will revise the business plans for each of the SEPAs having marine components. The expanded plans will help to ensure that new revenue opportunities are regularly identified, evaluated and incorporated into the management functions of each SEPA. The business plans will equally devote

[44] Twinning efforts will be supported through Government co-financing.

attention to the future costs of managing the SEPAs both in terms of investment costs and recurrent operating costs. Not only will the revised plans identify potential funding gaps and timing issues but also priorities for funding allocation to optimally meet identified needs. As part of this process, EPASA's financial management information system, will be evaluated and as necessary expanded to accommodate any revisions needed due to the introduction of self-funding initiatives. This is also expected to include greater devolution of responsibility and partial decentralisation of decision making. Finally, on the basis of revised site-level business plans, a system level financing plan will be elaborated.

51. Output 2.3 – Appropriate revenue generating mechanisms in place and implemented: The following revenue generating mechanisms have been tentatively identified: (i) donations from credit/debit card and mobile phone holders using a "lira rounding up technique"; (ii) measures by boat and yacht operators to offset their carbon footprint; (iii) the establishment of an EPASA linked Foundation to receive public and philanthropic donations and, potentially, penalties and fines;[45] (iv) private/public partnerships through which EPASA will be able to link with organizations who wish to demonstrate their "green" credentials for the betterment of the environment, and; (v) the letting of exclusive use rights, e.g., dive and mooring sites, recreational sports sites, etc., particularly in the newly expanded marine protected area sites. A review will be completed to assess the harmonization of these proposals with the current relevant legislation. In the same time, internationally applied policies and applications will be reviewed and compared with the system proposed for Turkey.

52. Output 2.4 – Appropriate cost offsetting mechanisms in place and implemented: Opportunities for cost offsetting, or cost sharing, emerge when agencies outside EPASA such as NGOs show themselves to be willing to shoulder certain cost burdens. Specific examples include compliance monitoring, communications and community capacity building. In addition to revenue generation, cost-offsetting or cost-sharing opportunities represent an important way to reduce EPASA's recurrent and project costs. Examples include working with local NGOs in order to achieve public awareness in local communities about environmental protection and conservation measures. Similarly, leveraging EPASA project expenditure with other partner organisations that have a related interest in infrastructure development can be taken further to ensure the cost burden is shared. To implement this, EPASA will actively seek to extend the number of management agreements it currently has with governmental organizations, governorates and municipalities for cost sharing in accordance with agreed division of responsibilities.[46] The cost offsetting proposals will lead to reduced pressure on the overall EPASA budget and more cost effective use of its scarce resources. GEF support will be help to identify and assess potential cost offsetting mechanisms.

53. Output 2.5 – Agreed institutional responsibilities for MCPA expenditure and revenue generation: User fees and charges are currently applied to boat and yacht usage by the municipalities and different governmental agencies. Charges can include mooring fees and boat registration charges together with fines and penalty payments. Importantly, however, current arrangements do not take into account environmental damage arising from these activities, e.g., water pollution and seabed damage from anchor dragging. EPASA will therefore seek to develop framework agreements with agencies at various levels of government in order to provide appropriate coordination of revenue generation, MCPA expenditure and management. The framework agreements will clarify the rights of each party to levy charges while also

[45] The concept of a Foundation as used here is something akin to the support groups commonly established to help finance Art Galleries and other non-profit organizations. The advantage of a Foundation is that it can actively seek members who are rich and position themselves as attractive organizations to be associated with. Foundations can be set up either at the Governorate level, nationally, or both depending on the objective they are to serve and market testing. There appears to be no legal problem with a Foundation being established to accept public donations and then to apply these funds to assist the work of EPASA. With penalties and fines, the situation is more complex. It may be best to link to governorates and municipalities which would collect the fines and in turn be in a position to assist EPASA through a Memorandum of Understanding.

[46] The joint management agreement for the management of Koycegiz Lake and Iztuzu Beach which links EPASA, the General Directorate of National Parks and Dalyan Municipality serves as a model for evaluation

specifying individual management responsibilities and the way that charges collected and other funding sources can be prioritized towards the achievement of an improved marine environment.

54. Output 2.6 - Integration of economic principles into EPASA planning practices for cost-effective management: Guidance material on basic economic principles to apply in planning work for MPAs will be developed and applied within EPASA and other environmental agencies. Improved land use planning decisions will result from a more rigorous assessment process including analysis of supply/ demand and costs/benefits of new development proposals in MCPAs. The application of these practices will result in more cost-effective management and better informed investment decisions. In conjunction with the BDU, case studies will be produced and promulgated to demonstrate the environmental economic values associated with MCPAs. One aim will be to develop a wider appreciation of the environment by the local community and policy makers, thus leading to a greater degree of partnership and investment in conservation measures.

55. Output 2.7 -- Increased public awareness and support for MPAs and MCPAs: Sustainable financing will be underpinned by broadening and enhancing public support for MPAs and MCPAs. Accordingly a number of high profile awareness raising events will be held which will highlight the need to better conserve protected areas, particularly marine areas, and demonstrate the role that the public at large and local communities can play. Ongoing and new opportunities will be explored in order to increase public awareness in a cost-effective manner. The effects of climate change are increasingly being reported in the media and understood by the general public; experience elsewhere indicates that this may serve as a catalyst at the local level to increase support for conservation measures.

56. Output 2.8 – Sustainable financing strategies for implementation of 10-year MPA expansion plan: Medium-term sustainable financing strategies will be developed which encompass institutional arrangements, cost offsetting opportunities, increased budget allocations from government and revenue generation opportunities at both national and the site level across the MCPA system. New opportunities to increase revenue generation will arise from the proposed expansion of the MCPA system as new areas are embraced and marine conservation attracts a higher conservation profile within the community. Financing strategies based upon market research and the identification of new sources of revenue and willingness-to-pay studies will be a feature of the expansion plan's financial strategy.

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

57. Under Outcome 3, inter-agency co-ordination will be encouraged at national and site levels. At national level, inter-agency coordinating efforts will focus on co-ordination and harmonization of PA expansion and management efforts. At local level, co-ordination will include the establishment of site-level management boards, together with demonstrations of practical methods of inter-agency co-operation aimed at removing barriers to the protection of marine biodiversity from both marine and land-based threats. On the marine side, these will include developing inter-agency approaches to regulating fishing, shipping and diving, while on the terrestrial side a planning approach will be utilized to help control multiple land-based threats. The relevant outputs are outlined below.

58. Output 3.1 – National-level marine protected areas co-ordination mechanism: The development of a national MPA strategy and action plan (see Output 1.5) will require various agencies and ministries to work together to agree on priorities, strategies and implementation modalities. There is therefore a need for co-ordination at national level in order both to harmonize approaches on the part of MCPA managing agencies, i.e., to avoid overlaps, etc., and to establish procedures for inter-agency co-operation among a wider range of institutional actors—including Coast Guard, etc.—at existing and newly established sites. Co-ordination and participation by a wide range of institutional actors would help to validate the national-level action plan and to ensure 'ownership' on the part of the various ministries and agencies who would participate in its implementation. For these reasons, the project will support the establishment of a national-level MPA co-ordination mechanism. Stakeholder consultations during Year 1 of the project will

help to decide on the exact nature and operation modalities of the mechanism; however, it is most likely to be launched initially at a working level in order to demonstrate its utility, prior to considering the establishment of a more formal structure. In addition to having responsibility for overseeing the development of the MPA strategy and action plan, the co-ordination mechanism will test out additional co-ordination functions, such as formulating targets, policies and strategies for more effective conservation and sustainable use of marine biodiversity. Finally, the co-ordination mechanism will receive technical support and advisory services from national and international experts in marine biodiversity conservation, including both scientific and socio-economic aspects, in developing the plan.

59. Output 3.2 - Management Board(s) established at five SEPAs: Under this Output, the project will establish site-level co-ordination structures at four SEPAs while building the capacity of an existing structure at a fifth site. The latter – Köyceğiz-Dalyan – has benefited in recent years from the creation of the Dalyan Channels Administrative Commission (DCAC), which has enabled consultations among key stakeholders. The experience of the DCAC will be carefully examined and its potential usefulness as a model for similar structures at the four remaining sites will be considered. Adaptation of the DCAC model and establishment of similar Commissions will then be supported at the four remaining sites. Careful attention will be paid to the kinds of regulatory changes required in order to establish each Commission.[47] In general, each is likely to be led by the relevant governor or lieutenant governor and include the local mayor(s), representatives of local unions and cooperatives, trade associations and other NGOs. Authorities and responsibilities of the board can be specified with an implementing regulation. Regulations establishing each board will be developed in close co-operation with concerned local public institutions. Upon establishment, support will be given to building the awareness and capacities of Management Board members on marine biodiversity management.

60. Output 3.3 - No fishing areas established within two SEPAs: With guidance and support from local co-ordination bodies, EPASA and MARA will agree on specific measures for establishing, enforcing and monitoring the impacts of no fishing areas within declared Sensitive Zones of two SEPAs. In doing so, they will demonstrate practical co-operation mechanisms for such areas while also demonstrating their efficacy in Turkey's marine ecosystems.

61. Output 3.4 - Demonstrated regulatory and co-ordination mechanisms for controlling ship-based threats to SEPAs: This output will build on baseline work in which the carrying capacity of sea vessels has been assessed at Fethiye-Gocek SEPA. Based on this assessment, during the project preparation, EPASA began to develop a co-operative effort with the Undersecretariat for Maritime Affairs, Mugla Provincial Governor's Office and the NGO 'Turmepa' aimed at regulating vessel anchorage and ensuring reception of solid and liquid wastes from vessels. GEF incremental support will help to ensure that marine biodiversity considerations are taken fully into account in the further development and implementation of this programme, in particular by making sure that data on 'sensitive areas' and other marine ecological criteria are integrated into the effort.

62. Output 3.5 - Marine conservation goals fully integrated into terrestrial planning process at Gokova SEPA: Building on a recent baseline at this site that includes marine biodiversity research and support under the European Union's SMAP II project, GEF will support efforts to fully integrate marine biodiversity considerations into terrestrial planning processes. This will aim to take advantage of EPASA's strength as an MCPA manager with a potentially leading role in efforts to control and minimize land-based activities in coastal areas that threaten marine biodiversity values.

2.3 Project Indicators, Risks and Assumptions

63. The project indicators are detailed in the Logical Framework – which is attached in Section II, Annex A of this Project Document.

[47] DCAC was established with "Implementing Regulation on Vehicles Operate at Köyceğiz Lake and Dalyan Channels."

Table 7: Indicators

Objective / Outcomes	Indicator	Target
Objective: To facilitate expansion of the national system of marine protected areas and improve its management effectiveness	Coverage of marine ecosystems in the National Protected Area System of Turkey	End of project – 340,216 ha.
	Sea turtle emergences at Fethiye and Dalyan	Average 300-350 nests annually
	Estimated Mediterranean Monk seal (Monachus monachus) populations within pilot and new SEPAs	Sightings will be increased 10-20% during the project period
	Estimated populations of Sandbar sharks Carcharinus plumbeus)at Gokova SEPA	Average 25 sighting recorded annually
Outcome 1: Responsible institutions have the capacities and internal structure needed for prioritizing the establishment of new MCPAs and for more effectively managing existing MCPAs	Legally established protected areas, as % of area of overall ecological zone	4.0%
	Management Effectiveness of PAs at project sites (METT Scorecard)	Dalça-Bozburun SEPA – 78% Fethiye-Göcek SEPA – 72% Foça SEPA – 78% Gökova SEPA – 78% Köyceğiz-Dalyan SEPA – 82% Ayvalık Islands-65%
	Capacity Assessment Scorecard Policy formulation Systemic Institutional Implementation Systemic Institutional Individual Engagement and consensus Systemic Institutional Individual Mobilize info and knowledge Systemic Institutional Individual Monitoring Systemic Institutional Individual	Policy Formulation 6/out of 6 3/out of 3 Implementation 8/out of 9 27/out of 36 12/out of 12 Eng. and consensus 6/out of 6 6/out of 6 3/out of 3 Info and knowledge 3/out of 3 3/out of 3 3/out of 3 Monitoring 6/out of 6 6/out of 6 3/out of 3
Outcome 2: MCPA financial planning and management systems are facilitating effective business planning, adequate levels of	Improved financial sustainability for SEPAs, as measured by the Financial Sustainability Scorecard Legal and regulatory framework	 66% - 52 out of 78

Objective / Outcomes	Indicator	Target
revenue generation and cost-effective management	Business planning Tools for revenue generation	93% - 57 out of 61 74% - 42 out of 57 Total 77% - 151 out of 196
	EPASA self financing capacity	EPASA has tools to identify and implement a range of affordable and sustainable financing options and mechanisms for funding the planning and management of marine protected areas
	EPASA's self-funded revenue	25% of total budgets
Outcome 3: Inter-agency coordination mechanisms in place to regulate and manage economic activities within multiple use areas of the MCPAs	Number of No Fishing Areas established within SEPAs	Two No Fishing Areas covering approximately 1,000 ha. established within SEPAs
	Marine fish populations in areas to be declared 'No Fishing Areas'	30% increase in estimated fish stocks within 2 years of declaration of NFA
	Marine pollution levels in SEPAs	25% reduction in ambient pollution levels associated with ship-based sources in three SEPAs, including yachting center Fethiye-Gocek
	Globally threatened species populations	Stable or increasing populations of sandbar sharks at Gocek Bay

Table 8. Risks facing the project and the risk mitigation strategy

Risk	Risk rating	Risk mitigation strategy
Institutional / regulatory: unexpected changes in institutional structure and/or responsibility for specific PAs.	L	The risk of major institutional changes, such as the creation of a single agency for managing protected areas, appears to have decreased since the project was originally conceived. A potentially significant disruption to project activities based on institutional restructuring therefore now appears unlikely.
An expected legal changes which would enable the Fisheries Department to establish Restricted Fishing Areas may not materialize	M	This risk has been mitigated by a plan to utilize the fisheries Department's existing authority to create new No Fishing Areas, in case the expanded powers to create Fisheries Restricted Areas are not forthcoming. The impact on the project's ability to achieve its outcomes would therefore be limited.
Stakeholder support and understanding of the project could be undermined by staff changes in the responsible institutions, hampering the project's	M-L	The project is designed to further the goals and objectives of the Ministry of Environment SEPA program and the Strategic Plan of EPASA goals and objectives and as such, should be able to withstand such changes. The project emphasizes the creation of partnerships that go beyond individual staff.

Risk	Risk rating	Risk mitigation strategy
ability to achieve improved conservation management.		
In discussions during the project development stage, EPASA has remained somewhat hesitant to embark on a full blown programme of revenue generation. For example, there is a belief that tourists visiting the Turkish coast may be resistant to charges and other revenue generating mechanisms and that demand could be affected. Thus, the risk identified is that EPASA may maintain a conservative attitude towards the development of innovative revenue-generating techniques, thus limiting its ability to increase self-generated revenues.	M	The project aims to develop a strategy for financial sustainability ensuring that MCPA financial planning and management systems are facilitating effective business planning, adequate levels of revenue generation and cost-effective management. As part of this process, willingness-to-pay and other studies are envisaged that will help to convince policymakers in EPASA and other agencies of the essential validity of various potential revenue generating mechanisms.
Climate change: marine ecosystems are susceptive to climate change impacts	M	The PPG has conducted an initial survey of baseline work related to the potential impacts of climate change on marine ecosystems. The Middle East Technical University (METU-Erdemli) has built up a potentially useful set of oceanographic data on, *inter alia*, sea water temperatures. In order to mitigate this risk, the project will support EPASA efforts to develop an improved understanding of marine ecosystem resiliency in the face of likely climate change impacts on sea levels and on water temperatures, and to develop associated management strategies. This will include incorporating climate change resilience analysis into EPASA's MCPA monitoring programme.

2.4 Incremental reasoning and expected global, national and local benefits

64. The project addresses the main barriers that prevent Turkey from addressing threats to marine biodiversity: (i) Limited capacities and skills for gaps analysis and 'sensitive areas' identification and management; (ii) Deficiencies related to long term sustainable finance are hampering management capacity and the expansion of MCPAs, and; (iii) Competing and/or overlapping jurisdictions and responsibilities for conservation and use of the SEPAs are combined with inadequate mechanisms for inter-sectoral co-ordination and bureaucratic conflict resolution.

65. Under the "business-as-usual" scenario, Turkey's marine biodiversity would remain under significant threat, with only minor advances in the effectiveness of MCPAs as a conservation tool. Highly

biodiverse marine areas will remain outside the current system of protection. Definition and implementation of conservation measures, including zoning, within large, multiple use SPAs would remain incomplete. The effectiveness of MCPA management would further suffer from institutional constraints as well as poorly developed financial planning systems. Under the GEF-led alternative scenario, Turkey's marine and coastal biodiversity will benefit from a concentrated effort to extend conservation to areas which are currently unprotected in a reconfigured MCPA network designed to protected biodiversity while optimizing its ecological service function – under effective and sustainable adaptive management.

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

67. Under the alternative scenario, Turkey's MCPA system will be strengthened in a number of ways as compared with the baseline. First, the country's system of MCPAs will have been expanded by approximately 100,000 ha., or 44% compared with baseline levels. In addition to new SEPAs, this expansion will include the first significant efforts to create fisheries restricted areas, a potentially critical tool in Turkey's future efforts to conserve marine biodiversity. Management capacities on the part of key MCPA managing authorities will have been strengthened. An agreed national-level plan will be in place to guide further expansion. Systems for sustainable MCPA financing will have been strengthened, further enabling management of existing sites while providing a solid platform for further expansion. Critical new inter-agency co-ordinating structures will have been established, thereby addressing an important gap in the baseline. As a result, agencies and other stakeholders will be better able to jointly address both land-based and marine-based threats to marine biodiversity.

68. System Boundary: In biological terms, the project is concerned strictly with conservation of marine biological diversity. Geographically, the project is concerned with those ecosystems that support marine biological diversity within the Turkish territorial waters as implemented. This includes the entire Sea of Marmara and the waters up to the 12 nm limit within the Turkish territorial waters as implemented. The only exception is the beach habitats along the Mediterranean which provide marine turtle nesting habitat. As a result of this emphasis and its choice of strategic program, the project concentrates on a sub-set of Turkey's protected areas system, namely those PAs which include marine coverage. Under the baseline, such PAs also have terrestrial coverage, and are therefore classified as MCPAs. The project is concerned with the terrestrial portions of these MCPAs only in so far as they may be areas from which threats to marine biodiversity are emanating. Terrestrial biodivercity within these sites, or within other coastal PAs, falls outside of the system boundary for this project. In terms of time, baseline and incremental costs have been assessed over the planned 4-year life-span of the project.

69. Summary of costs: The total cost of the project, including co-funding and GEF funds, amounts to US$6,200,000. Of this total, co-funding constitutes nearly 65% or US$4,000,000. GEF financing comprises the remaining 35% of the total, or US$ 2,200,000. The incremental cost matrix in the Project Document provides a summary breakdown of baseline costs and co-funded and GEF-funded alternative costs

Expected global, national and local benefits

70. By the end of the project, efforts to conserve biodiversity within the Turkish territorial waters as implemented. The country's system of MCPAs will have been expanded by approximately 100,000 ha., or 44% compared with baseline levels. In addition to new SEPAs, this expansion will include the first significant efforts to create fisheries restricted areas, a potentially critical tool in Turkey's future efforts to conserve marine biodiversity. Management capacities on the part of key MCPA managing authorities will have been strengthened. An agreed national-level plan will be in place to guide further expansion. Systems for sustainable MCPA financing will have been strengthened, further enabling management of existing sites while providing a solid platform for further expansion. Critical new inter-agency co-

ordinating structures will have been established, thereby addressing an important gap in the baseline. As a result, agencies and other stakeholders will be better able to jointly address both land-based and marine-based threats to marine biodiversity. Impacts on biodiversity (see next para.) will be mediated and facilitated by a strengthened system of MCPAs. By seeking above all an increase in the sustainability of the MCPA system, the project aims to ensure that its impacts are both significant as well as long term in nature. As such, the expected stream of impacts on marine biodiversity in particular arising from a shift in current trends is expected to continue well beyond project completion.

71. The project is expected to have significant positive impacts on Turkey's marine biodiversity compared with the baseline scenario. The global biodiversity benefits are associated with a number of tangible changes in the structure and functions of Turkey's system of marine protected areas. First, management of over 161,000 ha of marine protected areas will be substantially improved as compared with baseline efforts, with greatly increased attention paid to conservation of marine biodiversity within these existing sites. Second, the project will help to bring an estimated 100,000 hectares of marine area under protection. As a resit result of these and related changes, globally threatened species, including monk seals *Monachus monachus*), marine turtles (*Caretta caretta* and *Chelonia mydas*), sandbar shark (*Carcharinus plumbeus*) and sea grass (*Posidonia oceanica*) will benefit from the effective havens represented by these sites through lowered levels of pressure and reduced risk of local extirpation. Critical habitats types such as *Cystoria mediterranea*, *Caulerpa prolifera*, *Pinna nobilis*, *Arbasia lixuria*, *Paracentratus lividus* and *Zostera marina* will likewise benefit. Marine areas are expected to increase their importance as local biodiversity havens for species threatened elsewhere within the Mediterranean, Black and Aegean Seas.

Country Ownership: Country Eligibility and Country Driveness

72. Turkey's environmental and biodiversity-related priorities are outlined in documents such as the Nineth Five-Year Development Plan, the National Agenda 21 and the National Biodiversity Strategy and Action Plan (NBSAP). The project is being designed with attention to these documents. For example, both the second and third NBSAP reports note that GEF support under the present cycle will focus on conservation of marine and coastal areas. The Nineth Five-Year Development Plan points to the effects of rapid urbanization and associated wastes and environmental problems, particularly on coastal and marine areas.[48] It also refers to deficiencies in participation in decision-making as well as a need for decentralization in order to address these problems.[49] Finally, it calls for management and action plans for Specially Protected Areas.[50] The present project is designed to address, *inter alia*, these very issues. The Protected Area System constitutes the foundation of Turkey's programming framework for biodiversity conservation. While not denying other conservation strategies, the Government has identified the need to establish and effectively manage a representative PA estate as critical to providing a refugia for flora and fauna and an ecological safeguard, should biodiversity be extirpated in production landscapes. Currently, forest and marine ecosystems are under-represented in the PA system. This project addresses the coverage gaps in the MCPA system, while a separate MSP addresses the increase of PA representation in forest ecosystems. GEF support to Turkey will thus make a significant contribution towards realization of the country's highest national conservation priorities.

Sustainability

[48] 9th Five-Year Development Plan, Para. 1800.
[49] Ibid, Para. 1801.
[50] Ibid, Para. 1815.

73. Environmental sustainability: The MPAs being established and/or strengthened under the project will help to ensure environmental sustainability of Turkey's marine ecosystems. This includes the sustainability of coastal fisheries, which will be raised through the extension of a system of restricted fishing areas. Finally, reduced impacts on marine areas from other marine-based and land-based activities will provide an additional support to environmental sustainability.

74. Financial sustainability: A baseline level of financial sustainability for SEPAs has been estimated during preparation of the present document using the financial sustainability scorecard. The highest score was achieved in the area of business planning (90%), while legal and regulatory framework and tools for revenue generation scored 47% and 42% respectively. Outcome 2 has been designed to improve financial sustainability, with several outputs aimed at increasing each of these elements of financial sustainability. Under the alternative scenario, EPASA wil have the toold to identify and implement a range of affordable and sustainable financing options and mechanisms for funding the planning and management of SEPAs. In addition, it is estimated that EPASA's percentage of self-funded revenues will rise from 10% under the baseline to 25% under the alternative scenario.

75. Social sustainability: Social sustainability will be achieved through an extended field-level presence on the part of managing agencies and by careful consultations regarding restrictions being put in place by existing and new MPAs.

76. Institutional sustainability: EPASA is fully engaged and committed to the process of MPA management and expansion. Efforts to raise EPASA's human and institutional capacities will help to ensure that follow-up efforts are undertaken profeessionally and cost effectively.

Replicability

77. The GEF Alternative includes support for MPA expansion, including both SEPAs and restricted fishing areas. In addition, it will produce design a 10-year Action Plan for MPA management and expansion. This Action Plan will provide the vehicle for replication of project lessons throughout an expanded MPA system.

PART III: Management Arrangements

78. The project will be executed by Environmental Protection Agency for Special Areas (EPASA) which is an affiliated organization of Ministry of Environment and Forestry, following UNDP guidelines for nationally executed projects. The Executing agency will sign the grant agreement with UNDP and will be accountable to UNDP for the disbursement of funds and the achievement of the project objective and outcomes, according to the approved work plan. In particular, the Executing Agency will be responsible for the following functions: (i) coordinating activities to ensure the delivery of agreed outcomes; (ii) certifying expenditures in line with approved budgets and work-plans; (iii) facilitating, monitoring and reporting on the procurement of inputs and delivery of outputs; (iv) coordinating interventions financed by GEF/UNDP with other parallel interventions; (v) approval of Terms of Reference for consultants and tender documents for sub-contracted inputs; and (vi) reporting to UNDP on project delivery and impact.

79. The Environmental Protection Agency for Special Areas (EPASA) as the executing agency on behalf of MoEF, will implement the project and work in close cooperation with the General Directorate for Nature Conservation and National Parks (GDNCNP), Ministry of Agriculture and Rural Affairs, Culture and Tourism, Public Works and Settlement, marine and coastal management faculties and research institutes, governors of districts and villages headmen, national and local NGOs, and representatives of the local people.

80. The project will establish a Project Steering Committee (PSC), a Project Management Unit (PMU) which will be located in Ankara to ensure coordination among stakeholder organizations at central level during the project period and Local Committees. The PMU and the SC will be instrumental in conveying the messages/outcomes of actual site work to relevant central bodies and make use of them in developing new policies. The LCs will be locally based at the project site and directly responsible for implementing and/or overseeing the activities on the ground.

Steering Committee (SC): will be established at the inception of the project. It will be composed of the EPASA, Dept of Foreign Relations and EU, General Directorate of Nature Conservation and National Parks, General Directorate of Environmental Impact Assessment and Planning of MoEF, UNDP-Turkey, and Ministry of Agriculture and Rural Affairs (MARA), The Undersecretariat of Maritime Affairs, Turkish Coast Guard Command and State Planning Organization. The PSC will meet at least quarterly and it will be convened and supported logistically by the PMU. The PSC will be chaired by EPASA and will provide overall guidance for the project throughout its implementation. Specifically the PSC will be responsible for: (i) achieving co-ordination among the various government agencies; (ii) guiding the program implementation process to ensure alignment with national and local statutory planning processes and sustainable resource use and conservation policies, plans and conservation strategies; (iii) ensuring that activities are fully integrated between the other developmental initiatives in the region; (iv) overseeing the work being carried out by the implementation units, monitoring progress and approving reports; (v) overseeing the financial management and production of financial reports; (vi) monitor the effectiveness of project implementation; and (vii) preparing regular report-backs for the representing Departments/Institutions. At the first meeting, of the PSC, the EPASA will appoint the Project Coordinator from the EPASA. The SC shall be led by the EPASA and regularly meet every six months unless urgent decision-making is necessary.

81. **Project Management Unit (PMU):** The project administration and coordination between zones and relevant organizations will be carried out by a PMU under the overall guidance of the SC. The PMU will be composed of an overall Project Coordinator, a Project Manager and a Project Assistant/Financial Officer. More specifically, the role of the PMU will be to: (i) ensure the overall project management and monitoring according to UNDP rules on managing UNDP/GEF projects; (ii) facilitate communication and networking among key stakeholders in Ankara; (iii) organize the meetings of the PSC; and (iv) support the local stakeholders. The PMU Coordinator shall be assigned by EPASA. The PMU Coordinator will be responsible for the administrative and technical coordination of the project and report progress upon feed-back received from the project partners.

82. **Local Committees (LC):** The coordination among the LC will be provided by the PMU, and the members of all committees may get together at certain intervals, for instance during annual general assembly, where all the stakeholders meet regularly.

83. **UNDP:** The GOT has requested UNDP assistance for the design and implementation of this FSP, due to UNDP's proven record in Europe and CIS region and globally in developing the enabling environment for protected area establishment and management in terms of policy, governance, institutional capacity and management know-how. Currently, UNDP is supporting a number of projects in Europe and CIS focused on catalyzing the sustainability of protected areas with an impact on more than 60 protected areas in the region covering more than 16 million hectares. The Project will be implemented by UNDP Turkey. UNDP Turkey will be responsible for technical and financial management of the project in close collaboration and consultation with the EPASA. Project components will be implemented through the PMU established through project funds. In addition to the results and the activities enumerated above, the UNDP will be responsible for: (i) Ensuring professional and timely implementation of the activities and delivery of the reports and other outputs identified in the project document; (ii) Coordination and supervision of the activities outlined in the project document; (iii)

Undertaking necessary organizational arrangements for all project meetings to be held under the aegis of EPASA; (iv) Contracting of and contract administration for qualified local and international experts who meet the formal requirements of the UNDP/GEF; (v) Manage and be responsible of all financial administration to realize the targets envisioned in consultation with EPASA; (vi) To mainstream project outcomes in its own national programme and consider funding opportunities from its own resources; (vii) To coordinate with UN Country Team in Turkey with a view to mainstreaming in their interventions at the country level and funding as appropriate; (viii) Establishing an effective networking between project stakeholders, specialized international organizations and the donor community; (ix) Ensure networking among the country-wide stakeholders; (x) Review and make recommendations for reports produced under the project; and (x) Establish and endorse the thematic areas, with a view to ensuring linkage to national policy goals, relevance, effectiveness and impartiality of the decision making process.

PART IV: Monitoring and Evaluation Plan and Budget

84. Project monitoring and evaluation will be conducted in accordance with established UNDP and GEF procedures and will be provided by the project team and the UNDP Country Office (UNDP-CO) with support from the UNDP/GEF Regional Coordination Unit in Bratislava. The Logical Framework Matrix in Annex 1 provides *performance* and *impact* indicators for project implementation along with their corresponding *means of verification*. The METT tool, Financial Scorecard and Capacity Assessment Scorecard will all be used as instruments to monitor progress in PA management effectiveness. Baseline METT scores attached in Annex E of the CEO Endorsement Document. The M&E plan includes: inception report, project implementation reviews, quarterly and annual review reports, a mid-term and final evaluation. The following sections outline the principle components of the Monitoring and Evaluation Plan and indicative cost estimates related to M&E activities. The project's Monitoring and Evaluation Plan will be presented and finalized in the Project's Inception Report following a collective fine-tuning of indicators, means of verification, and the full definition of project staff M&E responsibilities.

Monitoring and reporting[51]

Project Inception Phase

85. Project monitoring and evaluation will be conducted in accordance with established UNDP and GEF procedures and will be provided by the project team and the UNDP Country Office (UNDP-CO) with support from the UNDP/GEF Regional Coordination Unit in Bratislava. The Logical Framework Matrix in Annex A provides *performance* and *impact* indicators for project implementation along with their corresponding *means of verification*. The METT tool (see Annex E), Financial Scorecard (Annex F) and Capacity Assessment Scorecard (Annex G) will all be used as instruments to monitor progress in PA management effectiveness. The M&E plan includes: inception report, project implementation reviews, quarterly and annual review reports, a mid-term and final evaluation. The following sections outline the principle components of the Monitoring and Evaluation Plan and indicative cost estimates related to M&E activities. The project's Monitoring and Evaluation Plan will be presented and finalized in the Project's Inception Report following a collective fine-tuning of indicators, means of verification, and the full definition of project staff M&E responsibilities.

Monitoring and reporting[52]

[51] As per GEF guidelines, the project will also be using the BD 1 Management Effectiveness Tracking Tool (METT). New or additional GEF monitoring requirements will be accommodated and adhered to once they are officially launched.

Project Inception Phase

86. A Project Inception Workshop will be conducted with the full project team, relevant government counterparts, co-financing partners, the UNDP-CO and representation from the UNDP-GEF Regional Coordinating Unit, as well as UNDP-GEF (HQs) as appropriate. A fundamental objective of this Inception Workshop will be to assist the project team to understand and take ownership of the project's goal and objective, as well as finalize preparation of the project's first annual work plan on the basis of the logframe matrix. This will include reviewing the logframe (indicators, means of verification, assumptions), imparting additional detail as needed, and on the basis of this exercise, finalizing the Annual Work Plan (AWP) with precise and measurable performance indicators, and in a manner consistent with the expected outcomes for the project. Additionally, the purpose and objective of the Inception Workshop (IW) will be to: (i) introduce project staff with the UNDP-GEF team which will support the project during its implementation, namely the CO and responsible Regional Coordinating Unit staff; (ii) detail the roles, support services and complementary responsibilities of UNDP-CO and RCU staff vis à vis the project team; (iii) provide a detailed overview of UNDP-GEF reporting and monitoring and evaluation (M&E) requirements, with particular emphasis on the Annual Project Implementation Reviews (PIRs) and related documentation, the Annual Review Report (ARR), as well as mid-term and final evaluations. Equally, the IW will provide an opportunity to inform the project team on UNDP project related budgetary planning, budget reviews, and mandatory budget rephasings. The IW will also provide an opportunity for all parties to understand their roles, functions, and responsibilities within the project's decision-making structures, including reporting and communication lines, and conflict resolution mechanisms. The Terms of Reference for project staff and decision-making structures will be discussed again, as needed, in order to clarify for all, each party's responsibilities during the project's implementation phase.

Monitoring responsibilities and events

87. A detailed schedule of project review meetings will be developed by the project management, in consultation with project implementation partners and stakeholder representatives and incorporated in the Project Inception Report. Such a schedule will include: (i) tentative time frames for Project Board Meetings and (ii) project related Monitoring and Evaluation activities. Day-to-day monitoring of implementation progress will be the responsibility of the Project Manager based on the project's Annual Work Plan and its indicators. The Project Manager will inform the UNDP-CO of any delays or difficulties faced during implementation so that the appropriate support or corrective measures can be adopted in a timely and remedial fashion. The Project Manager will fine-tune the progress and performance/impact indicators of the project in consultation with the full project team at the Inception Workshop with support from UNDP-CO and assisted by the UNDP-GEF Regional Coordinating Unit. Specific targets for the first year implementation progress indicators together with their means of verification will be developed at this Workshop. These will be used to assess whether implementation is proceeding at the intended pace and in the right direction and will form part of the Annual Work Plan. Targets and indicators for subsequent years would be defined annually as part of the internal evaluation and planning processes undertaken by the project team.

88. Measurement of impact indicators related to global biodiversity benefits will occur according to the schedules defined in the Inception Workshop, using METT scores. The measurement of these will be undertaken through subcontracts or retainers with relevant institutions. Periodic monitoring of implementation progress will be undertaken by the UNDP-CO through quarterly meetings with the Implementing Partner, or more frequently as deemed necessary. This will allow parties to take stock and

[52] As per GEF guidelines, the project will also be using the BD 1 Management Effectiveness Tracking Tool (METT). New or additional GEF monitoring requirements will be accommodated and adhered to once they are officially launched.

to troubleshoot any problems pertaining to the project in a timely fashion to ensure smooth implementation of project activities.

89. Annual Monitoring will occur through the Project Board Meetings (PBM). This is the highest policy-level meeting of the parties directly involved in the implementation of a project. The project will be subject to PBMs two times a year. The first such meeting will be held within the first six months of the start of full implementation.

90. The Project Manager in consultations with UNDP-CO and UNDP-GEF RCU will prepare a UNDP/GEF PIR/ARR and submit it to PBM members at least two weeks prior to the PBM for review and comments. The PIR/ARR will be used as one of the basic documents for discussions in the PB meeting. The Project Manager will present the PIR/ARR to the Project Board, highlighting policy issues and recommendations for the decision of the PBM participants. The Project Manager also informs the participants of any agreement reached by stakeholders during the PIR/ARR preparation on how to resolve operational issues. Separate reviews of each project component may also be conducted if necessary. The Project Board has the authority to suspend disbursement if project performance benchmarks are not met. Benchmarks will be developed at the Inception Workshop, based on delivery rates, and qualitative assessments of achievements of outputs.

91. The terminal PBM is held in the last month of project operations. The Project Manager is responsible for preparing the Terminal Report and submitting it to UNDP-CO and UNDP-GEF RCU. It shall be prepared in draft at least two months in advance of the terminal PBM in order to allow review, and will serve as the basis for discussions in the PBM. The terminal meeting considers the implementation of the project as a whole, paying particular attention to whether the project has achieved its stated objectives and contributed to the broader environmental objective. It decides whether any actions are still necessary, particularly in relation to sustainability of project results, and acts as a vehicle through which lessons learnt can be captured to feed into other projects under implementation of formulation.

92. UNDP Country Offices and UNDP-GEF RCU as appropriate, will conduct yearly visits to project sites based on an agreed upon schedule to be detailed in the project's Inception Report/Annual Work Plan to assess first hand project progress. Any other member of the Project Board can also accompany. A Field Visit Report/BTOR will be prepared by the CO and UNDP-GEF RCU and circulated no less than one month after the visit to the project team, all Project Board members, and UNDP-GEF.

Project Reporting

93. The Project Manager in conjunction with the UNDP-GEF extended team will be responsible for the preparation and submission of the following reports that form part of the monitoring process. The first six reports are mandatory and strictly related to monitoring, while the last two have a broader function and the frequency and nature is project specific to be defined throughout implementation.

94. A Project Inception Report will be prepared immediately following the Inception Workshop. It will include a detailed Firs Year/ Annual Work Plan divided in quarterly time-frames detailing the activities and progress indicators that will guide implementation during the first year of the project. This Work Plan will include the dates of specific field visits, support missions from the UNDP-CO or the Regional Coordinating Unit (RCU) or consultants, as well as time-frames for meetings of the project's decision making structures. The Report will also include the detailed project budget for the first full year of implementation, prepared on the basis of the Annual Work Plan, and including any monitoring and evaluation requirements to effectively measure project performance during the targeted 12 months time-frame. The Inception Report will include a more detailed narrative on the institutional roles, responsibilities, coordinating actions and feedback mechanisms of project related partners. In addition, a section will be included on progress to date on project establishment and start-up activities and an update of any changed external conditions that may effect project implementation. When finalized, the report

will be circulated to project counterparts who will be given a period of one calendar month in which to respond with comments or queries. Prior to this circulation of the IR, the UNDP Country Office and UNDP-GEF's Regional Coordinating Unit will review the document.

95. An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board. As a self-assessment by the project management, it does not require a cumbersome preparatory process. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the Project Progress Report (PPR) covering the whole year with updated information for each element of the PPR as well as a summary of results achieved against pre-defined annual targets at the project level. As such, it can be readily used to spur dialogue with the Project Board and partners. An ARR will be prepared on an annual basis prior to the Project Board meeting to reflect progress achieved in meeting the project's Annual Work Plan and assess performance of the project in contributing to intended outcomes through outputs and partnership work. The ARR should consist of the following sections: (i) project risks and issues; (ii) project progress against pre-defined indicators and targets and (iii) outcome performance.

96. The Project Implementation Review (PIR) is an annual monitoring process mandated by the GEF. It has become an essential management and monitoring tool for project managers and offers the main vehicle for extracting lessons from ongoing projects. Once the project has been under implementation for a year, a Project Implementation Report must be completed by the CO together with the project team. The PIR should be participatorily prepared in July and discussed with the CO and the UNDP/GEF Regional Coordination Unit during August with the final submission to the UNDP/GEF Headquarters in the first week of September.

97. Quarterly progress reports: Short reports outlining main updates in project progress will be provided quarterly to the local UNDP Country Office and the UNDP-GEF RCU by the project team.

98. UNDP ATLAS Monitoring Reports: A Combined Delivery Report (CDR) summarizing all project expenditures, is mandatory and should be issued quarterly. The Project Manager should send it to the Project Board for review and the Implementing Partner should certify it. The following logs should be prepared: (i) The Issues Log is used to capture and track the status of all project issues throughout the implementation of the project. It will be the responsibility of the Project Manager to track, capture and assign issues, and to ensure that all project issues are appropriately addressed; (ii) the Risk Log is maintained throughout the project to capture potential risks to the project and associated measures to manage risks. It will be the responsibility of the Project Manager to maintain and update the Risk Log, using Atlas; and (iii) the Lessons Learned Log is maintained throughout the project to capture insights and lessons based on good and bad experiences and behaviours. It is the responsibility of the Project Manager to maintain and update the Lessons Learned Log.

99. Project Terminal Report: During the last three months of the project the project team will prepare the Project Terminal Report. This comprehensive report will summarize all activities, achievements and outputs of the Project, lessons learnt, objectives met, or not achieved, structures and systems implemented, etc. and will be the definitive statement of the Project's activities during its lifetime. It will also lay out recommendations for any further steps that may need to be taken to ensure sustainability and replicability of the Project's activities.

100. Periodic Thematic Reports: As and when called for by UNDP, UNDP-GEF or the Implementing Partner, the project team will prepare Specific Thematic Reports, focusing on specific issues or areas of activity. The request for a Thematic Report will be provided to the project team in written form by UNDP and will clearly state the issue or activities that need to be reported on. These reports can be used as a form of lessons learnt exercise, specific oversight in key areas, or as troubleshooting exercises to evaluate and overcome obstacles and difficulties encountered. UNDP is requested to minimize its requests for Thematic Reports, and when such are necessary will allow reasonable timeframes for their preparation by the project team.

101. Technical Reports are detailed documents covering specific areas of analysis or scientific specializations within the overall project. As part of the Inception Report, the project team will prepare a draft Reports List, detailing the technical reports that are expected to be prepared on key areas of activity during the course of the Project, and tentative due dates. Where necessary this Reports List will be revised and updated, and included in subsequent APRs. Technical Reports may also be prepared by external consultants and should be comprehensive, specialized analyses of clearly defined areas of research within the framework of the project and its sites. These technical reports will represent, as appropriate, the project's substantive contribution to specific areas, and will be used in efforts to disseminate relevant information and best practices at local, national and international levels.

102. Project Publications will form a key method of crystallizing and disseminating the results and achievements of the Project. These publications may be scientific or informational texts on the activities and achievements of the Project, in the form of journal articles, multimedia publications, etc. These publications can be based on Technical Reports, depending upon the relevance, scientific worth, etc. of these Reports, or may be summaries or compilations of a series of Technical Reports and other research. The project team will determine if any of the Technical Reports merit formal publication, and will also (in consultation with UNDP, the government and other relevant stakeholder groups) plan and produce these Publications in a consistent and recognizable format. Project resources will need to be defined and allocated for these activities as appropriate and in a manner commensurate with the project's budget.

Independent evaluations

103. The project will be subjected to at least two independent external evaluations as follows: An independent Mid-Term Evaluation will be undertaken at exactly the mid-point of the project lifetime. The Mid-Term Evaluation will determine progress being made towards the achievement of outcomes and will identify course correction if needed. It will focus on the effectiveness, efficiency and timeliness of project implementation; will highlight issues requiring decisions and actions; and will present initial lessons learned about project design, implementation and management. Findings of this review will be incorporated as recommendations for enhanced implementation during the final half of the project's term. The organization, terms of reference and timing of the mid-term evaluation will be decided after consultation between the parties to the project document. The Terms of Reference for this Mid-term evaluation will be prepared by the UNDP CO based on guidance from the UNDP-GEF Regional Coordinating Unit.

104. An independent Final Evaluation will take place three months prior to the terminal Project Board meeting, and will focus on the same issues as the mid-term evaluation. The final evaluation will also look at impact and sustainability of results, including the contribution to capacity development and the achievement of global environmental goals. The Final Evaluation should also provide recommendations for follow-up activities. The Terms of Reference for this evaluation will be prepared by the UNDP CO based on guidance from the UNDP-GEF Regional Coordinating Unit.

Learning and knowledge sharing

105. Results from the project will be disseminated within and beyond the project intervention zone through a number of existing information sharing networks and forums. In addition, the project will participate, as relevant and appropriate, in UNDP/GEF sponsored networks, organized for Senior Personnel working on projects that share common characteristics. UNDP/GEF Regional Unit has established an electronic platform for sharing lessons between the project coordinators. The project will identify and participate, as relevant and appropriate, in scientific, policy-based and/or any other networks, which may be of benefit to project implementation though lessons learned. The project will identify, analyze, and share lessons learned that might be beneficial in the design and implementation of similar

future projects. Identify and analyzing lessons learned is an on- going process, and the need to communicate such lessons as one of the project's central contributions is a requirement to be delivered not less frequently than once every 12 months. UNDP/GEF shall provide a format and assist the project team in categorizing, documenting and reporting on lessons learned.

Audit Clause

106. The Government will provide the Resident Representative with certified periodic financial statements, and with an annual audit of the financial statements relating to the status of UNDP (including GEF) funds according to the established procedures set out in the Programming and Finance manuals. The Audit will be conducted according to UNDP financial regulations, rules and audit policies by the legally recognized auditor of the Government, or by a commercial auditor engaged by the Government.

Table 1. Project Monitoring and Evaluation Plan and Budget

Type of M&E activity	Responsible Parties	Budget US$ *Excluding project team Staff time*	Time frame
Inception Workshop	Project Coordinator UNDP CO UNDP GEF	10,000	Within first two months of project start up
Inception Report	Project Team UNDP CO	None	Immediately following IW
Measurement of Means of Verification for Project Purpose Indicators	Project Manager will oversee the hiring of specific studies and institutions, and delegate responsibilities to relevant team members	To be finalized in Inception Phase and Workshop. Indicative cost: 15,000.	Start, mid and end of project
Measurement of Means of Verification for Project Progress and Performance (measured on an annual basis)	Oversight by Project Manager Project team	To be determined as part of the Annual Work Plan's preparation. Indicative cost: 8,000 (annually); total: 32,000	Annually prior to ARR/PIR and to the definition of annual work plans
ARR and PIR	Project Team UNDP-CO UNDP-GEF	None	Annually
Quarterly progress reports	Project team	None	Quarterly
CDRs	Project Manager	None	Quarterly
Issues Log	Project Manager UNDP CO Programme Staff	None	Quarterly
Risks Log	Project Manager UNDP CO Programme Staff	None	Quarterly
Lessons Learned Log	Project Manager UNDP CO Programme Staff	None	Quarterly
Mid-term Evaluation	Project team UNDP- CO UNDP-GEF Regional Coordinating Unit External Consultants (i.e.	40,000	At the mid-point of project implementation.

Type of M&E activity	Responsible Parties	Budget US$ *Excluding project team Staff time*	Time frame
	evaluation team)		
Final Evaluation	Project team, UNDP-CO UNDP-GEF Regional Coordinating Unit External Consultants (i.e. evaluation team)	40,000	At the end of project implementation
Terminal Report	Project team UNDP-CO local consultant	0	At least one month before the end of the project
Lessons learned	Project team UNDP-GEF Regional Coordinating Unit (suggested formats for documenting best practices, etc)	12,000 (average 3,000 per year)	Yearly
Audit	UNDP-CO Project team	8,000	Yearly
Visits to field sites	UNDP Country Office UNDP-GEF Regional Coordinating Unit (as appropriate) Government representatives	Paid from IA fees and operational budget	Yearly
TOTAL INDICATIVE COST Excluding project team staff time and UNDP staff and travel expenses		US$ 157,000	

PART V: Legal Context

107. This Project Document shall be the instrument referred to as such in Article I of the Standard Basic Assistance Agreement between the Government of Turkey and the United Nations Development Programme, signed by the parties on 4 October 1994. The host country implementing agency shall, for the purpose of the Standard Basic Assistance Agreement, refer to the government co-operating agency described in that Agreement.

108. The UNDP Resident Representative in Turkey is authorized to effect in writing the following types of revision to this Project Document, provided that he/she has verified the agreement thereto by the UNDP-GEF Unit and is assured that the other signatories to the Project Document have no objection to the proposed changes:

a) Revision of, or addition to, any of the annexes to the Project Document;

b) Revisions which do not involve significant changes in the immediate objectives, outputs or activities of the project, but are caused by the rearrangement of the inputs already agreed to or by cost increases due to inflation;

c) Mandatory annual revisions which re-phase the delivery of agreed project inputs or increased expert or other costs due to inflation or take into account agency expenditure flexibility; and

d) Inclusion of additional annexes and attachments only as set out here in this Project Document

SECTION II: STRATEGIC RESULTS FRAMEWORK (SRF) AND GEF INCREMENT

Annex A: Project logical framework

Project strategy	Objectively verifiable indicators	Baseline	Target	Sources of verification	Assumptions
Objective: To facilitate expansion of the national system of marine and coastal protected areas and improve its management effectiveness	Coverage of marine ecosystems in the National Protected Area System of Turkey	240.216 ha.	End of project – 340.216 ha.	Official gazette	Council of Ministers approves EPASA requests for new SEPAs (no rejections noted in past)
	Sea turtle emergences at Fethiye and Dalyan	Average 250 nests annually	Average 300-350 nests annually	EPASA monitoring reports	No major 'external' shocks to populations of these migratory species
	Estimated Mediterranean Monk seal (*Monachus monachus*) populations within pilot and new SEPAs	Average 60 annual sightings in the last three years	Sightings will be increased 10-20% during the project period	EPASA monitoring reports	
	Estimated populations of Sandbar sharks *Carcharinus plumbeus)*at Gokova SEPA	Average 15 sighting recorded	Average 25 sighting recorded	EPASA monitoring reports	
Outcome 1: Responsible institutions have the capacities and internal structure needed for	Legally established protected areas, as % of area of overall ecological zone	2.8%	4.0%	Official gazette	Council of Ministers approves EPASA requests for new SEPAs (no rejections noted in past)

Project strategy	Objectively verifiable indicators	Baseline	Target	Sources of verification	Assumptions
prioritizing the establishment of new MCPAs and for more effectively managing existing MCPAs	Management Effectiveness of PAs at project sites (METT Scorecard)	Datça-Bozburun SEPA – 58% Fethiye-Göcek SEPA – 51% Foça SEPA – 52% Gökova SEPA – 56% Köyceğiz-Dalyan SEPA – 63% Ayvalık Adaları -37%	Datça-Bozburun SEPA – 78% Fethiye-Göcek SEPA – 72% Foça SEPA – 78% Gökova SEPA – 78% Köyceğiz-Dalyan SEPA – 82% Ayvalık Adaları -65%	Application of METT in line with monitoring and evaluation component of the project	
	Capacity Assessment Scorecard Policy formulation Systemic Institutional Implementation Systemic Institutional Individual Engagement and consensus Systemic Institutional Individual Mobilize info and knowledge Systemic Institutional Individual Monitoring Systemic Institutional Individual	 Policy Formulation 4/out of 6 2/out of 3 Implementation 5/out of 9 17/out of 27 6/out of 12 Eng. and consensus 4/out of 6 3/out of 6 2/out of 3 Info and knowledge 2/out of 3 2/out of 3 1/out of 3 Monitoring 3/out of 6 2/out of 6 0/out of 3	 Policy Formulation 6/out of 6 3/out of 3 Implementation 8/out of 9 27/out of 36 12/out of 12 Eng. and consensus 6/out of 6 6/out of 6 3/out of 3 Info and knowledge 3/out of 3 3/out of 3 3/out of 3 Monitoring 6/out of 6 6/out of 6 3/out of 3	Capacity assessment scorecard	

Project strategy	Objectively verifiable indicators	Baseline	Target	Sources of verification	Assumptions
Outcome 2: MCPA financial planning and management systems are facilitating effective business planning, adequate levels of revenue generation and cost-effective management	Improved financial sustainability for SEPAs, as measured by the Financial Sustainability Scorecard			Financial Sustainability scorecard	EPASA and other relevant agencies agree to allow EPASA to adopt more aggressive revenue generating options, once these have been developed and their potential impacts, e.g., on demand, are better understood
	Legal and regulatory framework	47% - 37 out of 78	66% - 52 out of 78		
	Business planning	90% - 55 out of 61	93% - 57 out of 61		
	Tools for revenue generation	42% - 24 out of 57	74% - 42 out of 57		
		Total 59% - 116 out of 196	Total 77% - 151 out of 196		
	EPASA self financing capacity	EPASA lacks tools for developing sustainable finance options	EPASA has tools to identify and implement a range of affordable and sustainable financing options and mechanisms for funding the planning and management of marine protected areas	Project reports	
	EPASA's self-funded revenue	10% of total budgets	25% of total budgets	Project reports	
Outcome 3: Inter-agency coordination mechanisms in place to regulate and manage economic activities within multiple use areas of the MCPAs	Number of No Fishing Areas established within SEPAs	No current "no fishing areas"	Two No Fishing Areas covering approximately 1,000 ha. established within SEPAs	Approved SEPA zoning plans	The expected legislation on No Fishing Areas is enatcted.
	Marine fish populations in areas to be declared 'No Fishing Areas'	Depleted fish stocks (levels to be assessed once NFA has been determined)	30% increase in estimated fish stocks within 2 years of declaration of NFA		
	Marine pollution levels in SEPAs	Ambient pollutions levels rising in recent years at several sites	25% reduction in ambient pollution levels associated with ship-based sources in three SEPAs, including yachting center Fethiye-Gocek		
	Globally threatened species populations	Threatened populations of sandbar sharks at Gokova SEPA	Stable or increasing populations of sandbar sharks at Gocek Bay	Biodiversity monitoring report	

Project strategy	Objectively verifiable indicators	Baseline	Target	Sources of verification	Assumptions
Outcome 1: Responsible institutions have the capacities and internal structure needed for prioritizing the establishment of new MCPAs and for more effectively managing existing MCPAs					
1.1 Enhanced and decentralized management capacities for six marine protected areas 1.2 Sensitive zones of five SEPAs and one Nature Park identified and demarcated 1.3 Gaps analysis assessing marine biodiversity coverage under baseline system of marine protected areas 1.4 Expanded coverage of marine areas within national protected area system and adequate management capacities for these new sites 1.5 An approved National 10-year plan for MPA expansion					
Outcome 2: MCPA financial planning and management systems are facilitating effective business planning, adequate levels of revenue generation and cost-effective management					
2.1 Increased capacities for sustainable financial management 2.2 Revised and expanded system- and site-level financing and business plans 2.3 New revenue generating mechanisms such as increased yields from site rentals, partnerships with private enterprise and public donations 2.4 Enhanced cost-offsetting mechanisms, such as partnerships with private sector, NGOs and local Governments 2.5 Agreed institutional responsibilities for MCPA expenditure and revenue generation 2.6 Integration of economic principles into planning practices for cost effective management 2.7 Increased public awareness and support for MPAs and MCPAs 2.8 Sustainable financing strategies for implementation of 10-year MPA expansion					
Outcome 3: Inter-agency coordination mechanisms in place to regulate and manage economic activities within multiple use areas of the MCPAs					
3.1 National-level Marine Protected Areas Commission / Boardco-ordination mechanism 3.2 MPA-level Administrative Board(s) at five SEPAs 3.3 No fishing areas established within two SEPAs 3.4 Demonstrated regulatory and co-ordination mechanisms for controlling marine-based threats to SEPAs 3.5 Marine conservation goals fully integrated into terrestrial planning process at one SEPA					

Annex B: Incremental Cost Analysis

Baseline trend of development of the Turkey's MCPA system and key baseline programs

1. Baseline trend of development of Turkey's MPA system and key baseline programs: Baseline programs may be divided into three main areas, corresponding with the three project outcomes. These are described below.

(i) Management of existing MPAs and establishment of new ones: As discussed above, Turkey's system of MPAs consists of 8 SEPAs, 8 National Park 4 Nature Park, 5 Nature Reserves, , 5 Ramsar sites, about 40 restricted fishing areas and an undetermined number of coastal and marine SITs. With the exception of the restricted fishing areas, these are nearly all MCPAs, i.e., they include both marine and coastal coverage. Excluding the area of SITs, which is unknown, the remaining MCPAs provide nearly 240,216 ha. of marine coverage. Up to the present, baseline management activities at these sites have mainly involved the development of physical and management plans. In the case of SEPAs managed by EPASA, the planning tools include Physical Environment Master Plans, at scales of 1/25,000 and 1/5,000, together with Detailed Implementation Plans, at a scale of 1/1,000. For the relevant National Park and Nature Park managed by GDNCNP, Long-term Development Plans serve as the primary management tools. For most of the Ramsar sites, Special use and Management Plans have been prepared. In preparing its plans, EPASA, led by its Evaluation Department, undertakes a variety of research and data collection efforts. Some of this work is done by EPASA staff, and the remainder is undertaken by NGOs, universities and other governmental bodies. While biodiversity considerations may in some cases be incorporated into environmental master plans, this has not been done systematically in the past. Other baseline activities related to management of existing sites include, in the case of EPASA: (i) investments in environmental infrastructure, such as wastewater treatment and solid waste management facilities; (ii) water quality monitoring; (iii) public awareness raising and other aspects of engagement with civil society. What is lacking in the case of most sites is any active, site-based management by locally-based personnel. This gap has had serious impacts on the ability of EPASA and other agencies to monitor compliance with the rules and regulations that are emerging from their planning documents. Response to threats is typically reactive rather than proactive, so that unwanted changes are typically addressed (or even discovered) after the fact when they are difficult to reverse, rather than prevented up front. Finally, as far as MPA expansion is concerned, EPASA has successfully expanded the marine boundaries of six of the SEPAs in recent years. However, no new SEPAs having marine coverage have been established since 1990.

(ii) Financial planning and management systems: EPASA currently earns income from 3 sources: 1) site rentals in tourism areas, 2) from bank account interest and 3) the sale of planning documents. The major income generator by far is the revenue from site rentals. Some 34 sites within SEPAs, with high tourism visitation are rented out to municipalities and private operators for a fixed annual fee. The fee is negotiated depending on the size of the area and the likely income generation potential to the operator. Bank account interest and document sales are not independently identified items in EPASA accounts. However the earned income for 2007 from site rentals was US$1.23m and is expected to increase to US$1.64m in 2008. This represents 5.7% to 6.7% of total finances of US$21.5m and US$24.5m respectively. The development of Management and Business Plans is an integral part of the work undertaken by EPASA. However, the contents of the plans are based on funding from existing known sources and generally do not take into account new financial initiatives or the opportunities for cost sharing arrangements. Accounting activities including financial reporting are centralized in the Ankara office of EPASA and regional staff have very little input. Similarly there is no financial delegation held by regional offices which would enable them to expend or to receive monies on behalf of EPASA. EPASA currently depends upon the central government budget for some 95% of its funding. The remaining 5% comes from revenues earned by the renting out of sites for refreshments and other services

provided to the public. While the government budget provides for the basic level of services, current funding does not include an allowance for expansion of the marine areas nor the introduction of a program to introduce sustainable financing mechanisms and the undertaking of economic studies. Because of the management pressures on the Agency, the focus of existing budgets is on planning and infrastructure development rather than on conservation measures, including capacity building of staff and raising public awareness.

(iii) Inter-agency co-ordination mechanisms: In the case of EPASA, close co-ordination with local Government agencies and with representatives of national government agencies are necessary in order to ensure that planning decisions are adhered to. Co-ordination between EPASA and the Fisheries Department is of particular importance. However, inter-agency co-ordination under the baseline remains ad-hoc rather than systematic. This leads to missed opportunities, e.g., to establish and monitor No Fishing Areas within SEPAs or to develop and implement inter-agency approaches to controlling ship-based threats. A lack of co-ordination leads to conflict with local government, which often will support pre-development options over pro-conservation ones. At one site (Köycegiz-Dalyan), a solution to the problem of local-level co-ordination is been tested through the creation of a local management committee. Under the baseline, this approach might not be carefully analysed, nor quickly replicated to other sites, which urgently need such solution

2. Under the "business-as-usual" scenario, Turkey's marine biodiversity would remain under significant threat, with only minor advances in the effectiveness of MCPAs as a conservation tool. Highly biodiverse marine areas will remain outside the current system of protection. Definition and implementation of conservation measures, including zoning, within large, multiple use SEPAs would remain incomplete. The effectiveness of MCPA management would further suffer from institutional constraints as well as poorly developed financial planning systems. Under the GEF-led alternative scenario, Turkey's marine and coastal biodiversity will benefit from a concentrated effort to extend conservation to areas which are currently unprotected in a reconfigured MCPA network designed to protected biodiversity while optimizing its ecological service function – under effective and sustainable adaptive management.

Global Environmental Objective

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

Alternative

4. Under the alternative scenario, Turkey's MCPA system will be strengthened in a number of ways as compared with the baseline. First, the country's system of MCPAs will have been expanded by approximately 100,000 ha., or 44% compared with baseline levels. In addition to new SEPAs, this expansion will include the first significant efforts to create fisheries restricted areas, a potentially critical tool in Turkey's future efforts to conserve marine biodiversity. Management capacities on the part of key MCPA managing authorities will have been strengthened. An agreed national-level plan will be in place to guide further expansion. Systems for sustainable MCPA financing will have been strengthened, further enabling management of existing sites while providing a solid platform for further expansion. Critical new inter-agency co-ordinating structures will have been established, thereby addressing an important gap in the baseline. As a result, agencies and other stakeholders will be better able to jointly address both land-based and marine-based threats to marine biodiversity.

System Boundary

5. In biological terms, the project is concerned strictly with conservation of marine biological diversity. Geographically, the project is concerned with those ecosystems that support marine biological diversity within the boundaries of Turkey's territorial waters. This includes the entire Sea of Marmara and the waters up to the 12 nm limit within the Turkish territorial waters as implemented. The only exception is the beach habitats along the Mediterranean which provide marine turtle nesting habitat. As a result of this emphasis and its choice of strategic program, the project concentrates on a sub-set of Turkey's protected areas system, namely those PAs which include marine coverage. Under the baseline, such PAs also have terrestrial coverage, and are therefore classified as MCPAs. The project is concerned with the terrestrial portions of these MCPAs only in so far as they may be areas from which threats to marine biodiversity are emanating. Terrestrial biodiversity within these sites, or within other coastal PAs, falls outside of the system boundary for this project. In terms of time, baseline and incremental costs have been assessed over the planned 4-year life-span of the project.

Summary of Costs

6. The total cost of the project, including co-funding and GEF funds, amounts to US$6,200,000. Of this total, co-funding constitutes nearly 65% or US$4,000,000. GEF financing comprises the remaining 35% of the total, or US$ 2,200,000. The incremental cost matrix in the Project Document provides a summary breakdown of baseline costs and co-funded and GEF-funded alternative costs

Table 1. Incremental Cost Matrix

Benefits and Costs	Baseline (US$)	Alternative	Increment (US$)
Global benefits	Continued reduction in populations of threatened, near threatened and vulnerable species. Degradation of key marine ecosystems.	The alternative scenario will ensure improvement of local populations of all IUCN vulnerable, threatened and near threatened species supported by Turkey's expanding and more effectively managed MPA system	Barriers to PA expansion, financial sustainability and inter-agency co-ordination have been removed
National and local benefits	Reduced ecosystem services derived from marine ecosystems due to fish stock depletion, habitat damage, negative impacts on intra-species and inter-species population structures and marine pollution	Under the alternative scenario, Turkey will benefit from medium-long term increases in ecosystem services and other economic benefits in fisheries and marine and coastal recreation due to increased populations of marine species, increased ecosystem resiliency and reduced levels of marine contamination.	Enhanced management capacities of MPA authorities, including financial management; expanded MPA coverage; Improved targeting of management through sensitive zone identification; approved 10-year MPA management and expansion plan; Revised and expanded system- and site-level financing and business plans; New revenue generating mechanisms; Enhanced cost-offsetting mechanisms; Agreed institutional responsibilities for MCPA expenditure and revenue generation; Integration of economic principles into planning practices for cost-effective management; Increased public awareness and support for MPAs and MCPAs; Sustainable financing strategies for implementation of 10-year MPA expansion; National-level Marine Protected Areas co-ordination mechanism; MPA-level Administrative Board(s) at five SEPAs; No fishing areas established within two SEPAs; Demonstrated regulatory and co-ordination mechanisms for controlling marine-based threats to SEPAs; Marine conservation goals fully integrated into terrestrial planning process at one SEPA

Benefits and Costs	Baseline (US$)	Alternative	Increment (US$)
Global benefits	Continued reduction in populations of threatened, near threatened and vulnerable species. Degradation of key marine ecosystems.	The alternative scenario will ensure improvement of local populations of all IUCN vulnerable, threatened and near threatened species supported by Turkey's expanding and more effectively managed MPA system	Barriers to PA expansion, financial sustainability and inter-agency co-ordination have been removed
Outcome 1 : Responsible institutions have the capacities and internal structure needed for prioritizing the establishment of new MCPAs and for more effectively managing existing MCPAs	GoT: S1,200,000 (Estimated costs of research and conservation efforts only at five SEPAs and one nature park	GoT: $2,300,000 GEF: S900,000	GoT: $1,100,000 GEF: S900,000
	Sub-total baseline: **$1,200,000**	**Sub-total alternative:** **$3,200,000**	**Sub-total increment:** **$2,000,000**
Outcome 2: MCPA financial planning and management systems are facilitating effective business planning, adequate levels of revenue generation and cost-effective management	GoT: $200,000 (Estimated costs of preparing and updating business plans, together with costs of financial management and oversight, at five SEPAs)	GoT: $500,000 GEF: $600,000	GoT: $300,000 GEF: S600,000
	Sub-total baseline: **S200,000**	**Sub-total alternative:** **S1,100,000**	**Sub-total increment:** **S900,000**

Benefits and Costs	Baseline (US$)	Alternative	Increment (US$)
Global benefits	Continued reduction in populations of threatened, near threatened and vulnerable species. Degradation of key marine ecosystems.	The alternative scenario will ensure improvement of local populations of all IUCN vulnerable, threatened and near threatened species supported by Turkey's expanding and more effectively managed MPA system	Barriers to PA expansion, financial sustainability and inter-agency co-ordination have been removed
Outcome 3 : Inter-agency coordination mechanisms in place to regulate and manage economic activities within multiple use areas of the MCPAs	GoT: $200,000 (Estimated costs of inter-agency co-ordination at five SEPAs")	GoT: $800,000 GEF: $500,000	GoT: $600,000 GEF: $500,000
	Sub-total baseline: **$200,000**	**Sub-total alternative:** **$1,300,000**	**Sub-total increment:** **$1,100,000**
Project management	NA	GoT - $400,000 GEF - $ 200,000	GoT - $400,000 GEF - $200,000
	Sub-total baseline: **$0**	**Sub-total alternative:** **$600,000**	**Sub-total increment:** **$600,000**
TOTAL	**TOTAL BASELINE:** **GoT: $1,600,000** **TOTAL: $1,600,000**	**TOTAL ALTERNATIVE:** **GoT: $4,000,000** **GEF: $2,200,000** **TOTAL: $6,200,000**	**TOTAL INCREMENT:** **GoT: $2,400,000** **GEF: $2,200,000** **TOTAL: $4,600,000**

SECTION III: Total Budget and Workplan

Part I: Total Budget and Workplan

Award ID:	00051431
Award Title:	PIMS 3697 Turkey, Marine and Costal Protected Areas
Project ID:	00064042
Project Title:	PIMS 3697 Turkey Strengthening Protected Area Network of Turkey: Catalyzing Sustainability of Marine and Coastal Protected Areas
Executing Agency:	Environmental Protection Agency for Special Areas (EPASA), Ministry of Environment and Forestry (MoEF), Government of Turkey

GEF Outcome/Atlas Activity	ResPart y (IA)	SoF	Atlas Budget Account Code	Input	Amount (USD) Year 1 (2009)	Amount (USD) Year 2 (2010)	Amount (USD) Year 3 (2011)	Amount (USD) Year 4 (2012)	Total (USD)	Budget Notes
OUTCOME 1:		GEF	71200	International Consultants	21,000	52,500	26,250	5,250	105,000	1
		GEF	71300	Local Consultants	32,000	80,000	40,000	8,000	160,000	2
		GEF	72100	Contractual Services - Companies	105,000	262,500	131,250	26,250	525,000	3
		GEF	71600	Travel	8,520	21,300	10,650	2,130	42,600	4
		GEF	72200	Equipment and furniture	6,000	15,000	7,500	1,500	30,000	5
		GEF	74200	Audiovisual and printing production	4,000	10,000	5,000	1,000	20,000	6
		GEF	74500	Miscellaneous Expenses	1,488	3,720	1,860	372	7,440	7
				Total Outcome 1	**178,008**	**445,020**	**222,510**	**44,502**	**890,040**	
OUTCOME 2:		GEF	71200	International Consultants	24,000	60,000	30,000	6,000	120,000	8
		GEF	71300	Local Consultants	36,320	90,800	45,400	9,080	181,600	9
		GEF	72100	Contractual Services -	47,000	117,500	58,750	11,750	235,000	10
		GEF	71600	Travel	9,504	23,760	11,880	2,376	47,520	11
		GEF	74200	Audiovisual and printing production	4,000	10,000	5,000	1,000	20,000	12
				Total Outcome 2	**120,824**	**302,060**	**151,030**	**30,206**	**604,120**	
OUTCOME 3:		GEF	71200	International Consultants	7,800	19,500	21,750	1,950	51,000	13
		GEF	71300	Local Consultants	15,840	39,600	7,800	3,960	67,200	14
		GEF	72100	Contractual services	62,200	155,500	77,750	15,550	311,000	15
		UNDP	72100	Contractual services	5,000	5,000	5,000	5,000	20,000	15
		GEF	71600	Travel	3,128	7,820	3,910	782	15,640	16
		GEF	72200	Equipment & Furniture	5,000	12,500	6,250	1,250	25,000	17
		GEF	74200	Audiovisual & Printing	4,000	10,000	5,000	1,000	20,000	18

		GEF	74500	Miscellaneous Expenses	1,200	3,000	1,500	300	6,000	19
				Total Outcome 3 (GEF)	**99,168**	**247,920**	**123,960**	**24,792**	**495,840**	
				Total Outcome 3 (UNDP)	**5,000**	**5,000**	**5,000**	**5,000**	**20,000**	
Project Management		GEF	71400	Contractual services / individual	41,400	41,400	41,400	41,400	165,600	20
		GEF	71600	Travel	2,880	6700	3,100	720	14,400	21
		GEF	72100	Contractual services	2,000	2,000	2,000	2,000	8,000	22
		GEF	72200	Equipment and furniture	4,600	2,800	2,800	2,800	13,000	23
		GEF	72800	IT equipment	4,500	2,000	2,000	1,500	10,000	23
				SUBTOTAL	**55,380**	**54,900**	**51,300**	**48,420**	**210,000**	
				TOTAL (GEF)	**453,380**	**1,049,900**	**548,800**	**147,920**	**2,200,000**	
				TOTAL (UNDP)	**5,000**	**5,000**	**5,000**	**5,000**	**20,000**	
				PROJECT TOTAL	**458,380**	**1,054,900**	**553,800**	**152,920**	**2,220,000**	

TOTAL BUDGET SUMMARY

Responsible Party/ Implementing Agent	Amount Year 1 (USD)	Amount Year 2 (USD)	Amount Year 3 (USD)	Amount Year 4 (USD)	Total (USD)
GEF	453,380	1,049,900	548,800	147,920	2,200,000
UNDP	5,000	5,000	5,000	5,000	20,000
Government of Turkey (Cash)	500,000	500,000	500,000	500,000	2,000,000
Government of Turkey (In kind)	500,000	500,000	500,000	500,000	2,000,000
GRAND TOTAL	**1,458,380**	**2,054,900**	**1,553,800**	**1,152,920**	**6,220,000**

Part II: Budget Notes

General Cost Factors:

Short-term national consultants (NC) are budgeted at $800 per week. Long-term national consultants are budgeted at $600 per week. This is based on UNDP standard costs.

International consultants (IC) are budgeted at $3,000 per week.

Outcome 1:

1. **International technical assistance outputs** ($105,000, consisting of 35 consultant weeks, at the rate of US$3,000/week; for travel and per diem costs, see travel budget).

    - Updating management plans (Output 1.1, 5 p/w)
    - Data gathering and analysis for demarcation of sensitive zones (Output 1.2, 2 p/w)
    - Development of regulatory, management and monitoring protocols for sensitive areas of SEPAs and Nature Park (Output 1.2, 5 p/w)
    - Technical support for development of new SEPA at Saros Bay and second site (Output 1.3, 6 p/w)
    - Data gathering, analysis and preparation of gaps analysis (Output 1.4, 5 p/w)
    - Development of 10-year Strategy and Action Plan for MPA expansion (Output 1.6, 8 p/w)
    - Evaluation (4 p/w)

2. **Local consultancy outputs** ($160,000, consisting of 150 weeks of short-term consultant support at the rate of US$800/week and 40 weeks of long-term support at $1,000 per week):

    - Updating management plans (Output 1.1, 50 p/w)
    - Develop regulatory, management and monitoring protocols for sensitive areas of SEPAs and Nature Park (Output 1.2, 30 p/w)
    - Technical support for development of new SEPA at Saros Bay (Output 1.3, 10 p/w)
    - Development of 10-year Strategy and Action Plan for MPA expansion (Output 1.5, 58 p/w)
    - Technical co-ordination (all outputs, 40 p/w)
    - Evaluation (2 p/w)

3. **Contractual services** US$525,000 has been budgeted for contractual services, to be allocated as follows:

    - Training and capacity building for MPA management (Output 1.2, $175,000)
    - Data gathering and analysis for zoning and demarcation of sensitive areas (Output 1.2, $50,000)
    - Marine biodiversity-based assessment and management consulting on restricted fishing areas expansion strategy (Output 1.3, $150,000)
    - Data gathering, analysis and consultations for gaps analysis (Output 1.4, $100,000 [multiple small contracts to universities, research institutes, workshop organizers, etc.])
    - Workshops on 10-year strategy and action plan (Output 1.5, $50,000)

4. **Travel:** $42,600 has been budgeted for economy class travel under this outcome by national and international consultants to undertake the required reviews, stakeholder consultations, capacity assessments, training material development and actual training and field-based work. Consultants will be selected on a competitive basis and may not necessarily be based at the project sites. Consultants would need to travel to Ankara where EPASA and other relevant Government agencies are located, as well as to the field sites.

5. **Equipment**: $30,000 has been budgeted for office equipment for site-based staff.

6. **Audiovisual and printing production**: $20,000 has been budgeted for costs of printing materials such as management plans, being produced under this Outcome.

7. **Miscellaneous** $6,000 has been budgeted under miscellaneous for Outcome 1. The precise costs of the site-based activities are difficult to anticipate. Travel and other costs are also likely to rise over the life of the project due to inflation and foreign currency fluctuations. The project will look for cost-savings wherever possible, particularly in relation to travel to the field sites, for example, where it makes sense to pool activities required to deliver outputs under different outcomes and where it is possible to identify qualified consultants capable of delivering these outputs to reduce the number of visits to a particular field site.

Outcome 2:

8. **International technical assistance outputs** ($120,000 consisting of 40 consultant weeks, at the rate of US$3,000/week; for travel and per diem costs, see travel budget):
    - Development of sustainable financing strategic plan (Output 2.1, 5 p/w)
    - Economic handbooks and best practice guidelines (Output 2.1, 4 p/w)
    - Preparation of system financing plan (Output 2.2, 3 p/w)
    - Business plan revision (Output 2.2, 4 p/w)
    - Identification and evaluation of enhanced and new revenue generation opportunities (Output 2.3, 4 p/w)
    - Environmental economic studies, incl. cost-benefit and other valuation studies (Output 2.6, 12 p/w)
    - Integration of revenue generation measures and cost-offsetting mechanisms into expansion plan's financial component (Output 2.8, 4 p/w)
    - Evaluation (4 p/w)

9. **Local consultancy outputs** ($181,600, consisting of 177 weeks of short-term consultant support at the rate of US$800 /week and 40 weeks of long-term consultant support at US$1,000/week):

    - Development of sustainable financing strategic plan (Output 2.1, 20 p/w)
    - Economic handbooks and best practice guidelines (Output 2.1, 28 p/w)
    - Preparation of system financing plan (Output 2.2, 25 p/w)
    - Identification and evaluation of enhanced and new revenue generation opportunities (Output 2.3, 35 p/w)
    - Development of cost offsetting mechanisms (Output 2.4, 15 p/w)
    - Environmental economic studies, incl. cost-benefit and other valuation studies (Output 2.6, 40 p/w)

- Integration of revenue generation measures and cost-offsetting mechanisms into expansion plan's financial component (Output 2.8, 12 p/w)
- Technical co-ordination (all outputs, 40 p/w)
- Evaluation (2 p/w)

10. **Contractual services:** US$235,000 has been budgeted for contractual services, to be allocated as follows:

    - Workshops and consultations ($25,000)
    - Training and capacity building course for business development unit staff ($100,000)
    - Public awareness raising, including campaign and materials ($110,000)

11. **Travel:** $47,520 has been budgeted for economy class travel under this outcome by national and international consultants to undertake the required reviews, stakeholder consultations, capacity assessments, training material development and actual training and field-based work. Consultants will be selected on a competitive basis and may not necessarily be based at the project sites. Consultants would need to travel to Ankara where EPASA and other relevant Government agencies are located, as well as to the field sites.

12. **Audiovisual and printing production:** $20,000 has been budgeted for costs of printing materials being produced under this Outcome.

Outcome 3:

13. **International technical assistance outputs** ($51,000, consisting of 17 consultant weeks, at the rate of US$3,000/week; for travel and per diem costs, see travel budget):
    - Strategy for no fishing areas (Output 3.3, 4 p/w)
    - Strategies for reducing pollution and other impacts of shipping at Gokova (Output 3.4, 3 p/w)
    - Development and integration of biodiversity overlay (Output 3.5, 6 p/w)
    - Evaluation (4 p/w)

14. **Local consultancy outputs** ($67,200, consisting of 54 weeks of short-term consultant support at the rate of US$800/week and 24 weeks of long-term consultant support at US$1,000/month):
    - Technical support to national-level co-ordination, including legal & policy advisory support (Output 3.1, 15 p/w)
    - Technical support to site-level co-ordination, including legal and policy advisory support (Output 3.2, 21 p/w)
    - Strategy for no fishing areas (Output 3.3, 3 p/w)
    - Strategies for reducing pollution and other shipping impacts at Gokova Bay SEPA (Output 3.4, 6 p/w)
    - Lessons learned and replication (9 p/w)
    - Technical co-ordination (all outputs, 24 p/w)

15. **Contractual services** ($311,000 has been budgeted for contractual services, to be allocated as follows:
    - Workshops and consultations (Outputs 3.1, 3.2, 3.3, $91000)

- Implement action plan / strategy for reducing ship-based impacts at Gokova (Output 3.4, $150,000)
- Development and integration of biodiversity planning overlay (Output 3.5, $70,000)

16. **Travel:** $15,000 has been budgeted for economy class travel under this outcome by national and international consultants to undertake the required reviews, stakeholder consultations, capacity assessments, training material development and actual training and field-based work. Consultants will be selected on a competitive basis and may not necessarily be based at the project sites. Consultants would need to travel to Ankara where EPASA and other relevant Government agencies are located, as well as to the field sites.

17. **Equipment**: $25,000 has been budgeted for equipment needed for enhanced inter-sectoral co-ordination, including computing and communications equipment

18. **Audiovisual and printing production**: $20,000 has been budgeted for costs of printing materials being produced under this Outcome.

19. **Miscellaneous** $6,000 has been budgeted under miscellaneous for Outcome 3. The precise costs of the site-based activities are difficult to anticipate. Travel and other costs are also likely to rise over the life of the project due to inflation and foreign currency fluctuations. The project will look for cost-savings wherever possible, particularly in relation to travel to the field sites, for example, where it makes sense to pool activities required to deliver outputs under different outcomes and where it is possible to identify qualified consultants capable of delivering these outputs to reduce the number of visits to a particular field site.

Project Management:

20. **Local Consultants:** $165,600 has been allocated to cover the costs of staff of the Project Management Office (PMO). This amount includes $108,000 for 180 weeks salary for a project manager[53] and $57,600 for 192 weeks salary for a project assistant.

21. **Travel:** A total of $13,400 has been budgeted for travel by staff of the PMO to allow for effective project coordination between the PMO and the different field sites.

22. **Contractual services:** $8,000 has been budget for financial audits.

23. **Office supplies and equipment:** A total of $23,000 has been budgeted for office supplies and equipment. To make the PMO operational, stationery, communication materials, telephone and internet connectivity, and office equipment is necessary.

[53] The other 50% of this full-time project staff member's time will be allocated to tasks associated with implementation of technical components.

SECTION IV: ADDITIONAL INFORMATION

PART I: Other agreements

The Letters of Cofinancing are attached as separate files.

PART II: Terms of References for key project staff and main sub-contracts

The ToRs for key project staff and consultants are presented in Annex C of the CEO Endorsement Document

SECTION IV, PART III: Stakeholder Involvement Plan

Stakeholder Identification

The Environmental Protection Agency for Special Areas (EPASA) will be the main body for the project development process and work in close cooperation with the General Directorate for Nature Conservation and National Parks (GDNCNP), Ministries of Environment and Forestry, Agriculture and Rural Affairs, Culture and Tourism, Public Works and Settlement, marine and coastal management faculties and research institutes, governors of districts and village leaders, national and local NGOs including SAD-AFAG (Underwater Research Society-Mediterranean Seal Research Group), and representatives of the local people.

Table 1 below describes the major categories of stakeholders and their involvement in the project.

Table 1: Key stakeholders and roles and responsibilities

Stakeholder	Roles and Responsibilities
Environmental Protection Agency for Special Areas (EPASA)/ MoEF	EPASA will be responsible for the overall coordination of the project. It will also be a primary beneficiary of project activities.
General Directorate for Nature Conservation and National Parks (GDNCNP)/MoEF	GDNCNP will work in close cooperation with EPASA. It will contribute to the project through sustainable management of marine and coastal national parks.
Marine and Coastal Management Department/ General Directorate of Environmental Management/ MoEF	MCMD is one of the main partners of the project. It will also be a member of the Steering Committee and will contribute to the project especially in the project implementation process.
General Directorate of Environmental Impact Assessment and Planning (GDEIAP)/MoEF	GDEIAP will make sure that the Terrestrial Plans of the region will be completed.
The Undersecretariat for Maritime Affairs	UMA is one of the main partners of the project as a member of the Steering Committee and will contribute to the project in shore safety.
Turkish Naval Forces Command	NFC is one of the main partners of the project. It will be a member of the Steering Committee and will contribute in the area of shore safety.
Turkish Coast Guard Command	TCGC is one of the main partners of the project. It will also be a member of the Steering Committee and will contribute to the project in shore safety.
Ministry of Culture and Tourism (MCT) and local units	MCT is one of the main partners of the project. It will also be a member of the Steering Committee and will contribute to the project in sustainable management of marine and coastal natural sites.
Ministry of Agriculture and Rural Affairs (MARA), Department o Fisheries	MARA is one of the main partners of the project. It will also be a member of the Steering Committee and contribute to the project in sustainable fishery through its local units.
The Ministry of Transportation, Directorate General of Coast Guard	GDCG is one of the main partners of the project. It will contribute to the project in shore safety
Ministry of Public Works and Settlement	The Ministry is one of the main partners of the project. It will also be a member of the Steering Committee and contribute to the project in physical planning.

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

Stakeholder	Roles and Responsibilities
	specialized international organizations and the donor community.
WB/GEF - Biodiversity and Natural Resource Management Project Unit – under the Ministry of Environment and Forestry	The project builds upon lessons learned and good practices identified under the ongoing WB/GEF Biodiversity and Natural Resource Management Project (BNRMP). The World Bank/ GEF BNRMP project team was involved in the design of this project to ensure that all lessons learnt are internalized and the gaps are addressed.

Information dissemination, consultation, and similar activities that took place during the PPG

During the project preparation stage, a stakeholder analysis was undertaken in order to:

- identify key stakeholders;
- review stakeholder interests and associated impacts on the project;
- identify and develop opportunities for the project to benefit stakeholders.

Activities planned during implementation and evaluation

The stakeholder participation plan has been developed based on the principles outlined in **Table 2** below.

Table 2: Stakeholder participation principles

Principle	Stakeholder participation will:
Value Adding	be an essential means of adding value to the project
Inclusivity	include all relevant stakeholders
Accessibility and Access	be accessible and promote access to the process
Transparency	be based on transparency and fair access to information; main provisions of the project's plans and results will be published in local mass-media
Fairness	ensure that all stakeholders are treated in a fair and unbiased way
Accountability	be based on a commitment to accountability by all stakeholders
Constructive	Seek to manage conflict and promote the public interest
Redressing	Seek to redress inequity and injustice
Capacitating	Seek to develop the capacity of all stakeholders
Needs Based	be based on the needs of all stakeholders
Flexible	be flexibly designed and implemented
Rational and Coordinated	be rationally planned and coordinated, and not be ad hoc
Excellence	be subject to ongoing reflection and improvement

The project proposes a mechanism to achieve broad-based stakeholder involvement in the project preparation and implementation processes. Stakeholder participation will include the following three components:

- Steering Committee (SC): The SC will provide overall guidance for the execution of the project activities and will include representatives from the organizations listed in Table 2. In addition, the SC shall inspect and follow-up the implementation of the project and provide coordination among relevant

ministries. The SC will be led by EPASA and will meet every six months unless urgent decision-making is necessary.

- Project Management Unit (PMU): The project administration and coordination between zones and relevant organizations will be carried out by a PMU under the overall guidance of the SC. The PMU Coordinator shall be assigned by EPASA. The PMU Coordinator will be responsible for the administrative and technical coordination of the project and report progress upon feed-back received from the project partners. Each project partner will be represented in the PMU.

- Local Committees (LC) at site level: The coordination among the LC will be provided by the PMU, and the members of all committees may get together at certain intervals, for instance during annual general assembly, where all the stakeholders meet regularly.

SC and PMU will be located in Ankara to ensure coordination among stakeholder organizations at central level during the project period. The PMU and the SC will be instrumental in conveying the messages/outcomes of actual site work to relevant central bodies and make use of them in developing new policies (See Table 3). The LCs will be locally based at the project site and directly responsible for implementing and/or overseeing the activities on the ground.

Table 3: Members of SC, PMU and LC

Steering Committee (SC)	Project Management Unit (PMU)	Local Committees (LC) (based in selected pilot area)
EPASA GD of Nature Conservation and National Parks Marine and Coastal Management Department / General Directorate of Environmental Management The Undersecretariat of Maritime Affairs Turkish Naval Forces Command Turkish Coast Guard Command Ministry of Tourism and Culture Ministry of Agriculture and Rural Affairs Ministry of Public Works and Settlement Ministry of Transportation, , Directorate General of Coast Guard State Planning Organization UNDP-Turkey One representative from universities One representative from National NGOs	EPASA (PMU Coordinator) UNDP-Turkey	EPASA Regional Directorate (PMU Coordinator) Local Units of GDNCNP Local Shore Security Commandership Local Universities Local NGOs

A collaborative management approach, in which some or all of the relevant stakeholders in a MCPAs are involved in a substantial way in management activities is proposed by this project. Specifically, by this approach, EPASA with jurisdiction over the MCPAs is supposed to develop a partnership with other

relevant stakeholders who specifies and guarantees their respective functions, rights and responsibilities with regard to MCPAs. In general the partnership identifies:

- new MCPAs and their boundaries,
- the range of functions and sustainable uses it can provide,
- the relevant stakeholders in the MCPAs,
- the functions and responsibilities assumed by each stakeholder,
- the specific benefits and rights granted to each stakeholder,
- an agreed set of management priorities and management plan,
- procedures for dealing with conflicts and negotiating collective decisions about all of the above,
- procedures for enforcing such decisions,
- specific rules for monitoring, evaluating and reviewing the partnership agreement, and the relative management plan, as appropriate.

The proposed model will contribute to better coordination and collaboration between the authorities responsible for conservation and sustainable development. It will be more effective in resolving management problems, and avoiding duplication of efforts in and around the MCPAs. The efforts of various stakeholders in areas such as conservation, development, education and awareness, research, etc., will be better coordinated and oriented towards common goals.

Long-term stakeholder participation

The project will provide the following opportunities for long-term participation of all stakeholders, with a special emphasis on the active participation of local communities:

Decision-making – through the establishment of the Project Steering Committee. The establishment of the structure will follow a participatory and transparent process involving the confirmation of all stakeholders; conducting one-to-one consultations with all stakeholders; development of Terms of Reference and ground-rules; inception meeting to agree on the constitution, ToR and ground-rules for the committees.

Capacity building – at systemic, institutional and individual level – is one of the key strategic interventions of the project and will target all stakeholders that have the potential to be involved in brokering, implementing and/or monitoring management agreements related to activities in and around the reserves. The project will target especially organizations operating at the community level to enable them to actively participate in developing and implementing management agreements.

Communication - will include the participatory development of an integrated communication strategy.

The communication strategy will be based on the following key principles:

- providing information to all stakeholders;
- promoting dialogue between all stakeholders;
- promoting access to information.

Finally, the project will be launched by a well-publicized multi-stakeholder inception workshop. This workshop will provide an opportunity to provide all stakeholders with updated information on the project as well as a basis for further consultation during the project's implementation, and will refine and confirm the work plan.

ANNEX 1. NATIONAL LEGISLATION OF RELEVANCE TO THIS PROJECT

The Environment Law states, under ARTICLE 56 that everyone has the right to live in a healthy, balanced environment. ARTICLE 63 of the law requires the state to ensure conservation of historical, cultural and natural assets and wealth, and to take supportive and promotional measures towards that end under the following: Forestry Law (number 6831), National Parks Law (number 2873), Terrestrial Hunting Law (number 4915), Aquatic Products Law (number 1380), Law on Protection of Natural and Cultural Assets (number 2863), Environment Law (number 2872), Tourism Law (number 2634).

Environment and forestry law about organization and responsibilities (Number 4856)

Article 1: Organization and responsibilities of the Ministry of Environment and Forestry so as to protect the environment, to ensure the most appropriate and the most effective use and protection of the land and natural resources in rural and urban areas, to protect and promote the flora and fauna and natural values of the country and to prevent all kinds of environmental pollution, to protect and develop the forests and extend the forest areas, to develop the villagers living inside or nearby the forests and to take necessary measures to this end, to meet the need for forest products and to develop the forest products industry.

National Parks Law (Number 2873)

Article 1: The purpose of the present Law is to establish the principles governing the selection and designation of National Parks, Nature Parks, Natural Monuments and Nature Reserve areas of national and international value and protection development and management of such places without spoiling their characteristics.

Article 14: The following actions shall not be permitted in the areas falling in the scope of the present law:

a) The natural and ecological equilibrium and natural ecosystem value may not be spoiled.
b) Wildlife may not be destroyed.
c) Interference of all kinds which may cause disappearance or change or future change of the characteristics of these areas as well as activities or works that will create soil, water and air pollution or similar environmental problems may not be performed.
d) Production of forest products, hunting and grazing which will spoil the natural equilibrium may not be carried out.
e) Unless otherwise required, definitely by public interest and except the structures and facilities specified in the approved plans as well as the facilities required for the defense systems for the requirements of the Turkish General Staff, no facility may be built, nor operated. Furthermore no inhabitation shall be permitted outside the places of settlement existing in such areas, under any circumstances.

Decree on Specially Protected Areas:

The provision " ...In order to make the necessary regulations to ensure the sustainability of the natural resources for future generations, the Cabinet is responsible for determining and declaring the regions which have environmental pollution that have ecological substance in the national and international scale as "Private Environment Protection Regions" and defining the implementation of the protection, operating principles and deciding on by which ministry the planning and the projects will be prepared and implemented..." is present.

Law on Protection of Natural and Cultural Assets (2863)

Article 1- This articles purpose is to state the definition and protection of inovable and immovable cultural and natural resources, to construct the process and activities, to define the establishment and the duties of the institution that make the necessary principles and implement decisions.

Article 3 - amended by the Legislation dated 17.6.1987, numbered 3386. The definitions and the abbreviations in this article are as follows:
Cultural properties signify immovable properties above, underground, or underwater that belong to the prehistoric and historic periods and is related to science, culture, religion and fine arts.
Natural properties signify immovable properties above, underground or under water that belong to the geological prehistoric and historic periods and deserve to be conserved due to their uniqueness, characteristics or beauty.
Site refers to the civic and civic remains that are to be protected for the reasons that they are the result of various civilizations that reflect the social, economic, architectural and similar characteristics, where important historical events occurred and that have defined natural features.

Law on Environment (No: 2872)
Article 1- The objective of this Act is to regulate the arrangements and measures to be conducted for the protection and improvement of environment; the best utilization and protection of the lands in urban and rural areas; the prevention of the contamination of water, soil and air; the improvement and assurance of health, civilization and living standards of future generations in compliance with the economic and social targets based on specific legal and technical essentials."

The scope of the objectives of Environment Act Article 1 directly includes forests and their protection. Forest is a rich environment for life inclusive of flora and fauna and an ecological system in quality of wealth with respect to natural composition.

Article 9 of the Environment Act with the heading of Environmental Protection is in direct relationship with forests. This Article says: "The areas under protection to be designated in line with the decisions for any land utilization in rural and urban areas, and the essentials relating to protection and utilization to be applied in these areas shall be regulated by law. In the framework of the essentials hereto, any extreme and inappropriate kind of utilization, any disturbance to the country's basic ecological balances as a result of importing any kind of waste and garbage from foreign countries, any risk for the species of flora and fauna, any damage to the entirety of natural presence shall be forbidden. The Board of Ministers shall be authorized to designate and announce the areas sensitive to nationwide and worldwide environmental disturbances and contaminations as being "Special Environmental Protection Areas" so that the prerequisite measures should be taken in order to guarantee the preservation for future generations, and to determine a Ministry which will prepare the essentials relating to protection and utilization as well as plans and projects."

It is prescribed that forests that fall in the areas of Special Environmental Protection shall be considered under Environment Act and therefore subject to special protection.

The Laws about Species Protection
International Conventions: CITIES, Berne,Ramsar, CBD, Barcelona

Terrestrial Hunting Law (no 4915)
Article 1- This laws purpose is to ensure sustainable hunting, protection of hunting and wild animals with their natural living environment, development, control of hunting, evaluate hunting resources for the benefit of the national economy and provide coordination between the related institution and the private corporate individuals.

Hunting and wild animal protection and protection grounds
Article 4: The natural living environments that enable hunting and provide for wild animals' nourishment, shelter, reproduction, and protection cannot be contaminated, waters cannot be polluted, drained and there natural structures cannot be changed.

Wild life in the wild life protection and development grounds cannot be demolished, ecosystem cannot be deteriorated, permission to the facilities that can effect wild life protection and development grounds and reproduction stations cannot be given even though they are out side of the grounds, if these facilities are present their waste cannot be released without being rectified, except for the buildings that are approved in the plans and no other facility or building can be built around the facilities, sharing rights cannot be given. The ministry can put forward any restrictions if necessary. Restrictions by any other public institutions cannot be made.

Acquatic products law (No: 1380)
Restriction on the usage of explosive and destructive substances:
Article 19 – It is forbidden to use bomb, torpedo, dynamite, capsule, and explosive substances of that sort or anaesthetic substances, unslaked lime, and without the permission of the Ministry of Agriculture and Rural Affairs electric flow, electro-shock, and air pressure for hunting aquatic products.

The implementation about this article is shown in regulations.
Depletion of destructive substances into water:
Article 20 – It is forbidden to deplete substances that destroy water products or who consume them or that damages the production, materials, equipment, instruments and tools, in internal waters and production areas in the seas or build any installment for depletion around those areas.

Restriction on water products production for foreigners:
Article 21 - Foreigners are forbidden to enter the fishery grounds or internal waters and produce water products according to the 8th Article of 476 numbered Territorial Water Law.

However, according to the Article 3 section 7 foreigner tourists and foreign workers that are permitted by the Ministry of Agriculture and Rural Affairs according to the Article 14 are exempted from this provision.
Restrictions on stream waters:

Article 22 - It is forbidden by the Ministry of Agriculture and Rural Affairs to set up webs, fences, barriers that prevent water products to flow or to reproduce without permission. It is mandatory to put fish passages or elevators and to keep them working on the barrages that are built or are to be built and facilities like regulators on the stream waters.

Genetic Diversity : Ban on import/export of GMOS (Genetically Modified Organisms) MARA (Ministry of Agriculture and Rural Affairs) instructions for R&D ON GMO

Forestry Law (No: 6831)
Article 2: The Act relating to the Reinforcement of Forest Villagers, the National Afforestation and Mobilization Act, and the Act Relating to the Organization and Assignments of the Forest Ministry and the Forest General Directorate is to regulate the essentials relating to the designation of national parks, natural parks, natural monuments and natural maintenance areas having national and international importance, and the preservation, improvement and administration thereof without damaging their characteristics and specifications.

Article 4 - Forestry ownership and administration:
a) Government Forests
b) Forests that belong to corporate individual containing public institutions
c) Private forests
In regards to character and qualification
a) Conservation forests

b) National parks
c) Production forests

Article 25: The General Directorate of Forest shall deal with the allocation of the forest to science deemed necessary by location and specification as well as the areas which fall in the regulation of forest; the maintenance of nature; the assurance of the country's beauty; the provision of society's various sport and recreational needs; the provision of convenience to tourist acts; the allocation, arrangement and operation of national parks, natural parks, natural monuments, natural protection areas and forest promenade locations.

Tourism Law (No 2634)
In the determination of cultural and tourism preservation and development regions, tourism areas and tourism centers, account shall be taken of the natural, historical, archaeological and socio-cultural tourism assets of the country and the potential for winter, hunting and water sports, for health tourism and for other types of tourism.

Coast law (No 3621)
Legislation that defines the guidelines for the utilization and protection of the coasts.