

**PROJECT EVALUATIONS SERIES**

# **Final Evaluation of the FAO-Turkey Partnership Programme (FTPP)**

**FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS  
OFFICE OF EVALUATION**

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## Acronyms

CACFish	Central Asian and Caucasus Regional Fisheries and Aquaculture Commission
CBO	Community Based Organization
CPF	Country Programming Framework
ECO	Economic Cooperation Organisation
ET	Evaluation Team
FAO	Food and Agriculture Organization of the United Nations
FAO-SEC	FAO Sub-regional Office for Central Asia
FTPP	FAO-Turkey Partnership Programme
GASF	FAO Gender and Agriculture Framework
GCP	Government Cooperative Programme
GEF	Global Environmental Facility
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
HRBA	Human Rights Based Approach
IFAD	International Fund for Agricultural Development
MFAL	Ministry of Food, Agriculture and Livestock
MFWA	Ministry of Forestry and Water Affairs
MoD	Ministry of Development
NGO	Non-Governmental Organization
NMPTF	National Medium Term Priority Framework
OED	FAO Office of Evaluation
RCC	Regional Coordination Centre
SDG	Sustainable Development Goals
TIKA	Turkish International Cooperation Agency
ToC	Theory of Change
ToR	Terms of Reference
UTF	Unilateral Trust Fund

## Executive Summary

### Programme implementation

- ES1 The final evaluation of the Food and Agriculture Organization of the United Nations' (FAO's) Turkey Partnership Programme (FTPP) was undertaken by FAO's Office of Evaluation (OED) from June to October 2015.
- ES2 The FTPP's objectives were:
- To strengthen FAO's strategic capacities in helping both partners and beneficiaries to improve food security and rural poverty reduction, as set out in the United Nations Millennium Declaration;
  - To reinforce the involvement the Government of Turkey's Ministry of Food, Agriculture and Livestock (MFAL) in the upstream policy dialogue in fields of mutual interest;
  - To progress towards broader consensus on the fundamental objectives and strategies of development cooperation in relevant areas, enabling both parties to improve the coherence of their approaches;
  - To facilitate complementarities of actions between both parties; and
  - To provide a substantive, financial and operational framework for active cooperation.
- ES3 FAO and MFAL signed an agreement in mid-2006 to establish the FTPP. The programme promoted three major themes – Food Security and Safety, Natural Resource Management, and Institutional Reform and National Capacity Enhancement – in the following seven Central Asian countries: Azerbaijan, Kazakhstan, Kyrgyzstan, Tajikistan, Turkey, Turkmenistan and Uzbekistan.
- ES4 Although the programme was planned for 2007–2011, it was not launched until 2009. The FTPP was extended until the end of 2015, and some projects will not be completed until 2016 or 2017. However, these projects will continue to be supported by the FTPP's first phase.

### Evaluation Purpose

- ES5 The main aims of the evaluation were to assess the programme's strategic relevance and its achievements, identify any shortcomings and provide guidance for the second phase of the programme. The purpose was to better orient the FTPP to national and thematic priorities, and to ensure its relevance to the needs of the region. The evaluation aims to provide advice to management and staff at the national and regional level on improving the impact and relevance of the FTPP's second phase.

### Methodology

- ES6 The evaluation was undertaken as an external evaluation with a team of four independent consultants. The evaluation and evaluation questions were structured in accordance with the following criteria:

- Strategic positioning of the programme, including issues relating to the programme's relevance, design and implementation as well as application of UN normative values.
- Programme results and contributions, including impact, effectiveness and sustainability of the results as well as the programme coherence and catalytic efforts.

ES7 The field mission took place in Turkey, Kyrgyzstan, Tajikistan and Azerbaijan. Of the 28 projects in the programme's portfolio, the evaluation team (ET) selected 15 to assess during the field visits<sup>1</sup>. The selection of projects was based on the following criteria: balanced representation of the three thematic areas (Food Security and Safety; Natural Resource Management; and Institutional Reform and National Capacity Enhancement), large/small, regional/national, completed/active, and practically reachable within the time limit.

ES8 The evaluation used a combination of data collected from available project and programme documentation; semi-structured interviews with partners and implementing stakeholders (regionally and nationally); and focus group discussions with beneficiaries and communities. During the fieldwork planning, the ET emphasized the need to interact with beneficiaries, and requested the field offices to establish contact. This proved to be difficult in practice, as only few of the projects had actually reached the field level and some institutional capacity development projects were not designed to reach this level. As a result, the ET interacted only with a small number of project beneficiaries. This limited the strength of evidence for the findings at this level, and at the same time represented an important finding in itself.

## **I. Findings: Strategic positioning**

### **Context**

ES9 The inception of the FTPP began with Turkey's desire to help Central Asian countries improve their agricultural capacities, and to facilitate their transition to a market economy while also improving their food security and livelihoods. FTPP, however, started within the context of a regional infrastructure that was inadequate for FAO's programme implementation. At the time of its inception, FAO had limited or no field presence in the participating countries, relatively small national programmes and had only recently started to establish its first Central Asia sub-regional office in Ankara. Today, FAO has a fully established Subregional Office for Central Asia (SEC), as well as adequate infrastructure with representation and offices in most countries, except Kazakhstan and Turkmenistan. In addition, the process of developing the Country Programming Frameworks (CPFs) has helped to facilitate increased collaboration in the region. During the programme period, a good foundation has been developed, which will benefit the next phase.

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<sup>1</sup> See table 1, Projects selected for the evaluation.

## Concept and design

- ES10 The ET found that the programme lacked clear and coherent targets, particularly for outcomes at field level. The FTPP was designed without a robust results framework or Theory of Change (ToC). The ET reconstructed the intended ToC (Figure 2) which shows that the robustness and realism of the intended objectives depended on stakeholders that were not included, namely actors that can reach beneficiaries at the field level, such as non-governmental organizations (NGOs) and community-based organizations (CBOs).

## Relevance

- ES11 The themes addressed in the project portfolio are relevant, as they address important and priority challenges in the region, as well as areas of FAO's competencies. The portfolio is aligned with the national and regional development priorities and with FAO regional priorities. However, the evaluation observed some practices in the field that are not well aligned with FAO's priority of supporting "sustainable intensification for smallholder farmers and empowering smallholders and family farms as well as natural resource management, including climate change mitigation and adaptation".
- ES12 The FTPP was intended to be demand driven, responding to priority problems identified by national and/or sub-regional stakeholders (which are expressed in the form of official requests). Nevertheless, the evaluation found that almost every project was formulated based on informally collected project ideas and concept notes. There were no procedures applied for ensuring the relevance of project activities to the beneficiaries.

## Operational and financial framework

- ES13 The operational and financial framework was not very successful in establishing an effective field programme. FTPP is a highly fragmented programme consisting of 28 small, autonomous projects, which do not facilitate collaboration to any substantial degree. The projects are small in terms of funding as well as duration, and therefore contribute only modestly to achieving the outcomes and impact. With very few exceptions, the implementation has not included partners that can facilitate results in the field. Moreover, the operational and financial framework lacks effective management and follow-up systems for the projects, and is not well understood by partners, especially regarding the division of roles and responsibilities.

## UN normative values

- ES14 Except for capacity development, which was the main aim of the programme, the normative values were not part of its design. Despite the gender issues inherent in most projects, for example, no gender analysis was conducted. The discussions with stakeholders at all levels revealed a significant gap in capacities, attitudes and knowledge regarding gender equality, as well as how this issue could be addressed. In another example, although the concepts of environmental sustainability were built into the design of several projects, they were not integrated into the project activities.

## **Programme implementation**

- ES15 Long delays were experienced in programme implementation and the delivery of project outputs. The evaluation observed several discrepancies between the programme's reported results and the actual results in the field. The outputs could be significantly improved, particularly through a greater focus on the needs of beneficiaries.
- ES16 The limitations in project funding and duration affected the scale and scope of the project outputs. The outputs could have had a greater impact by building on existing projects, or by being continued and expanded by partner organizations.

## **II. Findings: Programme contributions**

### **Outcomes and impacts**

- ES17 The ET did not find evidence of outcomes that can be credibly attributed to the programme, let alone impacts. Although the FTPP created good opportunities for partnership development, and stakeholders appreciate the expertise provided, few lasting partnerships were developed within and among the countries. FTPP helped to increase the capacities of many implementing institutions, particularly regarding human resources and equipment. This was especially helpful to some research institutions. While most projects developed new knowledge and skills among the participants, this was limited to a small number of people (mostly at the level of Government officials and scientists rather than end-beneficiaries).
- ES18 The programme's attempt to instill policy coherence by supporting the development of draft policies or strategic plans was not effective. The draft policies and strategic plans were either not approved, or the approval was still in process. The evaluation attributed this issue to a lack of ownership of the documents. The programme succeeded to some extent in increasing FAO's visibility, particularly among public institutions; the visibility of FTPP as a programme was found to vary among the countries.

### **Sustainability of results**

- ES19 The ownership by Ministries in recipient countries differs, but is generally limited. In some implementing institutions, however, the level of ownership was found to be higher, with corresponding improvements in knowledge, skills and equipment use. Little to no ownership was found among end-beneficiaries.

### **Programme coherence and catalytic effects**

- ES20 The programme established various partnerships, the most successful of which was the intra-regional partnership of the Central Asian and Caucasus Regional Fisheries and Aquaculture Commission (CACFish). In some cases, partnerships were established and further developed among research institutions through the FTPP, including several that were linked to international networks. Generally, the programme's projects have been too small and have worked too much in isolation to have a real catalytic effect in the region. A few small projects, however, created the knowledge and awareness needed to formulate larger interventions.

### III. Conclusions

- ES21 **Conclusion 1.** With the aim of building capacities in food security and safety, natural resource management and national capacity development in Central Asia, phase one of the FTPP established a beneficial collaboration among the Turkish Government and regional and international experts. However, the programme started without either a real design or results-based framework. As a consequence of the missing programme framework, the projects lacked coherence and the outputs and outcomes did not lead to the goals initially envisaged for the programme.
- ES22 Weaknesses were also identified in management, monitoring and follow-up. Part of these aspects have been addressed over the duration of the programme, and the improved infrastructure should benefit the next phase of programming.
- ES23 The selection and approval process for projects, as conducted by FAO and the Government, was found to be ineffective. In particular, the bureaucracy involved contributed to serious delays in the implementation of the programme.
- ES24 **Conclusion 2.** The programme aimed to be demand driven. During the first phase, however, the evaluation found low levels of ownership at all levels in the recipient countries. A demand driven programme with adequate ownership requires significant involvement from stakeholders (at both the regional and national levels) in programme design and planning. This is also essential to ensuring the programme's relevance to beneficiaries.
- ES25 **Conclusion 3.** The small projects (i.e. those with short durations and limited budgets) sometimes lacked focus on what they could realistically achieve. Most of the scattered and small projects were unable to achieve impact in isolation, as the challenges they addressed were often interdependent. Moreover, these projects did not collaborate with larger programmes on related issues. As a result, some of the achievements (e.g. strategic plans and policies developed) were isolated and disconnected from the programme as a whole.
- ES26 While the programme's projects improved some capacities in public institutions, the results at field level were less encouraging; there was little collaboration among implementing partners and an effective local network was not established.
- ES27 In a number of cases, a lack of institutional development limited the potential of technical interventions. This was especially the case for field-oriented programmes, such as cattle production, watershed management and home-based nurseries, where the activities were developed around community organizations. Moreover, it was noted that the selection and training process for workshops must ensure that participants will utilise the knowledge provided, and that the target group is well defined to suit the content.
- ES28 **Conclusion 4.** The evaluation found a lack of attention to human rights issues (particularly gender equality) in the design of the programme. There is a substantial gap in capacity among all partners and stakeholders, in terms of both knowledge and attitude towards gender equality.

ES29 **Conclusion 5.** As a further observation regarding the way forward for the second phase of the programme, the evaluation found that two agreements with MFAL and the Ministry of Forestry and Water Affairs (MFWA) have important thematic overlaps and would benefit tremendously from harmonisation in terms of effectiveness, efficiency and consistency. It is therefore strongly suggested that these be designed as harmonised interventions under a common framework agreement.

#### **IV. Recommendations**

ES30 The findings and outputs of the FPPP's first phase should be considered while developing the programmatic and results-focused framework of the second phase. This will help to improve the effectiveness of the intervention by ensuring consistency and relevance throughout both phases, and increasing ownership of the programme among all stakeholders.

#### **Programme Approach**

##### **Recommendation 1: to FAO and the donor**

Based on the lessons learned from the first phase of the FPPP, the ET strongly recommends that a much more programmatic and regional approach is applied, in order to consolidate the efforts toward improved livelihoods and sustainable natural resource management in the Central Asia and the Caucasus Region. The evaluation recommends that the overall programme goals are aligned with the Sustainable Development Goals (SDGs), and therefore emphasize sustainable development and climate resilience.

ES31 The ET identified the following suggested actions related to the implementation of Recommendation 1:

- It is suggested that the participating countries' governments and key implementing institutions are involved directly in the programme formulation, thereby committing to the overall priorities, goals and objectives. Moreover, national stakeholders should be highly involved in programme planning and implementation.
- Moreover, the programme should be structured around components, where the goals and objectives correspond to the countries' priorities and align with a regional strategy for development. The countries will then commit to the programme and align their participation with the programme components, while considering both the specific context and the overall regional programme.
- In order to adopt a programmatic approach, it will be necessary to streamline FAO's internal procedures for technical, operational and financial clearance of programmes and activities.

## Results-based design

### Recommendation 2: to FAO

The evaluation recommends that the programme approach be further strengthened by employing a consistent design, with clear goals and objectives that reach well beyond the outputs. It is recommended to use a results-based management approach for the design, which is well suited to accommodate any necessary changes or modifications (which are to be expected in a programme focused primarily on capacity development).

ES32 The ET identified the following suggested actions related to the implementation of Recommendation 2:

- During the inception of the programme it is suggested that a regional context analysis is conducted related to the programme goals and objectives. This will act as a baseline to facilitate the monitoring and evaluation of programme results in the coming years.
- In order to achieve results at field level during the second phase, it is crucial to involve the relevant implementing partners in the programme design (e.g. non-state actors such as NGOs, CBOs and private sector actors).
- During the design phase, it is suggested that a stronger focus is placed on FAO's strategic goals (the sustainability and resilience of small-scale family farmers - both men and women), and the FAO mandates within the SDGs. This should include the integration of a Human Rights Based Approach (HRBA), with gender equality accounted for in the programme design and implementation, as well as measurable goals and objectives. The strategic goal of gender equality will be supported by FAO through its Policy on Gender Equality from 2013. According to the policy, gender equality is central to FAO's mandate to "achieve food security for all by raising levels of nutrition, improving agricultural productivity and natural resource management and improving the lives of rural populations". For all interventions, it is crucial that the key issues are clearly defined, and that the programme explains logically how it will address them.
- In addition to the results-based framework design, it is suggested that a credible monitoring and evaluation system is designed and put in place, which can help to ensure accountability and learning among the partners.
- A joint monitoring mechanism among the three parties (FAO, recipient Governments and donors) may be the ideal, but its practical feasibility should be carefully considered. It is most important that the system is workable and credible. In order to improve the quality of engagement of the recipient ministries, it is suggested that significant capacity building is undertaken on proposal formulation and project management.
- In addition to the regional programmatic approach recommended above, it is also suggested to improve the effectiveness of the national offices' monitoring and supervisory responsibilities regarding the national activities and their reporting to

the SEC office. These efforts will be facilitated by FAO's newly established infrastructure in the participating countries.

**Recommendation 3: to FAO**

Gender equity should be included in the design of the future programme. The ET also recommends that gender analyses are undertaken as part of the baseline surveys, and that the activities are planned in such a way as to address the issues identified. It is moreover recommended that extensive capacity development will be undertaken among the implementing partners, in terms of gender equality perspectives.

**Programme Implementation**

**Recommendation 4: to FAO**

It is recommended that non-state actors, such as NGOs, CBOs and private actors, are included in programme implementation in order to enhance internal capacity to act effectively at field level.

**Recommendation 5: to FAO**

During the programme implementation, it is recommended that beneficiary representatives (i.e. farmers, fishers, livestock keepers, and value chain and agribusiness actors) are included in governing and collaboration bodies, both at national and regional levels (e.g. CACFish) in order to ensure that the activities are relevant to the needs of the agricultural, forestry and fisheries sectors.

The ET further suggested the following actions related to capacity development, gender equality and the visibility of the programme's partners:

- ES33 The concept of capacity development usually consists of human capacity, financial capacity and institutional capacity. In the first phase of the programme, there was greater emphasis on human capacity and financial capacity. It is suggested therefore that in the next phase a stronger emphasis is applied to institutional development at all levels, including strengthening implementing institutions as well as CBOs and producer associations at the field level.
- ES34 Moreover, it is suggested that the programme increases collaboration among stakeholders, and considers integration with larger programmes in the same field. Closer involvement of the Ministry of Development (MoD) in Turkey, as well as the authorities responsible for development planning in the recipient countries, could be one avenue for more effective coordination.
- ES35 It is furthermore suggested that a serious effort is made to close the capacity gap regarding human rights-based work, particularly in terms of integrating gender equality into the implementation of the programme.
- ES36 Finally, in order to increase the visibility of the programme's partners, it is suggested that a special activity is established with a budget line committed to communicating programme results to stakeholders in the participating countries.

# 1. Introduction

## 1.1 Background: The FAO Turkey Partnership Programme

1. The Government of Turkey's Ministry of Food, Agriculture and Livestock (MFAL) and the Food and Agriculture Organization of the United Nations (FAO) signed an agreement in mid-2006 to establish the FAO-Turkey Partnership Programme (FTPP). According to the agreement, the Government agreed to make an annual trust fund contribution of USD 2 million over an initial period of five years (2007–2011) for the following countries assisted by the FAO Sub-regional Office for Central Asia (FAO-SEC) based in Ankara: Azerbaijan, Kazakhstan, Kyrgyzstan, Tajikistan, Turkey, Turkmenistan and Uzbekistan. The FTPP promotes three major themes: Food Security and Safety; Natural Resource Management; and Institutional Reform and National Capacity Enhancement.
2. The topical scope of the Programme covers the following five areas:
  - Food Security;
  - Agricultural and Rural Development;
  - Natural Resources Management, including Forestry and Fisheries;
  - Agricultural Policies;
  - Food Safety;
  - Animal and Plant Genetic Resources.
3. The Programme's five major objectives are as follows:
  - To strengthen FAO's strategic capacities in helping both partners and beneficiaries to improve food security and rural poverty reduction, as set out in the United Nations Millennium Declaration;
  - To reinforce the involvement of MFAL in the upstream policy dialogue in fields of mutual interest;
  - To progress towards broader consensus on the fundamental objectives and strategies of development cooperation in relevant areas, enabling both parties to improve the coherence of their approaches;
  - To facilitate complementarities of actions between both parties; and
  - To provide a substantive, financial and operational framework for active cooperation.

Although the programme was planned for 2007–2011, it was not launched until 2009. It is currently operating under an extension until the end of 2015, and some projects will not be completed until 2016 or 2017. However, these projects will continue to be supported by the FTPP's first phase.

Since 2009, 28 projects were approved and funded under the Partnership Programme, with a total allocation of USD 10 100 000. Of the allocated budget, USD 4.1 million covered regional programmes, USD 3.95 million covered multi-country programmes, and USD 2.05 million covered national programmes. The distribution of funding to the major thematic areas was as follows:

- Natural Resources Management (USD 3 730 000);
- Food Security and Safety (USD 1 130 000);

- Capacity Development (USD 5 240 000).
4. The partners agreed in 2014 on a new partnership framework for a second phase of the programme. This agreement is currently awaiting ratification by the Parliament. Whereas the first phase was a partnership between FAO and MFAL, the second phase will also include the Ministry of Forestry and Water Affairs (MFWA). Each of the donor partners will contribute USD 10 million, for a total of USD 20 million.

### **Final external evaluation**

5. At the beginning of the FTPP's second phase, an in-depth evaluation was planned of the first phase.
6. According to the Terms of Reference (ToRs) provided in Annex 1, the main aims of the evaluation are to assess the Programme's achievements, identify any shortcomings, and provide guidance for the second phase of the programme. The purpose of the evaluation is to better orient the FTPP to national and thematic priorities, and to ensure its relevance to the needs of the region. The evaluation aims to inform the development of the new Country Programming Framework (CPF) cycle and to provide advice to management and staff at the national level on improving the impact and relevance of the FTPP's second phase.
7. The specific objectives of the evaluation were to assess:
  - The strategic relevance of the FTPP to national and regional policies and strategies;
  - FAO's contributions to results identified under FAO-Turkey CPF's three priority areas;
  - The extent to which the FTPP catalysed and strengthened partnerships and enhanced the regional visibility of the Government of Turkey;
  - FTPP's contribution to reinforcing cooperation between FAO and Turkey, and enhancing the involvement of MFAL in the upstream policy dialogues.
8. The evaluation also identifies lessons learned and offers recommendations for the design and implementation of the FTPP's second phase.

### **1.2 Methodology of the evaluation**

9. The evaluation was undertaken as an external evaluation with a team of four independent consultants. Brief profiles of the evaluation team (ET) members can be found in Annex

### **Evaluation criteria and questions**

10. The ToRs determine the evaluation criteria and questions. The criteria are as follows:
  - Strategic positioning of the programme;
  - Programme results and contributions;
  - Sustainability of results;
  - Programme coherence and catalytic effects.
11. The evaluation and evaluation questions are structured in accordance with these criteria. The evaluation matrix attached in Appendix 3 provides the framework for the evaluation's assessments. It structures the evaluation questions according to the criteria, and describes which indicators and methods were applied in responding to the question.

## **The evaluation steps**

12. The evaluation was conducted through the following steps:

- Inception mission to Ankara;
- Desk study of available documentation;
- Development of field methodology;
- Field mission;
- Validation meeting;
- Analysis of information/data;
- Draft evaluation report;
- Comments from FTPP partners;
- Finalisation of evaluation report.

## **Inception**

13. Following the ET's inception mission to Ankara, a desk study was conducted of the available documents and a field methodology was developed for the evaluation. Appendix 1 shows the list of documents reviewed.

14. The inception mission introduced the evaluation and the evaluation team to partners in Ankara, including the FAO SEC team, MFAL (the donor) and MFAW. This mission clarified with stakeholders the scope and intended use of the evaluation. Moreover, the evaluation team was provided with an overview of the programme, as well as its logic, planning and implementation.

## **Stakeholders**

15. In order to identify the range of stakeholders and their roles in the FTPP, the ET first carried out a stakeholder mapping, as shown below in Figure 1. The main partners of the FTPP are MFAL and FAO. The Turkish International Cooperation Agency (TIKA), MFWA, the Ministry of Foreign Affairs (MFA) and the State Planning Office (currently the Ministry of Development (MoD)) also contributed to FTPP-related activities. These partners are responsible for the management and delivery of programme inputs.

16. The implementing partners are responsible for the programme's portfolio of projects in the recipient countries. These include Government institutions and ministries, other institutions and organizations (e.g. research institutions), and some regional initiatives such as the Economic Cooperation Organisation (ECO) Centre for Food Security. Results (in terms of outputs and outcomes) were developed by and through consultation with these stakeholders. Figure 2 shows the FTPP's reconstructed Theory of Change, which includes the programme results, as well as the expected impact for the involved countries.

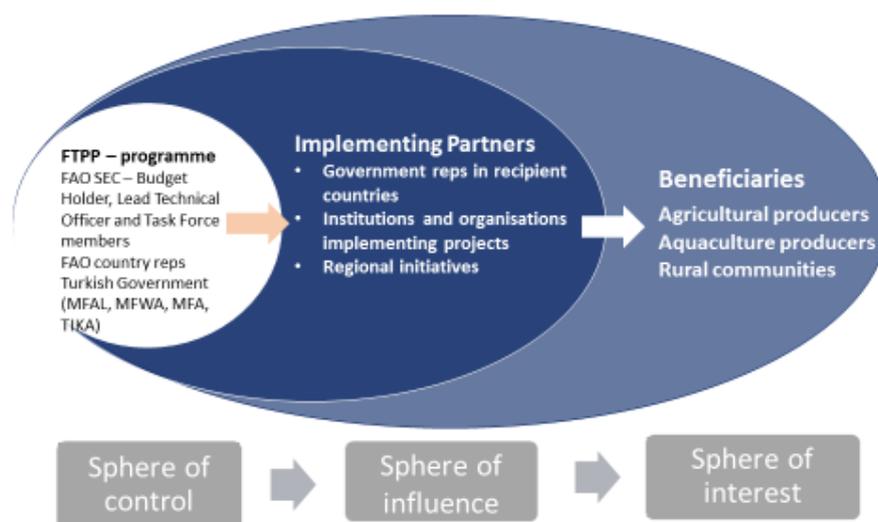


Figure 1: Stakeholders and their roles in FFTP

17. The beneficiaries of the projects and thereby of the programme are the agricultural and aquacultural producers and rural communities whose livelihoods and food security the projects aim to improve. Considering the number of projects and their short duration, it is premature for the evaluation to provide evidence of the programme’s impact. Instead, the evaluation has sought to identify positive trends and outcomes, particularly for those projects working directly with the end beneficiaries.

18. Box 1 shows the list of the stakeholders engaged in the evaluation. A detailed list of the institutions and stakeholders met during the evaluation process is provided in Appendix 2.

**Box 3: Stakeholders engaged in the evaluation**

<p>FTPP programme partners</p>	<p>FAO REU                  Head of Programme Unit (skype interview conducted)                  FAO SEC s/summarizes all evaluation questions).</p> <ul style="list-style-type: none"> <li>• Budget-holder (Coordinator of SEC)</li> <li>• Technical Task Force members for the thematic areas</li> <li>• Lead Technical Officers</li> </ul> <p>FAO Country Reps in the visited countries:                  Turkey, Kyrgyzstan, Tajikistan, Azerbaijan</p> <p>Representatives of the Turkish Government:                  MFAL, MFWA, MFA, MoD, TİKA</p>
<p>Implementing partners</p>	<p>FTPP Focal Point and other relevant Government representatives in the countries visited (Turkey, Kyrgyzstan, Tajikistan, Azerbaijan)</p>
<p>Beneficiaries</p>	<p>Groups of end beneficiaries for the visited projects, where possible</p>

## Data collection

19. The FTPP is a rather complex programme for evaluation, as it consists of a trust fund, an operational and financial framework, and 28 different projects, which are widespread in terms of topics, objectives, size, countries and practices.
20. It was decided to limit the fieldwork to Turkey, Kyrgyzstan, Tajikistan and Azerbaijan, as the main activities of the FTPP have taken place in those countries. Unfortunately, mainly due to time constraints, other countries, which were less involved in the FTPP (such as Uzbekistan, Turkmenistan and Kazakhstan) could not be visited by the evaluation team. The presence and absence of country offices may have affected, together with other causes, the level of participation of these countries in the FTPP.
21. Of the 28 projects in the programme's portfolio, the ET selected 15 projects, which were specifically assessed during the field visits. A few additional projects were also visited in the countries. The selection was based on the following criteria: balanced representation of the three thematic areas (i.e. Food Security and Safety; Natural Resource Management; and Institutional Reform and National Capacity Enhancement), large/small, regional/national, completed/active, and practically reachable within the time limit.
22. Table 1 provides a list of the selected projects.

Table 1: Projects selected for evaluation

Country	Project number	Title
Turkey	UTF/TUR/057/TUR	Establishing a National Geo-Spatial Database for Soil Fertility properties, soil organic carbon content and potential chemical fertilizer consumption
	UTF/TUR/058/TUR	Protection and cultivation of medicinal and aromatic plants in the western Mediterranean region in Turkey
	GCP/RER/044/TUR	ECO Regional Coordination Centre for Food Security (RCC-Food Security)
Kyrgyzstan	GCP/KYR/008/TUR	Development of an agricultural development strategy in Kyrgyzstan for 2011-2020
	GCP/SEC/001/TUR	Cattle production improvement in Central Asia Countries
	GCP/SEC/003/TUR	Promoting the management of animal genetic resources in SEC countries
	GCP/SEC/004/TUR	Towards better national and regional locust management in Caucasus and Central Asia
	GCP/RER/031/TUR	Central Asia Regional Programme for Fisheries and Aquaculture Development, FishDev-CA
	GCP /SEC/002/TUR	Capacity Building for Sustainable Management of Mountain Watersheds in Central Asia and the Caucasus
Tajikistan	GCP /INT/123/MUL	Seed Sector Development in Countries of the Economic Cooperation Organization

	GCP /SEC/008/TUR	Strengthening national capacities for production and analysis of sex-disaggregated data through the implementation of the FAO Gender and Agriculture Framework (GASF)
	GCP /TAJ/009/TUR	Improving food security, food safety and living standards of vulnerable populations in Tajikistan through effective and sustainable control of brucellosis in animals and humans
	GCP/TAJ/006/TUR	Home based Nursery Development for improved food security and Environmental Protection
	GCP/SEC/001/TUR	Cattle production improvement in Central Asia Countries
Azerbaijan	GCP /AZE/006/TUR	Development of organic agriculture and institutional capacity building in Azerbaijan
	GCP/SEC/001/TUR	Cattle production improvement in Central Asia Countries
	GCP/RER/030/TUR	Conservation Agriculture and Resource Conserving Techniques for Irrigated Areas in Azerbaijan, Kazakhstan, Turkmenistan and Uzbekistan

23. The evaluation uses a combination of data collected from available project and programme documentation; interviews with implementing stakeholders (regionally and nationally) and stakeholders in recipient institutions; and focus group discussions with beneficiaries and communities. Guidelines were prepared for semi-structured interviews with each of the stakeholder groups, as well as for focus group discussions.

### Data Analysis

24. The evaluation matrix (Appendix 3) was used as a framework for data collection and analysis. The ET developed separate reports for each of the projects selected in accordance with the agreed outline. Annex 3 provides a summary of the observed project results, outputs and outcomes.

### Limitations

25. During the fieldwork planning, the ET emphasized the need to interact with beneficiaries, and requested the field offices to establish contact. This proved to be difficult in practice, as few projects had actually reached the field level and some institutional capacity development projects<sup>2</sup> were not designed to reach this level. The programme was therefore unable to make contact with beneficiaries and the ET consequently interacted only with a small number of beneficiaries of the projects. This resulted in weaker evidence for the findings at this level.

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<sup>2</sup> E.g. GCP/KYR/008/TUR

## 2. Findings: Strategic positioning of the programme

### 2.1 Context

26. The inception of the FTPP began with Turkey's desire to help Central Asian countries improve their agricultural capacities. By sharing its own successes and experiences of the last two decades, Turkey can help the transition of these countries to a market economy while also improving their food security and livelihoods. MFAL therefore signed an agreement to contribute both funds and expertise to the programme. Because this is a novel initiative for the Ministry, the ability to draw on FAO's expertise in project implementation was crucial to the partnership's success. FAO field offices also assisted in overcoming the language barrier in the primarily Russian speaking countries.
27. The infrastructure context at the start of the Programme was very different from that of today. In the beginning, the FAO SEC office team was new and only a few FAO country offices were established. Consequently, collaboration, project supervision and the establishment of networks was challenging. Moreover, as the beneficiary countries are former Soviet republics, the political structure is opaque and rather bureaucratic, further contributing to communication and collaboration difficulties.
28. During the implementation period from 2009 to 2015, the context has changed tremendously. FAO now has a fully established SEC office, as well as adequate infrastructure with representation and offices in most of the countries of the region, except Kazakhstan and Turkmenistan. In addition, the process of developing the CPFs has helped to facilitate increased collaboration in the region.
29. The following assessment of the programme's performance should be viewed in light of the above context. Likewise, it is acknowledged by the ET that a good foundation has been developed, which will benefit the next phase of the programme.

### 2.2 Concept and design

#### Key findings

- The FTPP was designed without a results framework and a Theory of Change (ToC). The programme therefore lacked clear and coherent targets, particularly outcomes.
- The robustness and realism of the intended ToC depends on a layer of stakeholders that is not included, namely actors that can reach stakeholders at the field level.

#### Re-constructing the Theory of Change

30. Because the FTPP was designed without a results-based framework, both the programme and the projects were missing clear and coherent targets<sup>3</sup>, particularly for outcomes at field level. Although the individual projects were formulated within the logical framework approach, the

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<sup>3</sup> Targets refer to result indicators at both output and outcome levels

ET still found confusion regarding the targets. This included the outputs and especially the outcomes.

31. Moreover, the programme and projects were started without a baseline for measuring the outcomes and impact. The evaluation therefore started with an attempt to reconstruct the intended logic (Theory of Change) behind the project, on which the assessments and the evaluation were based.
32. The ET created Figure 2 below based on a review of the project documentation, including the Framework Agreement from 2007 and discussions held during the inception meeting. Figure 2 describes the impact line<sup>4</sup> as it appeared to be understood by the partners. The programme inputs included funds made available by the Government, as well as Turkish and other technical expertise (i.e. international, national and FAO's expertise in implementing development projects). These inputs were applied to projects with activities related to livestock, crops, aquaculture and capacity building. The activities included training, organizational development, workshops and technology transfer. Each project has a number of related outputs.
33. The project activities are intended to result in changes, such as new and increased partnerships between countries (at regional level as well as between implementing institutions); institutional reform and increased capacity in institutions; increased knowledge and skills at all levels; and coherent regional policies. FAO and the Turkish Government also expect that the FTPP will result in increased regional visibility for the partners.
34. The intended impacts of the programme are improvements in food security, food safety and sustainable natural resource management, with the ultimate aim of regional poverty reduction and food security. As mentioned above, it is premature to measure the programme's impact. Instead, the evaluation has tried to identify trends of impact at the field level.

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<sup>4</sup>The link between the inputs/activities and the achievement of the long-term goals

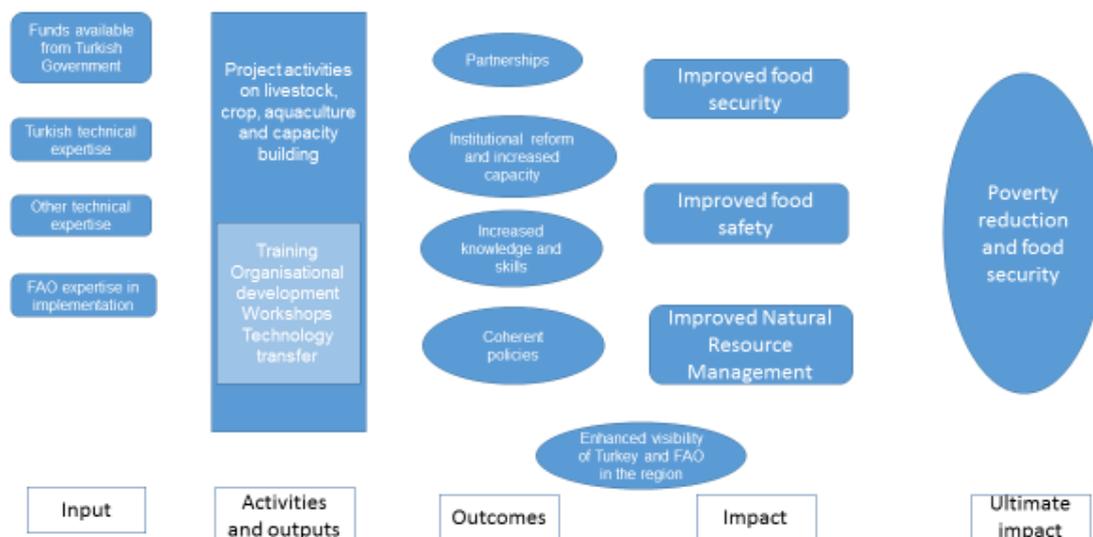


Figure 2: FTPP Intended Theory of Change

35. As the evaluation findings explain below, the robustness and realism of the ToC depends on a layer that is not included in Figure 2, and which does not appear to have been considered at the start of the programme: the question of which stakeholders are involved in the planning and implementation, and who are the participants receiving the training, workshops and technology. As shown in Figure 1, the programme primarily influences stakeholders in public institutions (except for a few non-governmental organizations (NGOs) such as the Seed Association of Tajikistan, Tajik Veterinary Association and Turkey Dairy Association). However, in order to achieve results at the field level, there is a need to involve partners that can directly influence stakeholders at the field level.

## 2.3 Relevance

### Key findings

- The programme is addressing important and prioritised challenges in the region, as well as areas of FAOs competencies.
- The portfolio is aligned with national and regional development priorities, and with FAO's regional priorities.
- The evaluation observed some practises in the field that are not well aligned with FAO's priority to support "sustainable intensification for small farmers and on empowering smallholders and family farms as well as on natural resource management, including climate change mitigation and adaptation".
- According to the FTPP's operational framework, the FTPP aimed to be demand driven by responding to priority problems identified by national and/or sub-regional stakeholders (expressed in the form of official requests). The evaluation found that in practice almost every project was formulated based on informally collected project ideas and concept notes.
- There are no procedures for ensuring relevance to the beneficiaries.

### Relevance of the framework for CPF priority areas

36. Each stakeholder the ET interacted with indicated that the areas addressed in the portfolio match well with the priority challenges in the region.

37. The CPF is a tool used by FAO to define the medium-term response to the needs of member countries in accordance with the principles of FAO and in pursuit of national development objectives, Millennium Development Goals and other Internationally Agreed Development Goals within FAO's Strategic Framework and regional priorities. The CPFs are developed through a combination of consultations in the countries and iterative reviews of national priorities for food, agriculture, forestry and fishery development, as expressed in national development plans and strategies. The CPF thus prioritises FAO's interventions in the countries and intends to ensure that the interventions align with national and regional priorities and strategies.
38. CPFs were developed in the region during the same period as the FTPP implementation. The CPF 2012-15 for Turkey was approved in 2012. In the SEC region, the countries are at different stages of CPF development. Kazakhstan, Kyrgyzstan, Turkey and Uzbekistan have completed the process, whereas the CPFs of Azerbaijan<sup>5</sup>, Tajikistan and Turkmenistan are still under formulation.
39. Box 2 compares the thematic areas of FTPP-assisted interventions with CPF priorities in the countries.

**Box 4: Comparing thematic areas of FTPP interventions with national priorities in the CPFs**

<b>Thematic areas of FTPP-assisted interventions</b>	<b>Related priority areas in CPFs in the region</b>	<b>Number of countries that selected this priority in the CPF</b>
Food security and food safety	Food security and nutrition	4
	Animal production and health	3
	Resilience, climate change, threats affecting food security	2
Natural resources management	Sustainable management of natural resources	7
	Crop production, intensification, IPM, conservation agriculture and farming system	4
	Fisheries and aquaculture	7
Institutional reform and national capacity enhancement	Policy strengthening and institutional development	4
	Capacity development, research, extension and information technology	2
	Investment, trade and market economy	2

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<sup>5</sup>It is noted that the CPF substituted the former FAO National Medium Term Priority Framework (NMPTF). For Azerbaijan, there was a NMPTF 2009-2012. The FTPP projects implemented in Azerbaijan were aligned with the Government priorities identified in the NMPTF.

40. An analysis of the project documents, which compared the thematic areas of FTPP interventions and the CPF priorities (see Box 2) and results, confirmed the view of stakeholders that the programme themes correspond to the prioritised challenges in the region.

#### **FTPP relevance to FAO's regional priorities and initiatives**

41. FAO's support is broadly governed by its five global strategic objectives, which have been translated into the following five regional strategic priority areas:

- strengthening food security and nutrition;
- policy advice to governments in support of sustainable intensification for smallholder farmers;
- natural resource management, including climate change mitigation and adaptation;
- control of animal, plant and food born pests and diseases; and
- policy and institutional support for entry of Member States into regional and global trade, standard setting and political economic organizations.

42. In addition to the regional priorities, two regional initiatives were identified for the Europe and Central Asia Region:

- empowering smallholders and family farms;
- agri-food trade and regional integration.

The evaluation found that the programme portfolio topics are in principle well aligned with FAO's global and regional priorities. The evaluation of project implementation practices in the field, however, showed that some practises are not well aligned with FAO's regional priority areas or regional initiatives, such as support for sustainable intensification for smallholder farmers; empowering smallholders and family farms; and natural resource management, including climate change mitigation and adaptation.

#### **Procedures for identification and prioritisation of projects**

43. As mentioned above, all stakeholders agree that the project portfolio in principle addresses important challenges on the ground. However, upon reviewing the details of the projects and the procedures for identification, the findings of the evaluation were more mixed. According to the FTPP's operational framework, the FTPP is intended to be demand driven, responding to priority problems identified by national and/or sub-regional stakeholders (which are expressed in the form of official requests). There is a Programme Steering Committee, which collects proposals two times a year and decides which to implement. The evaluation found that almost every project was formulated between Turkey and FAO, based on informally collected project ideas and concept notes. There were no procedures in place to ensure that proposals were demand driven, or to ensure their relevance to end beneficiaries.

44. Considering the recipient partners' capacities, these informal consultations may have been the only feasible solutions to identify the most important technical assistance for beneficiaries. However, as the assessment in section 3.2 shows, this has not been conducive to creating ownership of the programme and projects.

45. The project, *GCP/SEC/004/TUR "Towards better national and regional locust management in Caucasus and Central Asia"*, was one of the few that resulted from an official request. Caucasian and Central Asian countries sent official requests for national and regional assistance to FAO

in 2006-2008. They raised concerns about the current response to locust outbreaks and the related impact on food security, and stressed the transboundary nature of the pests, thus highlighting the two main challenges currently faced in locust management.

46. Most project ideas originated during conferences, informal consultations and from existing projects. For example, project concept papers on *GCP/RER/030/TUR "Conservation Agriculture and Resource Conservation Technologies for Irrigated Areas in Azerbaijan, Kazakhstan, Turkmenistan and Uzbekistan"* were developed after participation in the annual Consultative Group for International Agricultural Research conference. The International Centre for Agricultural Research in the Dry Areas participated in this conference, where zero tillage was discussed and the idea of the project was developed.
47. The two projects *GCP/SEC/001/TUR "Cattle production improvement in Central Asia countries"* and *GCP/SEC/003/TUR "Promoting the management of animal genetic resources in SEC countries conserving and genetically improving endangered indigenous breeds of livestock"* were both designed to address the problems identified at the FAO-sponsored Workshop on Livestock Production Issues and Opportunities in Central Asian Countries<sup>6</sup>.
48. *GCP/TAJ/009/TUR "Improving food security, food safety and living standards of vulnerable populations in Tajikistan through effective and sustainable control of brucellosis in animals and humans"* was proposed by FAO to strengthen the achievements made in the past and to implement cost-sharing by farmers for vaccination services.
49. The initial project proposal for *GCP/INT/123/MUL "Seed sector development in countries of the economic cooperation organization"* was prepared and presented to FAO by MFAL of Turkey. After which it was approved by the FTPP Steering Committee.
50. Certain projects were not accepted in the countries due to lack of interest. There were long delays for some projects and in the meantime the context changed or other projects addressed the same problems. For example, Azerbaijan did not sign the project of "Initiative for Pesticides and Pest Management in Central Asia – GCP/RER/035/TUR" because by the time the project became operational, the main output of the project (conduct an inventory of obsolete pesticides) had already been implemented within another project in Azerbaijan.
51. Although other countries such as Kyrgyzstan and Tajikistan signed each proposed project, ownership is sometimes weak (see section 3.2).

## 2.4 Operational and financial framework

### Key findings

- The operational and financial framework was not successful in establishing an effective field programme.
- FTPP started within the context of an inadequate regional infrastructure for FAO programme implementation.
- FTPP was a highly fragmented programme, consisting of 28 small projects that do not facilitate collaboration to any substantial degree. The projects are small in terms of funding as well as in duration, which limited the achievement of outcomes and impact.
- With few exceptions, the implementation did not include partners that can facilitate results in the field.

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<sup>6</sup> Turkey, February 2010.

- The operational and financial framework lacked effective management and follow-up systems for the projects.
- There was a weak understanding of the operational and financial framework among the partners, especially regarding the division of roles and responsibilities.

52. The operational and financial framework outlines the procedures for implementation of the programme. An important objective of the programme, and particularly of the operational and financial framework, was to establish an effective field programme that can produce valid results in the field. As discussed in section 3 (on project contributions and results) the evaluation finds that this has not been very successful.

53. The FTPP started within the context of an inadequate infrastructure for FAO's programme implementation in the region, as described in section 2.1. Moreover, there was significant variance in office structures among the seven countries covered by the programme. The FAO office in Uzbekistan was only opened in 2014 and Kazakhstan and Turkmenistan did not have FAO offices at the time of the evaluation. While all seven countries have regional and sub-regional projects to some degree, the main activities took place in Turkey, Kyrgyzstan, Tajikistan and Azerbaijan.

54. Additional challenges were encountered by the programme, such as the Syria crisis response which required some of the FAO Turkey staff to spend time on coordination, response to donors and other matters. Below is a brief assessment of how the operational and financial framework has performed under these circumstances.

55. The many separate projects may have provided a platform for engaging a large number of Turkish experts, but the fragmentation of the programme resulted in low-impact outcomes and impacts. This could potentially have been overcome if the projects collaborated together and especially with other, larger programmes in the same field. These opportunities were not realized. Several of the projects have strong links, and could have contributed to greater collaboration or integration.

**Box 3: Example of projects that have strong links and potential for collaboration**

GCP /SEC/001/TUR Cattle Production Improvement in Central Asia Countries;  
GCP /SEC/003/TUR Promoting the Management of Animal Genetic Resources in SEC countries;  
GCP /SEC/002/TUR Capacity Building for Sustainable Management of Mountain Watersheds in Central Asia and the Caucasus.

56. Box 3 provides an example of such projects. The results of the project on animal production and the project on genetic resources would strongly depend on each other. Moreover, they have strong links with the project on watershed management, which in these countries is connected to pasture management and cattle production improvement in Central Asian Countries.

57. The GCP/SEC/002/TUR *Capacity Building for Sustainable Management of Mountain Watersheds in Central Asia and the Caucasus* is an example of a lost opportunity for collaboration with larger programmes. The results of the project could have benefitted tremendously from linking with the pasture management programmes implemented by the International Fund for Agricultural Development (IFAD) and the World Bank in Kyrgyzstan and Tajikistan.
58. The programme was implemented primarily by research and Governmental institutions, and to a large extent by independent national consultants. With few exceptions<sup>7</sup>, the programme implementation has not included the kind of partners that can facilitate results in the field, such as extension organizations, NGOs or community-based organizations (CBOs). For example, the UTF/TUR/058/TUR *Protection and Cultivation of Medicinal and Aromatic Plants in West Mediterranean Region in Turkey* project clearly lacked contact with extension organizations or an NGO with a good network to the mountain farmers. Moreover, the GCP/AZE/006/TUR *Development of organic agriculture and institutional capacity building in Azerbaijan* project did not consult the existing experience with organic agriculture that could have been provided by Ganja Agribusiness Association, a national NGO that is a pioneer in organic agriculture.
59. Moreover, the operational framework lacks effective management and follow-up systems for the projects. This is partly due to the weakness of the programme infrastructure during start-up, where all management and follow-up was done from the FAO SEC office. It was the clear opinion of country-level stakeholders that the distance created challenges for effective management, supervision and follow-up of the projects.
60. National ownership of FTPP-funded projects is in principle ensured by the concerned governments. In order to integrate FTPP support with national development strategies and programmes, each participating country nominated an FTPP National Focal Point for the programme and National Coordinators for each project. However, the evaluation findings indicate that there are significant weaknesses related to national ownership, as discussed in section 3.2.
61. A consistent observation by the ET was that there is a weak understanding of the operational and financial framework among the implementing stakeholders. The division of roles between the Country Focal Points and National Coordinators was not clear to the stakeholders, which continuously interchanged the titles and roles. Several stakeholders also had problems understanding the difference between the hired and paid national consultants and the unpaid National Coordinators. This confusion was probably made worse by the occasional overlap of these positions.
62. The division of roles also caused difficulties among the Turkish partners. Some of the Turkish representatives expressed frustration regarding their "back-seat" role in the implementation. According to the operational and financial framework, Turkish agencies such as MoD and TIKA have minor roles in the implementation. MoD is a planning agency and its mission is to assist in the planning and monitoring of the implementation of the agreements and therefore also the FTPP. TIKA would like to contribute in-kind assistance, for example, by supporting some of the training, but it has proven difficult to collaborate in practice. In the future, it will be

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<sup>7</sup>For example the Camp AlaToo that was contracted to assist in implementing the project on Watershed management in Kyrgyzstan

important that the partners make agreements on how to share responsibility for implementing the framework agreements.

63. The ET learned that the second phase of the programme consists of framework agreements with both MFAL and MFWA. Currently, there is a high degree of overlap expected between the two frameworks, which will likely impact project efficiency.

## 2.5 Normative values

### Key findings

- Except for capacity development, which was the main aim of the programme, normative values were not part of its design<sup>8</sup>.
- Although most projects addressed problems with significant gender issues, none performed an analysis of the gender aspects. The discussions with stakeholders at all levels reveal a large gap in capacity, attitude and knowledge regarding gender equality and how to address it.
- The concept of environmental sustainability was built into the design of several projects, but the concepts were not integrated in practice.

64. Only one project, GCP/SEC/008/TUR *"Strengthening national capacities for production and analysis of sex-disaggregated data through the implementation of the FAO Gender and Agriculture Framework (GASF)"*, aimed to provide a statistical tool to analyse gender equality in the agricultural sector. Although the project is still in its early stages, it has the potential to provide a valuable tool for increasing knowledge in terms of gender equality.

65. Another project, GCP/TAJ/006/TUR *"Home Based Nursery Development for Improved Food Security and Environmental Protection in Tajikistan"*, integrated gender equality aspects in design and could have provided an opportunity for women to benefit. However, the project appears to have diverted from this aim and is not reaching women.

66. During the evaluation mission in the recipient countries, the ET met with extremely few women<sup>9</sup>. It was often suggested that there are no gender disparities in the former Soviet republics. This notion is in clear contrast to the findings of FAO's study on rural women in Europe and Central Asia<sup>10</sup>. This study shows that although women have important roles in agriculture and livestock production in Central Asia, they are strongly disadvantaged in terms of land tenure security and access to producer associations and services. A future programme would therefore offer good opportunities to advance gender equality in the agriculture sector, if gender equality is mainstreamed in the design of the programme and substantial capacity regarding gender is developed among the partners.

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<sup>8</sup> The normative values of United Nations can be briefly summarised as the principles of rights to food, gender equality, environmental sustainability, capacity development and results-based management. United Nations Development Group; 2010; Guidance Note, Application of the Programming Principles.

<sup>9</sup>In fact the only women that the ET met were the Deputy Agricultural Minister in Tajikistan, two women at the regional department of the Institute for Chemical Plant Protection in Kyrgyzstan and a member of the cattle breeders' association in Azerbaijan who was the sister of one of the leaders of the association.

<sup>10</sup> FAO; 2014; Rural Women in Europe and Central Asia

67. The concept of environmental sustainability was built into the design of several projects; however the evaluation found that very few stakeholders mentioned this as an aim. Their concerns were focused more on the immediate benefits of the projects.
68. The programme was not designed within a results-based framework, which affected its overall accountability.

### 3. Programme results and contribution

#### 3.1 Impact and effectiveness

##### Implementation of projects and delivery of outputs

###### Key findings

- The programme implementation was seriously delayed, and there were long delays in delivering the project outputs.
- There were several divergences between the programme's reported results and what the team observed in the field during the evaluation mission.
- The outputs at the field or beneficiary level have much room to improve and should focus more on beneficiary needs.
- Due to limitations in project funding and duration, the outputs generally cannot be scaled-up or continued, for example, with other partners.

69. The programme was planned for 2007-2011 but was not launched until 2009. Although FTPP is currently operating on an extension until the end of 2015, some of the projects will not be completed until 2016-17, and are still to be supported by funds from the FTPP first phase.

70. During the implementation period, 30 projects were formulated: 8 regional projects, 11 multi-country projects and 11 national projects. Two projects were cancelled:

- "Food Security and the importance of healthy animals and their products: Regional networking for control and prevention of emergent and re-emergent transboundary animal diseases and zoonosis".
- "National capacity enhancement and elaboration of strategies on mobilization of foreign investments to the agricultural sector of UZB".

71. There have been long delays in delivering the outputs of the remaining projects. Out of 28 projects implemented, only 13 are completed and many have been extended beyond the planned period in order to deliver the outputs.

72. Regarding the causes of the slow implementation, the stakeholders consistently mentioned the following challenges:

- project formulation takes a long time (4-6 months);
- motivating the countries to sign the agreements;
- bureaucracy and changing policies in the recipient countries cause long delays in approval of the project agreements;
- insufficient participation and ownership in the countries;
- lack of capacity in the countries (limited numbers of competent national experts);
- the management strategy and roles between the national FAO offices and the SEC office is not clear.

73. The overview provided in Annex 3 reflects the observations of the ET during the evaluation mission. It shows that apart from the delays, the projects differ significantly in terms of delivery of outputs. Some, such as the GCP/RER/031/TUR on fishery development and

GCP/INT/123/MUL on seed sector development, delivered well, while others are substantially behind the targets (e.g. GCP/TAJ/006/TUR planned home-based nurseries in 20 districts and reached only six).

74. Moreover, the evaluation team found examples where the quality of outputs was low. A few beneficiaries complained of irrelevant trainings and some of misleading consultancies (e.g. GCP/SEC/010/TUR *Capacity development in food safety risk management of food processing enterprises and national authorities in Kyrgyz Republic and Republic of Tajikistan*). The latter project was not selected for evaluation, but beneficiaries were interviewed in Kyrgyzstan.

## Outcomes

### Key findings

- It is difficult at this time to provide evidence of outcomes that can be credibly attributed to the programme.
- FTPP has created good opportunities for partnership development. The programme promotes intra-regional collaboration, whereby expertise from Turkey and other countries of the sub-region is mobilized. Stakeholders in the recipient countries appreciate the expertise provided through this arrangement.
- The programme was less effective in establishing lasting partnerships across the countries.
- The evaluation found no examples of institutional reform as a result of the programme.
- The programme increased capacity in many of the implementing institutions and developed new knowledge and skills among the participants. The limitation is that the knowledge and skills have been developed among a small number of people and mainly at the level of Government officials and scientists, rather than beneficiaries.
- The strategy of developing policy coherence by supporting the development of draft policies or strategic plans addressing the different topics was not effective. The lack of effectiveness is connected to a lack of ownership by the national counterparts,
- To some extent, the programme succeeded in increasing FAO visibility, particularly with public institutions. In terms of visibility of FTPP, the results vary among the countries.

## Partnerships

75. The FTPP is a unique concept for collaboration between Turkey and the Central Asian region, and has created good opportunities for partnership development. The FTPP promotes intra-regional collaboration, whereby expertise from Turkey and other countries of the sub-region is mobilized for implementation of FTPP programmes and projects. The intention of such intra-regional cooperation is to economize the operations of the FTPP, and to contribute to the enhancement of sub-regional partnerships and alliances as well as to greater self-reliance of the expertise available in the sub-region. The evaluation found that this approach was successful in most projects. Except for a few cases, the stakeholders in the recipient countries appreciate the expertise provided through this arrangement. As discussed in section 3.3, the efforts to establish lasting partnerships across the countries were less effective.

## Institutional reform and capacity

76. Several of the projects have developed draft policies and strategic plans, which may or may not<sup>11</sup> include institutional reforms. However, the evaluation found no evidence of institutional reform as a result of the programme.
77. Based on impressions from the stakeholder interviews, the ET found that overall the programme has increased capacity in many of the implementing institutions (primarily human resources and technical capacities). These activities were particularly effective in the research institutions that have acted as implementing partners. For example, the Turkish project on geospatial database for soil data has created important capacity for mapping soil fertility properties, as well as for sharing and disseminating data.
78. However, several local implementing institutions that the ET visited had not benefitted from capacity development to any substantial extent. One example was the Chemistry and Plant Protection Department in Chui oblast, an implementing partner for the locust control project in Kyrgyzstan. The main problem was the capacity for monitoring and forecasting locust outbreaks. Despite the fact that the problem is a main component in the planned project outputs, this problem was not addressed in Chui oblast. Although the main pest control activities of the project took place in Jalalabad, the evaluation team did not visit Jalalabad and consequently did not evaluate the outputs/outcomes related to the pesticides. Another example is the Biotechnology Laboratory, which is part of the Livestock Research Institute, the implementing partner for the project on animal genetic resources in Tajikistan. The laboratory was in extremely poor condition in terms of equipment, personnel and data.
79. Apart from a few cases (not among the projects selected for the field study) there has been no decision to upscale capacity development activities.

### **Knowledge and skills**

80. The evaluation found that almost every project developed new knowledge and skills among the participants. For example, the project on watershed management created knowledge and experiences on integrated, multidisciplinary and collaborative approaches to the preparation of rehabilitation plans among forestry and other related agencies. The regional seed sector development project imparted an overview of the seed sector in terms of technologies, marketing and legislation in the countries. However, the knowledge and skills were created among a small number of people and mainly at the level of Government officials and scientists.
81. In addition, many stakeholders found that the mix of different groups of participants in the same trainings and workshops (e.g. farmers and scientists) resulted in less effective sessions.

### **Coherent policies**

82. Policy dialogues were initiated on several topics, including:
- development of the seed sector;
  - protection of medicinal and aromatic plants;
  - management of genetic resources;
  - sustainable development of the fishery sector.

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<sup>11</sup>The ET did not have the opportunity to review these documents

83. The dialogues were active during project implementation. In a few cases, they resulted in improved national policies. For example, within the FishDev programme, the law on Fisheries in Azerbaijan was improved by the project, and was then approved by the National Parliament in 2014. The evaluation noted, however, that some policy changes were promoted mainly through the use of freelance consultants, and therefore sustainability and ownership are very fragile.
84. The programme supported the development of draft policies or strategic plans addressing the different topics of focus. This strategy has apparently not been effective. The draft policies and strategic plans were either not approved, or the approval is still in process. Six out of the fifteen selected projects developed either a draft policy or national strategic plan. Of these, one project resulted in approval in two countries, one was approved in Azerbaijan as mentioned above, two are currently awaiting a response and two have been rejected. The evaluation found that the lack of effectiveness was connected to lack of ownership of the documents (see 3.2.1).
85. For some projects, the evaluation found a lack of coherence and understanding between the countries as well as the stakeholders. For example, the focus of a project on animal genetics was understood by MFAL in Turkey to be conservation and protection of indigenous livestock breeds; whereas in the recipient countries, the project aim was understood as improving productivity of the local livestock population, including crossbreeding with highly productive breeds.
86. Another example is a project on seed development, which in Turkey appeared to focus on facilitating the seed trade in the region, while the recipient countries are more concerned with development of the local seed markets.
87. As a result of such misunderstandings, the basic idea behind the projects (coherent actions and partnerships) was often lost, which added to the fragmentation of the programme mentioned earlier.

### **Visibility**

88. Increased visibility of the partners in the region is an important objective stated in the original framework agreement. The evaluation finds that the programme to some extent succeeded in increasing FAO's visibility, particularly through increasing awareness of FAO and its projects at the level of public institutions. Most of the stakeholders met at this level had a very positive attitude toward FAO's contributions in their countries. At the beneficiary level, the impression is more mixed, as some of the communities feel that their expectations have not been adequately met.
89. The achievement in terms of visibility of FPPP varies throughout the countries. When the team met stakeholders in Kyrgyzstan and Azerbaijan, most of the government representatives were aware of the programme, while in Tajikistan they were largely unaware of the projects implemented through FPPP.
90. However, many implementing institutions were well aware of the Turkish expertise provided and greatly appreciated this as an opportunity to learn and develop new capacities.
91. Further increasing the visibility of the partners in each country will likely require a special effort of communication and a budget line.

## Impact

### Key findings

- The evaluation was unable to find credible evidence of impact, particularly at the beneficiary level.

92. The evaluation was designed to identify impact trends to which FTPP contributed by identifying concrete examples of improved food security, food safety and natural resource management, as well as examples of poverty reduction among project recipient groups or communities.
93. The evaluation did not find credible evidence of lasting results. This is partly a consequence of the projects being too scattered, small and of short duration to produce real impact, and partly because the projects did not work with implementation partners that can fulfil project activities at the field level.
94. The programme and its projects have worked through implementing partners, such as public authorities and research institutes, which are not equipped to reach the field level. The projects lacked partners such as agricultural extension agencies, civil society organizations and private sector service providers that would have been suited to transform the capacities developed at the institutional level to improvement of practices among beneficiaries.
95. In some cases, the possibility for impact was limited because the appropriate follow-up activities were not pursued. This was the case, for example, with the project on watershed management, as well as the project on cattle production associations in Tajikistan; the equipment for milk cooling, feed composing and forage production was delivered at the end of the project and therefore remained mostly unused, as nobody was present to follow-up and supervise the adaptation. Alternatively, in Kyrgyzstan this equipment was and continues to be used, and to benefit the members of the association.

## 3.2 Sustainability of results

### Key findings

- The ownership of Ministries in recipient countries differs, but is generally limited.
- Some level of ownership was found within several implementing institutions, where the knowledge, skills and equipment gained are in good use.
- There is no ownership among beneficiaries.
- None of the projects have an exit strategy.

## Ownership of results

96. An important factor for sustainability of the kind of projects that the FTPP is facilitating, which are mainly characterized by building capacity and partnerships, is that there is ownership of the results among the beneficiaries. Most projects were formulated between Turkey and FAO. Generally, the ownership in Turkey is considerably higher than in the recipient countries.
97. The evaluation has assessed ownership based mainly on two criteria:
- awareness of the projects (as the minimum); and
  - taking responsibility for adopting the project results and continuing the process.

98. Based on this, the evaluation finds that the ownership at Ministry level in the recipient countries differs, but generally appears to be limited. For example in Tajikistan, the stakeholders interviewed were not aware of the FTPP projects and failed to differentiate them from other interventions on the same topics. In terms of adopting the results, it was found that several of the draft policies and strategic plans developed had no ownership. The documents were primarily developed by external consultants and in most cases the policies did not have clear applications, or reforms followed at national/regional level.
99. The evaluation finds that there is some level of ownership within the implementing institutions. Some research partners (e.g. West Mediterranean Agricultural Institute in Turkey) and government institutions (e.g. Department of Chemistry and Plant Protection in Kyrgyzstan) have gained knowledge, skills and equipment that they apply in their work.
100. Unfortunately, the main awareness in recipient countries was found at the consultants' level. There is neither accountability nor ownership at the beneficiary level. As a consequence, knowledge and practices introduced by interventions have not yet been adopted by beneficiaries. Thus far, the knowledge and practices introduced by the programme have not been upscaled and disseminated in the region.

### **Exit strategy**

101. None of the projects had an exit strategy. Although there is a brief chapter on sustainability in each project document, exit strategies were not included in the project documents. Often, sustainability is described in general terms and follow-up projects are hoped for. Most of the implementing partners are currently awaiting a new round of projects to continue the activities. In a few cases, the projects have leveraged other sources of funding to continue the activities. These are described in section 3.3.4.

#### **Key findings**

- The programme established various kinds of partnerships.
- The most successful example of intra-regional partnership was the establishment of CAC Fish. Except for the improved collaboration between Kyrgyzstan and Uzbekistan on locust monitoring, there are no other examples of partnerships between ministries resulting from FTPP.
- There are cases where partnerships have been established and further developed among research institutions through the FTPP.
- There are a few cases of linking research institutions to international networks through FTPP.
- The establishment of a regional coordination centre for food security has so far not been successful.
- The evaluation team did not find evidence of partnerships resulting from the programme that have enhanced capacity and are conducting activities that show the desired results.
- The FTPP projects have not strengthened relations and synergies with other programmes/projects in the region.
- Generally, the programme's projects have been too small and have worked too much in isolation to have a catalytic effect in the region. There are, however, a few examples where some of the small projects created the required knowledge and awareness to formulate larger interventions.

### **Partnerships established in the region**

102. The most successful example of intra-regional partnership established during project implementation was the Central Asian and Caucasus Regional Fisheries and Aquaculture Commission (CACFish), established under *GCP/RER/031/TUR "Central Asia Regional*

*Programme for Fisheries and Aquaculture Development (FishDev-CA)*". CAC Fish is an established regional fisheries and aquaculture arrangement in the form of a Regional Fishery Body covering the participating countries. CAC Fish strengthened regional collaboration between ministries and research institutions in the participating countries. Various recommendations of the Technical Advisory Committee to CAC Fish have been adopted. The commission has the potential to develop into a strong regional collaboration towards strengthening the fisheries and aquaculture sector. However, this requires a stronger involvement of the sector actors in order to ensure relevance and accountability.

103. *GCP/SEC/001/TUR "Cattle production improvement in Central Asia countries"* initiated partnerships among the SEC countries, FAO and two key partners (the Cattle Breeders Association of Turkey and TIKA), and built upon the experience of these key partners. The ET could not however establish evidence of continued collaboration between the cattle breeder associations beyond the duration of the project.
104. Except for the initiation of improved cooperation between the authorities of Kyrgyzstan and Uzbekistan on locust monitoring in neutral zones along the borders, the ET did not find other examples of partnerships established between ministries within the frame of the FTPP.
105. There were other cases where partnerships have been established and further developed among research institutions through the FTPP. For example, the International Centre for Agricultural Research in the Dry Areas played an important facilitating role on conservation agriculture, which was combined with good ownership of the topic by research institutes. Another example was the improved technical cooperation between the forestry institutions in Turkey and Syria, through implementation of *GCP/SYR/014/TUR "Capacity building in sustainable forest management planning and forest fire management in Syria"*.
106. There were a few cases of linking research institutions to international networks. One example is the Soil Fertilizer and Water Resources Central Research Institute, which is now linked with the international network on soil<sup>12</sup> as a result of the project *UTF/TUR/057/TUR "National Geospatial Soil Fertility and Soil Organic Carbon Information System"*.
107. *GCP/INT/123/MUL "Seed sector development in Countries of the Economic Cooperation Organisation (ECO)"* aimed at contributing to the development of a sustainable, environmentally friendly seed production, supply and trade system, which will represent a new base for regional cooperation and trade in the concerned nine countries and Turkey. Regional collaboration among the countries of the region is needed in order to develop the seed sector by harmonizing national and international rules and regulations for long-term cooperation and trade. The project facilitated an intensive cooperation during the project period, when each country prepared its country policy on the seed sector. Unfortunately, the ET found that the cooperation was mainly between national consultants from the different countries. Therefore, this did not result in partnerships between any institutions. The future will show whether the project has laid a good basis for future regional cooperation and partnerships.
108. The opportunity for partnership development through the establishment of a regional coordination centre has so far not been successful. The aim of project *GCP/RER/044/TUR "Economic Cooperation Organization (ECO) Regional Coordination Centre for Food Security (ECO-RCC)"* was to establish a centre responsible for coordinating the projects and activities to

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<sup>12</sup> Global Soil Partnership

be carried out under Regional Planning for Food Security in the ECO Member States, and also for developing cooperation among member countries. The establishment of a coordination centre was initiated two years ago. However, all Steering Committee meetings have so far been postponed, and the centre is not yet operational.

### **Synergy with other projects and programmes in the region**

109. The MoD in Turkey was concerned that there may be an overlap with other projects on the same issues and thereby on budget expenditures. The evaluation mission confirmed this concern. The FTPP projects have not improved the synergies among programmes/projects in the region – neither for internal synergies between projects within the FTPP, nor for external synergies and collaboration with programmes by other development partners.

110. Although the issues of feeding and genetics are closely related in livestock production, there was no cooperation between the projects GCP/SEC/001/TUR "*Cattle production improvement in Central Asia countries*" and GCP/SEC/003/TUR "*Promoting the management of animal genetic resources in SEC countries*". This was the case for all projects dealing with issues of crop and seed production.

111. Although good pasture management is an important issue related to livestock problems, and this is high on the Government's and donors' agenda (e.g. World Bank, IFAD, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)) in Kyrgyzstan and in Tajikistan, the livestock projects within FTPP did not make linkages with other projects and programmes on livestock/pasture management. This is also the case for the project on watershed management, which is clearly related to pasture management and has worked with the same grassroots institutions as the larger programmes on pasture management.

### **Catalytic effect and leverage of funding by other resource partners**

112. Generally, the programme's projects have been too small and have worked too much in isolation to have a real catalytic effect in the region.

113. There are however, a few examples, where some of the small projects created the required knowledge and awareness to formulate larger interventions. Based on GCP/RER/035/TUR "*Initiative for Pesticides and Pest Management in Central Asia and Turkey*", a Global Environmental Facility (GEF)-funded project has been formulated, GCP/SEC/011/GFF "*Lifecycle Management of Pesticides and Disposal of Obsolete Pesticides in Central Asia and Turkey*". The UTF/TUR/057/TUR project "*National Geospatial Soil Fertility and Soil Organic Carbon Information System*" and the Soil Fertilizer and Water Resources Central Research Institute is now linked with the international network on soil. This provides the institutions with important networks that can facilitate access to international project funds such as GEF.

114. Another important catalytic effect concerns Azerbaijan, which signed its own partnership programme with FAO, as inspired by FTPP. Moreover, due to experiences with the project GCP/RER/030/TUR "*Conservation Agriculture and Resource Conservation Technologies for Irrigated Areas in Azerbaijan, Kazakhstan, Turkmenistan and Uzbekistan*", the Government of Azerbaijan bought conservation agriculture equipment for leasing to farmers.

## 4. Conclusions and lessons learned

115. The following are a summary of the most important conclusions and lessons learned, which the evaluation has collected from both programme stakeholders and the ET's own analysis of results on the ground. The ET has chosen to focus especially on those lessons that will be important for the programme's second phase.

**Conclusion 1.** With the aim of building capacities in food security and safety, natural resource management and national capacity development in Central Asia, phase one of the FTPP established a beneficial collaboration among the Turkish Government and regional and international experts. However, the programme started without either a real design or results-based framework. As a consequence of the missing programme framework, the projects lacked coherence and the outputs and outcomes did not lead to the goals initially envisaged for the programme.

116. The programme moreover lacked accountability and would have benefited from stronger management, monitoring and follow-up. The ET attributes part of this weakness to the conditions present during the programme's development, including an incomplete implementation structure, partial FAO SEC team, and lack of FAO offices in most countries addressed by the programme. This issue has been addressed over the duration of the programme, and the improved infrastructure should benefit the next phase of programming.

**Conclusion 2.** The selection and approval process for projects, as conducted by FAO and the Government, was found to be ineffective. In particular, the bureaucracy involved contributed to serious delays in the implementation of the programme.

**Conclusion 3** The programme aimed to be demand driven. During the first phase, however, the evaluation found low levels of ownership at all levels in the recipient countries. A demand driven programme with adequate ownership requires significant involvement from stakeholders (at both the regional and national levels) in programme design and planning. This is also essential to ensuring the programme's relevance to beneficiaries.

**Conclusion 4** The small projects (i.e. those with short durations and limited budgets) sometimes lacked focus on what they could realistically achieve. Most of the scattered and small projects were unable to achieve impact in isolation, as the challenges they addressed were often interdependent. Moreover, these projects did not collaborate with larger programmes on related issues. As a result, some of the achievements (e.g. strategic plans and policies developed) were isolated and disconnected from the programme as a whole.

117. While the programme's projects improved some capacities in public institutions, the results at field level were less encouraging; there was little collaboration among implementing partners and an effective local network was not established.

118. In a number of cases, the lack of institutional development limited the potential of technical interventions. This was especially the case for field-oriented programmes, such as cattle production, watershed management and home-based nurseries, where the activities were developed around community organizations. Moreover, it was noted that the selection and training process for workshops must ensure that participants will utilize the knowledge provided, and that the target group is well defined to suit the content.

**Conclusion 5.** The evaluation found a lack of attention to human rights issues (particularly gender equality) in the design of the programme. There is a substantial gap in capacity among all partners and stakeholders, in terms of both knowledge and attitude towards gender equality.

**Conclusion 6.** As a further observation regarding the way forward for the second phase of the programme, the evaluation found that two agreements with MFAL and MFWA have important thematic overlaps and would benefit tremendously from harmonisation in terms of effectiveness, efficiency and consistency. It is therefore strongly suggested that these agreements are redesigned as harmonised interventions under a common framework agreement.

## 5. Recommendations for the second phase

119. The findings and outputs of the FTPP's first phase should be considered while developing the programmatic and results-focused framework of the second phase. This will help to improve the effectiveness of the intervention by ensuring consistency and relevance throughout both phases, and increasing ownership of the programme among all stakeholders.

### 5.1 Programme approach

#### **Recommendation 2: to FAO and the donor**

Based on the lessons learned from the first phase of the FTPP, the ET strongly recommends that a more programmatic and regional approach is applied. This should include consolidating the efforts toward improved livelihoods and sustainable natural resource management in the Central Asia and Caucasus region. The evaluation recommends that the overall programme goals are aligned with the Sustainable Development Goals (SDGs), and therefore emphasize sustainable development and climate resilience.

120. The ET identified the following suggested actions related to the implementation of Recommendation 1:

- It is suggested that the participating countries' governments and key implementing institutions are involved directly in the programme formulation, thereby committing to the overall priorities, goals and objectives. Moreover, national stakeholders should be highly involved in programme planning and implementation.
- Moreover, the programme should be structured around components, where the goals and objectives correspond to the countries' priorities and align with a regional strategy for development. The countries will then commit to the programme and align their participation with the programme components, while considering both the specific context and the overall regional programme.
- In order to adopt a programmatic approach, it will be necessary to streamline FAO's internal procedures for technical, operational and financial clearance of programmes and activities.

### 5.2 Results-based design

#### **Recommendation 2: to FAO**

The evaluation recommends that the programme approach be further strengthened by employing a consistent design, with clear goals and objectives that reach well beyond the outputs. It is recommended to use a results-based management approach for the design, which is well suited to accommodate any necessary changes or modifications (which are to be expected in a programme focused primarily on capacity development).

121. The ET identified the following suggested actions related to the implementation of Recommendation 2:

- During the inception of the programme it is suggested that a regional context analysis is conducted that is related to the programme goals and objectives. This will act as a baseline to facilitate the monitoring and evaluation of programme results in the coming years.
- In order to achieve results at field level during the second phase, it is crucial to involve the relevant implementing partners in the programme design (e.g. non-state actors such as non-governmental organizations (NGOs), CBOs and private sector actors).
- During the design phase, it is suggested that a stronger focus is placed on FAO's strategic goals (the sustainability and resilience of small-scale family farmers - both men and women), and the FAO mandates within the SDGs. This should include the integration of a Human Rights Based Approach (HRBA), with gender equality accounted for in the programme design and implementation, as well as measurable goals and objectives. The strategic goal of gender equality will be supported by FAO through its Policy on Gender Equality from 2013. According to the policy, gender equality is central to FAO's mandate to "achieve food security for all by raising levels of nutrition, improving agricultural productivity and natural resource management and improving the lives of rural populations". For all interventions, it is crucial that the key issues are clearly defined, and that the programme explains logically how it will address them.
- Along with the results-based framework design, it is suggested that a credible monitoring and evaluation system is designed and put in place, which can help to ensure accountability and learning among the partners.
- A joint monitoring mechanism among the three parties (FAO, recipient Governments and donors) may be the ideal, but its practical feasibility should be carefully considered. It is most important that the system is workable and credible. In order to improve the quality of engagement of the recipient ministries, it is suggested that significant capacity building is undertaken on proposal formulation and project management.
- In addition to the regional programmatic approach recommended above, it is also suggested to improve the effectiveness of the national offices' monitoring and supervisory responsibilities regarding the national activities and their reporting to the SEC office. These efforts will be facilitated by FAO's newly established infrastructure in the participating countries.

### **Recommendation 3: to FAO**

Gender equity should be mainstreamed in the design of the future programme. The ET also recommends that gender analyses are undertaken as part of the baseline surveys, and that the activities are planned in such a way as to address the issues identified. It is moreover recommended that extensive capacity development will be undertaken among the implementing partners in terms of gender equality perspectives.

### 5.3 Programme Implementation

#### **Recommendation 4: to FAO**

It is strongly recommended that non-state actors, such as NGOs, CBOs and private actors, are included in programme implementation in order to enhance internal capacity to act effectively at field level.

#### **Recommendation 5: to FAO**

During the programme implementation, it is recommended that beneficiary representatives (i.e. farmers, fishers, livestock keepers, and value chain and agribusiness actors) are included in governing and collaboration bodies, both at national and regional levels (e.g. CACFish) in order to ensure that the activities are relevant to the needs of the agricultural, forestry and fisheries sectors.

The ET further suggested the following actions related to capacity development, gender equality and the visibility of the programme's partners:

122. The concept of capacity development usually consists of human capacity, financial capacity and institutional capacity. In the first phase of the programme, there was greater emphasis on human capacity and financial capacity. It is suggested therefore that in the next phase a stronger emphasis is applied to institutional development at all levels, including strengthening implementing institutions as well as CBOs and producer associations at the field level.
123. Moreover, it is suggested that the programme increases collaboration among stakeholders, and considers integration with larger programmes in the same field. Closer involvement of the Ministry of Development (MoD) in Turkey, as well as the authorities responsible for development planning in the recipient countries, could be one possible avenue for more effective coordination.
124. It is furthermore suggested that a serious effort is made to close the capacity gap regarding human rights-based work, particularly in terms of integrating gender equality into the practical implementation of the programme.
125. Finally, in order to increase the visibility of the programme's partners, it is suggested that a special activity is established with a budget line committed to communicating programme results to stakeholders in the participating countries.

## Appendices

### Appendix 1: List of Documents Reviewed

1. Adoption and promotion of Conservation Agriculture in Central Asia, Hafiz Muminjanov presentation investment days 17-18 Dec. 2013 Rome.
2. Conservation Agriculture in Central Asia, Status, policy and institutional support and strategic framework for its promotion. FAO-SEC Ankara 2013
3. FAO Country Programming Framework for the Republic of Kazakhstan 2014-2017
4. FAO Country Programming Framework for the Republic of Uzbekistan 2014-2017
5. FAO Country Programming Framework in the Kyrgyz Republic 2014-2017
6. FAO Country Programming Framework in the Republic of Azerbaijan
7. FAO Country Programming Framework in the Republic of Turkey 2012-2015
8. FAO; 2014; Rural Women in Europe and Central Asia
9. FAO-Strategic Framework and annexes
10. FTPP Annual Report 2014
11. FTPP Operational Framework for the Partnership Framework Agreement
12. FTPP newsletters (may 2010, may 2011, may 2014)
13. GCP /AZE/006/TUR Development of organic agriculture and institutional capacity building in Azerbaijan. All related project documents.
14. GCP /INT/123/MUL Seed Sector Development in Countries of the Economic Cooperation Organization. All related project documents.
15. GCP /SEC/002/TUR Capacity Building for Sustainable Management of Mountain Watersheds in Central Asia and the Caucasus. All related project documents.
16. GCP /SEC/008/TUR Strengthening national capacities for production and analysis of sex-disaggregated data through the implementation of the FAO Gender and Agriculture Framework (GASF). All related project documents.
17. GCP /TAJ/009/TUR Improving food security, food safety and living standards of vulnerable populations in Tajikistan through effective and sustainable control of brucellosis in animals and humans. All related project documents.
18. GCP/KYR/008/TUR Development of an agricultural development strategy in Kyrgyzstan for 2011-2020. All related project documents.
19. GCP/RER/025/TUR Identification and formulation of a project to strengthen Scientific, Technical and Institutional cooperation to support responsible fisheries in the Black Sea Project related Documents
20. GCP/RER/030/TUR Conservation Agriculture and Resource Conserving Techniques for Irrigated Areas in Azerbadijan, Kazakstan, Turkmenistan and Uzbekistan. All related project documents.
21. GCP/RER/031/TUR Central Asia Regional Programme for Fisheries and Aquaculture Development. All related project documents.
22. GCP/RER/044/TUR ECO regional Coordination Centre for Food Security (RCC-FS). All related project documents.
23. GCP/SEC/001/TUR Cattle production improvement in Central Asia Countries. All related project documents.
24. GCP/SEC/003/TUR Promoting the management of animal genetic resources in SEC countries. All related project documents.

25. GCP/SEC/004/TUR Towards better national and regional locust management in Caucasus and Central Asia. All related project documents.
26. GCP/SEC/010/TUR Capacity development in food safety risk management of food processing enterprises and national authorities in Kyrgyz Republic and Republic of Tajikistan Project Related documents
27. GCP/TAJ/006/TUR Home based Nursery Development for improved food security and Environmental Protection. All related project documents.
28. Gender mainstreaming checklist FAO regional office for Europe and Central Asia.
29. Guide to the formulation of the Country Programme Framework (CPF) 19 June 2015
30. Guidelines for the implementation of the new strategic framework (2014-15 biennium)
31. Indicators for the Sex-disaggregated data. GCP/SEC/008/TUR
32. Letter of Agreement FAO and Statistical Agency under the President of Tajikistan GCP/SEC/008/TUR.
33. Locust in Kyrgyzstan. Overview of the Department of the Chemistry and Plant Protection of Ministry of Agriculture and Melioration of Kyrgyz Republic.
34. National Strategy and Action Plan for Animal Genetic Resources Turkey (2015-2020)
35. Partnership Framework Agreement between Government of Turkey and FAO.
36. Policy and institutional support for Conservation Agriculture in the Asia-Pacific Region, FAO-RAP December 2013.
37. Priority gender issues, and related indicators, for Agricultural holdings in the household sector for Turkey in 2014.
38. Project agreement template FAO/GCP
39. Report on the Work Plan Implementation within the international cooperation for 2015 - of the Department of the Chemistry and Plant Protection of Ministry of Agriculture and Melioration of Kyrgyz Republic.
40. Review or the work with donors of the Department of the Chemistry and Plant Protection of Ministry of Agriculture and Melioration of Kyrgyz Republic.
41. Tenth Development Plan (2014-2018) of the Republic of Turkey
42. United Nations Development Group; 2010; Guidance Note, Application of the Programming Principles
43. UTF/TUR/057/TUR Establishing a National Geo-Spatial Database for Soil Fertility properties, soil organic carbon content and potential chemical fertilizer consumptions. All related project documents.
44. UTF/TUR/058/TUR Protection and cultivation of medicinal and aromatic plants in west Mediterranean region in Turkey. All related project documents.

## Appendix 2: List of Institutions and Stakeholders met During the Evaluation Process

20<sup>th</sup>, July to 10<sup>th</sup>, August, 2015

	<b>Name</b>	<b>Organization</b>	<b>Position</b>	<b>Country</b>
1.	Yuriko Shoji	FAO-SEC	Sub-Regional Coordinator For Central Asia	Turkey
2.	Sheikh Ahaduzzaman	FAO-SEC	Programme Officer	Turkey
3.	Haydar Fersoy	FAO-SEC	Fisheries Management Expert	Turkey
4.	Birce Yudun Eman	FAO-SEC	Junior Technical Officer	Turkey
5.	Ayşegül Akın	FAO-SEC	FAO Representative	Turkey
6.	Asiyan Denge Akbaş	FAO-TR	Junior Technical Officer	Turkey
7.	Ali Emre Yılmaztürk	FAO-TR	Programme Associate	Turkey
8.	Hafiz Muminjanov	FAO-SEC	Plant Production And Protection Officer.	Turkey
9.	Elif Soğüt	FAO-SEC	Junior Technical Officer Plant Production And Protection	Turkey
10.	Elif Erkal	FAO-SEC	National Administration Officer	Turkey
11.	Ines Beernaerts	FAO-SEC	Land And Water Resources Officer, Technical Officer	Turkey
12.	Burhan Demirok	MFAL - General Directorate Of Livestock	Deputy Director General	Turkey
13.	Süleyman Bulut	MFAL, Department Of Training Extension And Publication	Head Of Department	Turkey
14.	Ahu Çınar	MFAL - Department Of Medical And Aromatic Plants Batı Akdeniz Agricultural Research Institute	Agricultural Engineer	Turkey
15.	Orçun Çınar	MFAL, Bati Akdeniz Agricultural Research Institute	Chemical Engineer	Turkey
16.	AslıÇavuş	MFAL	Agricultural Engineer	Turkey
17.	Ayşegül Adıyaman	MFAL	Translator	Turkey
18.	Oya Akın	MFAL, General Directorate Of Agricultural Research And Politics	National Coordinator Of Animal Genetic Project GCP/SEC/003/TUR	Turkey

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19.	Ali Ayar	MFAL	Head Of Department	Turkey
20.	Mesut Yıldırım	MFAL	Member Of Animal Genetic Research Group	Turkey
21.	Suat Akgül	MFAL, Soil, Fertilizer And Water Resources Central Research Institute	Soil, Fertilizer And Water Resources Central Research Institute, Deputy Director Of The Institute	Turkey
22.	Mehmet Keçeci	MFAL, Department Soil And Plant Nutrition	Head Of Department Soil And Plant Nutrition	Turkey
23.	Özerdem Maltaş	MFAL, General Directorate Fisheries And Aquaculture	General Directorate Fisheries And Aquaculture, Manager Aquaculture Department	Turkey
24.	Binnur Ceylan	MFAL, Fishdev	Focal Point Of Fishdev, Technical Staff.	Turkey
25.	Fatma Akyol	MFAL, General Directorate Of Plant Production, Agricultural Engineer	General Directorate Of Plant Production, Agricultural Engineer. Related To Organic Agricultural Project.	Turkey
26.	Fatma Mamak	MFAL	Agricultural Engineer	Turkey
27.	Cemil Can Coskun	MFAL	Unit Coordinator, Agricultural Engineer	Turkey
28.	Ümit Uğur Bahçe	MFAL, General Directorate Of Food And Control	Chief Of Department (Related To HACCP And Pesticides Projects)	Turkey
29.	Barış Yılmaz	MFAL	Food Engineer	Turkey
30.	Evrin Ovacıklı	MFAL	Related To Seed Project	Turkey
31.	Rıza Kağan Yılmaz	MFA	Deputy General Directorate Of Multilateral Economic Affairs, Head Of Department	Turkey
32.	Cemilenur Bayram	MFA	Third Secretary	Turkey
33.	Fatma Güngör	MFWA	Division Director Of Relations With International Institutes	Turkey
34.	Abdurrahman Kök	MFWA	Department Manager Of Relations With International Institutes	Turkey
35.	İlhan Sadık Sözer	MFWA	Department Manager Of Seedling And Seed	Turkey
36.	Ali Murat Gülsoy	MFWA	Engineer Of General Directorate Of Forestry	Turkey
37.	Ümit Turhan	MFWA	Division Director Of General Directorate Of Forestry	Turkey
38.	Mithat Koç	MFWA	Deputy Head Of Department' General Directorate Of Forestry	Turkey
39.	Nihat Pakdil	MFAL	Deputy And Acting Undersecretary Of MFAL	Turkey

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40.	Mustafa Hakan Helva	MFAL	Head Of Department Of EU And Foreign Relations	Turkey
41.	U. Burcu Serin	MFAL	Head International Department	Turkey
42.	Buket Erol	MFAL, Animal Production Department	Focal Point, Veterinary Surgeon (Related To Cattle Production Improvement Module For SEC Countries)	Turkey
43.	Çağatay Cebi	MFAL	Former JTO FAOSEC 2013-2015; Now In Directorate Food & Control	Turkey
44.	Osman Tolga Yenice	MFAL, General Directorate Of Agrarian Reform, Institutionalization, Cooperation And Land Consolidation	Engineer	Turkey
45.	Mehmet Erden	Talya Herbal Product Industry Ltd. Co	Founding Partner	Turkey
46.	Ramazan Gürler	Talya Herbal Product Industry Ltd. Co	Foreign Trade Director	Turkey
47.	Mehmet Yılmaz	TIKA	Head Of External Affairs And Partnership Department	Turkey
48.	Fatma Yayi	TIKA	Assistant Expert	Turkey
49.	Ayhan Baran	Economic Cooperation Organization, Regional Coordination Centre For Food Security	Regional Programme Coordinator ECO-RCC	Turkey
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51.	Pınar Canlı	The Ministry Of Forestry And Water Affairs, Department Of Erosion Control	Assistant Expert	Turkey
52.	Pınar Topcu	Mod, General Directorate Of Financial Sectors And Coordination, Department Of Agriculture	Planning Expert	Turkey
53.	Emrah Hatunoğlu	Mod, General Directorate Of Financial Sectors And Coordination, Department Of Agriculture	Planning Expert	Turkey
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61.	Azat Mukaliev	Ministry Of Agriculture And Amelioration, State Breeding Center	National Consultant GCP/SEC/003/TUR	Kyrgyzstan
62.	Denis Gayvoronskiy	Confectionery "Kulikovskiy Dom"	CEO	Kyrgyzstan
63.	Maksim Galiulin	Confectionery "Kulikovskiy Dom"	Specialist Of The Quality Control Management	Kyrgyzstan
64.	Samarbek Kuchukov	Ministry Of Agriculture And Melioration, Department Of Fisheries	Director	Kyrgyzstan
65.	Kuanych Satykbayev	Ministry Of Agriculture And Melioration, Department Of Fisheries	Specialist	Kyrgyzstan
66.	Azamjan Burbiev	Fishery Farm In Toktogul	Farmer, Co-Owner	Kyrgyzstan
67.	Janybek Derbishaliev	Ministry Of Agriculture And Melioration, Department Of The Chemistry And Plant Protection	Director	Kyrgyzstan
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75.	Stalbek Jumadilov	Chui Province, Karadobo Village Administration	Karadobo Village Chairman	Kyrgyzstan
76.	Kumarbek Borovbaev	Karadobo Village Pasture Committee	Chairman Person Of Pasture Committee	Kyrgyzstan
77.	Ruslan Shermatov	Iskara Village / Milk Cooling Center	Manager Of Iskara /Veterinary	Kyrgyzstan
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104.	Shodibek Norov	Shakhrinav District	Veterinarian Of The Shakhrinav District	Tajikistan
105.	Abduraim Nozirov	Shakhrinav District	Head Of The Household	Tajikistan
106.	Saydullo Jobirov	Station Of The Animal Deceases Of The Fayzabad Districts	Head Of The Station	Tajikistan
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119.	Vagif Abbasov		Farmer	Azerbaijan
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140.	Uğur Kerem Bahadır	MFA	Attache	Turkey
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**Appendix 3: Evaluation Matrix**

<b>Criteria</b>	<b>Questions</b>	<b>Indicators</b>	<b>Methods and sources*</b>
<b>Strategic positioning</b>			
<b>Relevance</b>	Has FAO through the FTPP been addressing structurally important challenges in the region in the areas of FAO's competence and in the framework of CPF priority areas?	<p>The project portfolio of the FTPP have addressed issues that match the challenges that stakeholders perceive as the most important in the region</p> <p>The distribution of funding to the priority areas match the CPF priority areas and stakeholders' perception of importance in the region</p>	<p>Comparison of project portfolio with the CFP regional framework and countries</p> <p>Stakeholder interviews on perception of challenges and priorities</p>
	Is the FTPP aligned to national and regional development priorities and strategies such as the Ministry of Development Tenth Development Plan and the Ministry of Food, Agriculture and Livestock Strategic Plan, and	The FTPP project portfolio is aligned to the priorities and strategies of MoD, Tenth Development Plan and MFAL strategic plan	<p>Desk study comparing the project portfolio with the relevant strategies and priorities</p> <p>Stakeholder interviews regarding the priorities</p>
	Is the FTPP aligned to FAO Regional Priorities/Initiatives?	The FTPP portfolio is aligned to the FAO Regional priorities and initiatives	<p>Desk study comparing the project portfolio with the relevant strategies and priorities</p> <p>Stakeholder interviews regarding the priorities</p>
	Is the FTPP aligned to national development priorities of recipient countries?	FTPP projects in the recipient countries are aligned to their national development priorities	<p>Desk study comparing the project portfolio with the relevant strategies and priorities</p> <p>Stakeholder interviews regarding the priorities</p>

	Did the FTPP provide a substantive, financial and operational framework for active cooperation?	<p>A substantial and active cooperation has been established in the form of a valid field programme with a satisfactory success rate that can produce impact</p> <p>The operational framework is perceived conducive for active cooperation by the implementing partners</p> <p>The financial framework (amount of funds and flow of funds) is adequate and effective for the needs of the field programme to produce results</p>	<p>Desk study of project documentation and the operational framework</p> <p>Interviews with implementing partners</p>
	Do procedures for identification and prioritisation of projects ensure that they address important challenges?	<p>The projects have been identified and prioritised based on broad consultation of key stakeholders</p> <p>Key stakeholders perceive the projects as addressing important challenges</p>	Stakeholder interviews
	What is the Theory of Change (ToC) underpinning the programme?	A ToC mutually agreed by the partners	Dialogue with partners regarding a draft ToC
	What is the robustness and realism of the ToC underpinning the programme?	The logical lines of impact – or at least outcomes are confirmed by the evaluation	See methods below
<b>Normative values</b>	Have normative values of the United Nations, been embedded into the FTPP programme and how?	<p>The programme adapted HRBA</p> <p>The programme has complied with principles of rights to food, gender equality, environmental sustainability, capacity development and results based management</p>	<p>Desk study of project documents</p> <p>Stakeholder interviews</p>
	To what extent has FAO taken into account gender and human rights in the design of the FTPP programme and during the implementation?	<p>Gender equality and human right are taken into account or mainstreamed in the design of the FTPP</p> <p>Gender equality and Human rights are taken into account and mainstreamed in the implementation</p>	Desk study of framework agreement and project documents

			<p>Desk study of project documents and operational framework</p> <p>Interview with stakeholders and focus group discussions with beneficiaries</p>
<b>Programme contribution</b>			
<b>Impact and effectiveness</b>	How has the Programme performed in terms of the projects delivering the expected outputs (in terms of quantity, quality and timeliness)	<p>The expected outputs have been delivered in the project portfolio</p> <p>Stakeholders including beneficiaries in visited projects perceive the quality and timeliness of the implementation to be (or have been) satisfactory</p>	<p>Desk study overview of documentation from projects</p> <p>Stakeholder interviews</p> <p>Focus group discussion with beneficiaries</p>
	What changes can be observed that are attributable to the FFTP's interventions that are directly linked to the FFTP main objectives?	<p><b>Partnerships</b></p> <p>Strengthened partnership between MFAL and other Ministries of agriculture in the region</p> <p>Strengthened partnership between between the countries (ministries and institutions) in the region</p> <p>Other institutional partnerships have been developed</p> <p>Regional partnerships/initiatives developed and established regarding common regional issues</p> <p>Increased participation of food-insecure and poor men and women in key decision making</p>	<p>Desk study of documentation from projects</p> <p>Interviews with stakeholders in ministries and other participating institutions at regional and national level</p> <p>Desk study of documentation from projects</p> <p>Stakeholder interviews</p>

		<p>(the indicators above are repeated under programme coherence and catalytic effect)</p> <p><b>Institutional reform and increased capacity</b></p> <p>Examples of institutional reform processes initiated as a result of FTPP projects</p> <p>Capacities of participating institutions in the beneficiary countries increased, in the areas of Food security and safety and NRM, with the support of Turkish or other expertise</p> <p><b>Knowledge and skills</b></p> <p>Examples of increased knowledge and skills in the areas of Food security, safety and NRM as a result of FTPP projects among institutional staff</p> <p>Examples of increased knowledge and skills in the areas of Food security, safety and NRM as a result of FTPP projects among beneficiaries</p> <p><b>Coherent policies</b></p> <p>Policy dialogues (advice) initiated and active as a result of FTPP among the partner countries</p> <p>Examples of coherent policies developed in the participating countries as a result of FTPP projects</p> <p><b>Visibility</b></p> <p>Increased knowledge and awareness of Turkey and Turkish expertise among the participating</p>	<p>Stakeholder interviews</p> <p>Focus group discussions with beneficiaries of visited projects</p> <p>Desk study of project documentation</p> <p>Stakeholder interviews</p> <p>Stakeholder interviews</p>
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		<p>institutions and relevant ministries in beneficiary countries</p> <p>Increased knowledge and awareness of FAO among the participating institutions and relevant ministries in beneficiary countries</p>	
	Are there any trends of impact to which FFTP has contributed	<p>Concrete examples of improved food security, food safety and natural resource management to which FFTP has contributed</p> <p>Examples of poverty reduction among project recipient groups or communities to which FFTP has contributed</p>	<p>National and regional statistics if available</p> <p>Stakeholder interviews</p> <p>Focus group discussion on perceived changes</p>
<b>Sustainability of results</b>	To what extent are the results owned by beneficiaries?	<p>Knowledge and practices introduced by interventions have been adopted by beneficiaries</p> <p>Knowledge and practises have been disseminated in the region</p>	<p>Desk study of documentation from projects in as far as these contain data on adoption</p> <p>Interviews and focus group discussion with beneficiaries</p>
	Have livelihoods been affected by results on the medium and long-term and how?	Livelihoods have improved as result of the FFTP among beneficiaries	See above
	Have FAO activities had proper exit strategies and have these been followed?	<p>The projects have had exit strategies</p> <p>The exit strategies have been followed</p>	<p>Desk study of project documents</p> <p>Stakeholder interviews</p>
<b>Programme coherence and catalytic effects</b>	What kind of partnerships has the programme established in the region	<p>Regional partnerships established</p> <p>Partnerships between Ministries have been established in the regions</p>	See above

		Institutional partnerships have been established nationally and regionally	
	To what extent have the partnerships enhanced capacity to achieve desired results in the region?	<p>The partnerships are conducting activities that show desired results</p> <p>Stakeholders in partnership institutions perceive the partnerships as enhancing their capacities in certain relevant areas</p>	<p>Desk study of project documentation – especially of regional projects</p> <p>Stakeholder interviews in partnership institutions</p>
	To what extent does the FTPP work in synergy with other projects and programmes in the region?	Outputs and Outcomes fit into (are used by) other projects and programmes and vice versa	Interviews with other development partners
	To what extent did the FTPP have a catalytic effect and attracted funding by other resource partners in the region?	Other resource partners have become active in funding relevant activities as a result of the FTPP	<p>Desk study of documentation</p> <p>Stakeholder interviews</p>

## Appendix 4: Terms of reference

### 1 Background of the Programme

1. The Government of Turkey, represented by the Ministry of Food, Agriculture and Livestock (MFAL) and FAO signed an Agreement in mid-2006 and set up FAO-Turkey Partnership Programme (FTPP). According to this Agreement, Turkish Government agreed to make an annual trust fund contribution of USD 2 million over an initial period of five years (2007 – 2011) at the benefit of the countries assisted by the FAO Sub-regional Office for Central Asia, based in Ankara and covering Azerbaijan, Kazakhstan, Kyrgyzstan, Tajikistan, Turkey, Turkmenistan, Uzbekistan.
2. The primary objective of the FTPP, as described in the Partnership Framework Agreement (PFA), is to provide a substantive, financial and operational framework for active cooperation in the areas of food security and rural poverty reduction in the above beneficiary countries.
3. The FTPP is supposed to follow a programme approach, and to facilitate the coherence and synergy of the FTPP-assisted interventions under the following three main thematic areas:
  - Food security and food safety
  - Natural resources management
  - Institutional reform and national capacity enhancement.
4. The main partners of the FTPP are the Government of Turkey, through MFAL, and FAO. The Turkish International Cooperation Agency (TIKA), the Ministry of Environment and Forestry (MoEF), the Ministry of Foreign Affairs (MFA) and the State Planning Office (SPO) were also invited to contribute to FTPP-related activities.
5. The FTPP should be demand-driven and in support to national development strategies and programmes, as much as it responds to the priority problems identified by national and/or sub-regional stakeholders.
6. Other Programme defined priorities are: i) reinforcing the involvement of MFAL in the upstream policy dialogue with government counterpart in the region; ii) strengthening FAO's strategic capacities in core areas of its mandate, for pursuing the priorities of food security and rural poverty reduction, as set out in the United Nations Millennium Declaration; iii) improve the coherence of the approaches of FAO and the Government of Turkey with regard to Development Cooperation and facilitate complementarities of actions between both parties.
7. Since 2009, 28 projects were approved and funded under the partnership programme with a total allocation of USD 10,100,000. Out of the allocated budget, USD 4.1 million covered Regional programme, USD 3.95 million covered Multi-country programme and USD 2.05 million covered national programme. Funds allocation according to the FTPP thematic areas is as follows: Natural Resources Management (USD 3,730,000), Food Security and Safety (USD 1,130,000) and Capacity Development (USD 5,240,000).

## 2 Evaluation purpose

8. In view of the FTPP second phase, it was recommended by FAO SEC and the Government of Turkey to have an in-depth evaluation of the first phase of FTPP.
9. The main aim of the evaluation is to assess the achievements of the programme, identify weaknesses and provide guidance to the second phase of the programme. The evaluation should provide inputs to better orient the FTPP, making it more relevant to the needs of the region. Furthermore, the evaluation aims at informing the development of the new Turkish CPF cycle.
10. The main users for the evaluation are the FAO Representatives of Turkey and beneficiary countries, FAO staff in these countries, and the Governments. Other important users of the evaluation are the Sub-regional Office for Central Asia (SEC); the Regional Office for Europe and Central Asia (REU), and FAO as a whole, including divisions in HQ and other Country Offices that will benefit and build on lessons learnt and good practices. Additional users of the evaluation of the FTPP will be FAO's partners within the broader development community, including donors, NGOs, implementing partners and other UN agencies.

## 3 Evaluation scope

11. The independent final evaluation will provide an evaluation of the FTPP's conceptualization and design and of main results. It will look at concluded and on-going projects at national, and regional level and at the entire programme from 2007 until May 2015.
12. FAO and Turkey agreed that FAO's activities during the CPF cycle (2012 – 2015) should focus on three main areas of intervention. 1) Food Security and Safety; 2) Natural Resources Management and 3) Institutional Reform and National Capacity Enhancement.
13. The evaluation will assess contributions to results in these priority areas, which are also the FTPP main areas of intervention

## 4 Evaluation Objectives and key questions

14. The specific objectives of the evaluation are to:
  - Evaluation Objective 1: assess the strategic relevance of the FTPP to national and regional policies and strategies and the alignment with UN normative values
  - Evaluation Objective 2: assess FAO's contributions to results identified under the CPF's/FTPP priority areas – namely results in the areas of Food Security and Safety; Natural Resource Management; Institutional Reform and National Capacity Enhancement;
  - Evaluation Objective 3: assess the extent to which the FTPP had a catalytic effect and was effective mean to strengthen partnerships and to enhance the visibility of the Government of Turkey in the Region.
15. The evaluation will also:

- assess the extent to which the FTPP contributed to reinforce the cooperation between FAO and Turkey and enhanced the involvement of MFAL in the upstream policy dialogue in the fields of mutual interest;
- identify lessons learned and formulate recommendations for the design and implementation of the FFTP second phase.

#### **4.1 Evaluation questions**

16. The following questions have been developed to further define the objective of the evaluation. An evaluation matrix with more specific questions will be developed by the team at the beginning of the in-countries investigation phase.

##### **Strategic relevance**

17. Questions under this section will contribute to Evaluation Objective 1.

##### Relevance

- Has FAO through the FFTP been addressing structurally important challenges in the region in the areas of FAO's competence and in the framework of CPF priority areas?
- Is the FFTP aligned to national and regional development priorities and strategies such as the Ministry of Development Tenth Development Plan and the Ministry of Food, Agriculture and Livestock Strategic Plan, and FAO Regional Priorities/Initiatives?

##### Normative Values

- Have normative values of the United Nations, been embedded into the FFTP programme and how?
- To what extent has FAO taken into account gender and human rights in the design of the FFTP programme and during the programme implementation?

##### **Programme contribution**

18. Questions under this section will contribute to Evaluation Objective 2.

##### Programme impact and effectiveness

- What changes can be observed that are attributable to the FFTP's interventions that are directly linked to the FFTP main objectives. These would include. i) Capacities of the beneficiary countries developed in the areas of NRM; FS and Safety; ii) Changes related to policy advice, technical assistance and direct support (e.g. behavioral changes; institutional changes; policy changes; technical adaptations; tangible benefits); and iii) Strengthen partnership between MFAL and other Ministries of agriculture in the region.

##### Sustainability of results

- To what extent are the results owned by beneficiaries? Have the knowledge and practices introduced by interventions been adopted by beneficiaries and disseminated in the region?
- Have livelihoods been affected by results on the medium and long-term and how?
- Have FAO activities had proper exit strategies and have these been followed?

### **Programme coherence and catalytic effects**

19. Questions under this section will contribute to Evaluation Objective 3.
- What kind of partnerships has the programme established in the region and to what extent have these enhanced its capacity to achieve desired results?
  - To what extent did the FPPP have a catalytic effect and attracted funding by other resource partners in the region?

## **5 Methodology**

20. Starting from the guiding questions, the team will further develop the evaluation questions. Critical issues identified during the inception phase will be also included in the set of evaluation questions.
21. To gather information on the section related to Evaluation Objectives 1 and 3, the team will combine a desk study of relevant strategic documents with semi-structured interviews with key informants, internal and external stakeholders at national, sub-regional and regional level supported by check lists and/or interview protocols.
22. Protocol for interviews will be developed at the beginning of the investigatory phase and interviews will be carried out on the basis of a stakeholder mapping.
23. For the section on Evaluation Objectives 2 the ET will use the technique of Outcome Harvesting in order to identify changes and then determine the specific contribution of FAO to these changes . Outcome harvesting will be used not only to identify the positive results, but also negative outcomes and missed opportunities. This technique will be particularly useful to investigate programme impact and effectiveness, but also for gathering information on relevance, sustainability, and programme coherence and synergies.
24. In addition, a desk study of relevant documentation from the project portfolio will be conducted to provide an overview of documented results and a field research will be conducted with selected projects, meeting with direct beneficiaries for more in-depth assessment of contribution to changes on their lives and livelihoods. Project sites for field visits will be selected in consultation with the FAO Country Office. During site visits the team will use different evaluation tools, including semi-structured interviews and focus group discussions, to collect the views of beneficiaries and communities at large.
25. Summarizing, the evaluation will use a combination of evaluation tools to collect primary data information. These include, among others:
- 1) desk-review of relevant documents;
  - 2) semi-structured and group interviews;
  - 3) focus group discussions.
26. In addition to primary data sources, secondary data, when available will constitute an important source of information.

27. The evaluation will adopt a consultative and transparent approach with internal and external stakeholders throughout the evaluation process. Triangulation of evidence and information gathered will underpin its validation and analysis and will support conclusions and recommendations.
28. Based on the above analysis, the evaluation will draw specific conclusions and formulate recommendations for any necessary further action by Government, FAO and/or other parties to ensure sustainable development, and guidance for the FTTP second phase.

## **5.1 Stakeholders and consultation process**

29. The evaluation team will discuss in detail with the key stakeholders of the programme and will take into account their perspectives and opinions. Key stakeholders will include:
  - Programme Task Force members;
  - Government representatives (MFAL, MFWA, MFA, TIKA)
  - FAO Sub-regional and Country Representative
  - Beneficiaries and participants in communities.
30. The evaluation team will maintain close liaison with: the FAO Office of Evaluation, SEC and the Programme Task Force members. Although the mission is free to discuss with the authorities concerned anything relevant to its assignment, it is not authorized to make any commitment on behalf of the Government, the donor or FAO.
31. The team will present its preliminary findings, conclusions and recommendations to the FAO Sub-regional Office, to obtain their feedback at the end of the data-gathering phase.
32. The draft ToR will be circulated among key stakeholders for comments before finalisation; suggestions will be incorporated as deemed appropriate by OED. The draft evaluation report will also be circulated among key stakeholders for comments before finalisation; suggestions will be incorporated as deemed appropriate by the evaluation team.

## **6 Roles and responsibilities**

33. FAO Budget Holder (BH), the Lead Technical Officer (LTO) and the Task Force (TF) of the programme to be evaluated are responsible for initiating the evaluation process, drafting the first version of the Terms of Reference, and supporting the evaluation team during its work. They are required to participate in meetings with the team, make available information and documentation as necessary, and comment on the draft final terms of reference and report. Involvement of different members of the Task Force will depend on respective roles and participation in the programme.
34. The BH is also responsible for leading and coordinating the preparation of the FAO Management Response and the Follow-up Report to the evaluation, fully supported in this task by the LTO and PTF. OED guidelines for the Management Response and the Follow-up Report provide necessary details on this process.
35. FAO Office of Evaluation assists the BH and LTO in drafting the ToR, in the identification of the consultants and in the organization of the team's work; it is responsible for the finalization of the ToR and of the team composition; it shall brief the evaluation team on

the evaluation methodology and process and will review the final draft report for Quality Assurance purposes in terms of presentation, compliance with the ToR and timely delivery, quality, clarity and soundness of evidence provided and of the analysis supporting conclusions and recommendations.

36. The Office of Evaluation has also a responsibility in following up with the BH for the timely preparation of the Management Response and the Follow-up to the MR.
37. The Evaluation Team is responsible for conducting the evaluation, applying the methodology as appropriate and for producing the evaluation report. All team members, including the Team Leader, will participate in briefing and debriefing meetings, discussions, field visits, and will contribute to the evaluation with written inputs for the final draft and final report.
38. The Team Leader guides and coordinates the team members in their specific work, discusses their findings, conclusions and recommendations and prepares the final draft and the final report, consolidating the inputs from the team members with his/her own.
39. The Evaluation team will be free to expand the scope, criteria, questions and issues listed above, as well as develop its own evaluation tools and framework, within time and resources available.
40. The team is fully responsible for its report which may not reflect the views of the Government or of FAO. An evaluation report is not subject to technical clearance by FAO although OED is responsible for Quality Assurance of all evaluation reports.
41. As a contribution to the OED Knowledge Management System:
  - the Team Leader will be responsible for completing the OED quantitative project performance questionnaire, to be delivered at the same time with the final evaluation report;
  - OED will ask all team members to complete an anonymous and confidential questionnaire to get their feedback on the evaluation process.

## **7 Evaluation team composition and profile**

42. Mission members will have had no previous direct involvement in the formulation, implementation or backstopping of the projects. All will sign the Declaration of Interest form of the FAO Office of Evaluation.
43. The evaluation team will comprise the best available mix of skills that are required to assess the programme, and as a whole, will have expertise in all the following subject matters:
  - Governance, institutional strengthening and capacity development at national level
  - Food Security and safety;
  - Crop production and protection
  - Gender equality
  - Conduct of evaluations.

44. Furthermore, to the extent possible, the team will be balanced in terms of geographical and gender representation to ensure diversity and complementarity of perspectives.

## 8 Evaluation product (deliverables)

45. The evaluation report will illustrate the evidence found that responds to the evaluation issues, questions and criteria listed in the ToR. It will include an executive summary. Supporting data and analysis should be annexed to the report when considered important to complement the main report.
46. The recommendations will be addressed to the different stakeholders and prioritized: they will be evidence-based, relevant, focused, clearly formulated and actionable.
47. The evaluation team will agree on the outline of the report early in the evaluation process. The report will be prepared in English, with numbered paragraphs, following OED template for report writing. Translations in Turkish, will be FAO's responsibility.
48. The team leader bears responsibility for submitting the final draft report to FAO within three weeks from the conclusion of the mission. Within two additional weeks, FAO will submit to the team its comments and suggestions that the team will include as appropriate in the final report within maximum two weeks.
49. Annexes to the evaluation report will include, though not limited to, the following as relevant:
- Terms of reference for the evaluation;
  - Profile of team members;
  - List of institutions and stakeholders interviewed by the evaluation team;
  - List of projects' outputs.

## 9 Evaluation timeframe

50. The evaluation is expected to take place during June – September. The country visit phase is expected to last approximately one month. The timetable in the box below shows a tentative programme of travel and work for the evaluation team. It will be finalised upon the recruitment of the evaluation team.

<b>Task</b>	<b>Dates</b>	<b>Responsibility</b>
ToR finalization	June 2015	OED
Team identification and recruitment	June 2015	OED
Mission organization	June – July 2015	OED, SEC
Reading background documentation	June – July 2015	Evaluation Team
Briefing and field work	20 July – 9 August 2015	OED, SEC
		OED, SEC
Mission to Turkey, Kyrgyzstan, Tajikistan, Azerbaijan	20 July – 9 August	ET

Presentation of Preliminary findings – debriefing	September 2015	ET
0 Draft by the ET	October 2015	ET
Validation Workshop	December 2015?	ET - OED
Final draft including comments	January 2016	ET - OED