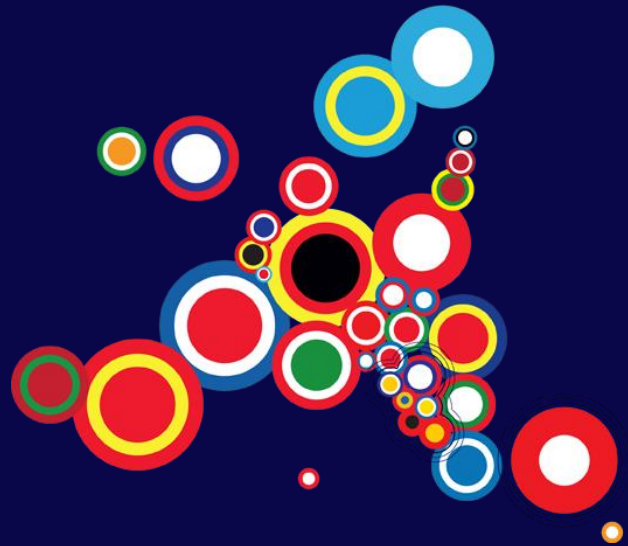




## INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

### TURKEY

#### EU support to Sustainable Urban Mobility Planning



#### **Action summary**

This Action is aimed at assisting Turkish municipalities and Turkey's Ministry of Transport (which is the Operating Structure entrusted to manage the Multi-Annual Action Programme on Transport in Turkey) in raising the output quality and effectiveness of projects in the area of Sustainable Urban Mobility Planning.

The main target of this Action is to create the underlying conditions to progress towards a sustainable urban mobility planning approach for the Turkish cities through capacity and institution building.

This Action is expressly foreseen in the revised Indicative Strategy Paper for Turkey in order to advance sustainable urban mobility planning. It is also in line with the EU Enlargement Strategy's recommendations towards policy alignment with the EU, and the targets of Europe2020 Strategy to promote smart, sustainable and inclusive growth.

Finally, this Action contributes to mitigation and adaptation measures against climate change and to the UN Sustainable Goal n. 11 on making cities inclusive, safe, resilient and sustainable.

<b>Action Identification</b>	
<b>Action Programme Title</b>	Annual Action Programme for Turkey 2019
<b>Action Title</b>	EU support to Sustainable Urban Mobility Planning in Turkey
<b>Action ID</b>	IPA 2019/042-259/6/Turkey/Transport
<b>Sector Information</b>	
<b>IPA II Sector</b>	Transport
<b>DAC Sector</b>	21012 - Public transport services
<b>Budget</b>	
<b>Total cost</b>	EUR 2 500 0000
<b>EU contribution</b>	EUR 2 500 000
Budget line(s)	22.020302
<b>Management and Implementation</b>	
<b>Management mode</b>	Indirect management
<i>Direct management:</i> <b>EU Delegation</b> <i>Indirect management:</i> <b>National authority or other entrusted entity</b>	Indirect management by the Entrusted entity: The World Bank
<b>Implementation responsibilities</b>	EU Delegation to Turkey
<b>Location</b>	
<b>Zone benefiting from the action</b>	Turkey
<b>Specific implementation area(s)</b>	Turkey
<b>Timeline</b>	
<b>Final date for concluding Financing Agreement(s) with IPA II beneficiary</b>	At the latest by 31 December 2020
<b>Final date for concluding procurement and grant contracts and contribution agreement</b>	3 years following the date of conclusion of the Financing Agreement, with the exception of cases listed under Article 114(2) of the Financial Regulation
<b>Final date for operational implementation</b>	6 years following the conclusion of the Financing Agreement
<b>Final date for implementing the Financing Agreement (date by which this programme should be de-committed and closed)</b>	12 years following the conclusion of the Financing Agreement
<b>Policy objectives / Markers (DAC form)</b>	

<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Aid to environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gender equality (including Women In Development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Trade Development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Climate change mitigation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Climate change adaptation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

## 1. RATIONALE

IPA II allocates EUR 22.8 million to the Action Area 3 - Accessible and Inclusive Transport of the Transport Sector Operational Programme, which will support the preparation of Sustainable Urban Mobility Plans (SUMP) and finance the implementation of related investments in cities. Investments will cover public transport services as well as promoting the use of bicycles, developing pedestrian areas, promotion of car-pooling etc. Activities under this Action Area require the involvement of the municipalities which does not have the sufficient technical and institutional capacity to carry out SUMP.

This project will provide safeguards to the allocation of EU funds from the multi-annual action programme in to the priority policy area of urban mobility. First, the Sustainable Urban Mobility Plans that will be realised through the support of the EU funds will be prepared and procured with high quality documents. Moreover, the municipalities will have an improved capacity to understand, appreciate and internalise the SUMP during the implementation of these projects.

### PROBLEM AND STAKEHOLDER ANALYSIS

According to Green Paper-Towards a new culture for urban mobility (2007), over 60% of the population lives in urban area in the European Union, and just under 85% of the EU's gross domestic product is created in urban areas. Towns and cities are the drivers of the European economy. They attract investment and jobs. They are essential to the smooth functioning of the economy.

Similarly, as of 2015, 73% of Turkey's population lived in cities and the trend in rapid urbanisation is forecast to continue<sup>1</sup>.

On the other hand, mobility is a key dynamic of the urban environment worldwide. In 2018 almost 70 per cent of global mobility of persons occurred within cities triggering billions of trips worldwide each day. In 2050 there may be three times more trips than today's value. Yet, despite the increasing level of urban mobility, access to places, activities and services has become increasingly difficult.

Following global trends, Turkish cities are facing challenges of rapid urbanisation and expansion in the last 30 years. Due to the urban sprawl, distances between functional destinations such as workplaces, schools, hospitals, administration offices, or shopping amenities have become longer; leading to a growing dependency on private motorised transport and other car-centered mobility. Consequently, widespread congestion and traffic gridlock have now become the norm in many cities, impacting urban life through negative externalities such as pollution, noise stress, and accidents<sup>2</sup>.

Besides, this rapid urbanisation also affects the environment since urban traffic is responsible for 40% of CO<sup>2</sup> emissions and 70% of emissions of other pollutants arising from road transport in EU countries. The number of road traffic accidents in towns and cities is also growing each year: one in three fatal accidents now happen in urban areas.<sup>3</sup>

So far, the standard response to addressing urban mobility issues has been to increase infrastructure, mostly for cars, such as building more roads, highways, flyovers, or tunnels. Unfortunately, these developments engender a vicious circle: more infrastructure stimulates urban sprawl because access to peripheral urban areas is eased, increasing the use of cars which, in turn, calls for further infrastructure development, and so on. Addressing the mobility challenge calls for a paradigm shift in urban planning, encouraging compact cities and mixed-land use as a way to increase accessibility and to reduce the need for transportation altogether. Understanding that the purpose of mobility is to gain access to destinations, activities, services and goods, urban planning should therefore be resident-centred, so that functional endpoints – the reasons for travel – are as close as possible to each other, in effect reducing distances and transport needs.

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<sup>1</sup>World Bank, 2015 <http://data.worldbank.org/indicator/SP.URB.TOTL.IN.ZS?locations=TR>

<sup>2</sup> Guidelines for the Preparation of Urban Transport Master plans (prepared under Republic of Turkey National Master Plan), p. 9

<sup>3</sup>Green Paper – Towards a new culture for urban mobility

Thus, urban planning should focus on how to bring people and places together, by creating cities that value accessibility, rather than merely adding urban transport infrastructure to increase the movement of people or goods. Simply put, city residents should be able to address their needs using as little travel as possible.

Likewise, the bias towards private motor vehicles needs to change in favour of more sustainable mobility concepts, such as public transport systems that have high passenger capacity and area coverage and are low in energy use and carbon emissions. To cut reliance on private motorised transport, cities need to develop attractive, accessible, and affordable public transport systems that are within geographical and financial reach of all residents. Because most trips involve a combination of several modes of transport, cities need to provide multimodal transport systems and address modal integration as a major component of any urban mobility strategy. Emphasis is therefore to be placed on “last mile access,” to allow residents easy access to the public transport system.

In order to face these growing challenges, Sustainable Urban Mobility Plans (SUMP) are introduced to improve the performance of urban transport systems, to reduce the negative impact of transport activities on the climate, the environment and citizens' health, and to render urban mobility more sustainable. European Union published its SUMP concept in 2013<sup>4</sup> and in 2016 introduced Guidelines<sup>5</sup> for Developing and Implementing a Sustainable Urban Mobility Plan, which are currently under revision, revised guidelines to be published in early October 2019.

Facing the similar problems with EU countries, Turkey has also its own unique character in terms of urbanisation and urban planning per se. As indicated in Guidelines for the Preparation of Urban Transport Master plans prepared under Republic of Turkey National Master Plan, in many cities, planning is taking place in a reactive manner, often to justify real estate, infrastructure and development projects, rather than setting the strategic direction for the city's development, or considering the sustainability of future transport systems.

Furthermore, many cities in Turkey have still not developed efficient public mobility systems. Even when available, public transport often suffers from stigma caused by affordability, lack of reliability and deficiencies in safety, security and to a certain extent comfort. In addition, administrative boundaries do not always match the total metropolitan area, with each administration having separate mobility policies and transportation systems in place. This often leads to inefficiencies and unattractiveness of the public transport due to uncoordinated operations, such as mismatching schedules or multiple fares.

A refreshed approach is required to build on Turkey's successes, and to positively transform urban transport planning in the future.

On the other hand, Turkey is in a strong position when compared with other countries, having a relatively low car ownership rate of 150 cars per 1000 people<sup>6</sup>. Motorisation is increasing but Turkey also has a very young population, who are typically open to innovative transport ideas, are more informed about environmental issues than earlier generations, and are more susceptible to make changes in travel behaviour. Hence, there are really strong opportunities for Turkey to excel in the promotion of sustainable urban transport and also in preparation and adoption of Sustainable Urban Mobility Planning.

A Sustainable Urban Mobility Plan (SUMP) is a strategic plan designed to satisfy the mobility needs of people and businesses in the urban environment to support a better quality of life. It builds on existing planning practices with a focus on integration, participation and evaluation principles.

A SUMP aims to create a sustainable urban transport system that pursues the following objectives:

- Ensuring the accessibility offered by the transport system is available to all;

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<sup>4</sup> [https://ec.europa.eu/transport/themes/clean-transport-urban-transport/urban-mobility/urban-mobility-package\\_en](https://ec.europa.eu/transport/themes/clean-transport-urban-transport/urban-mobility/urban-mobility-package_en)

<sup>5</sup> <https://www.eltis.org/mobility-plans/sump-concept>

<sup>6</sup> TSI, 2019 [www.tuik.gov.tr](http://www.tuik.gov.tr)

- Improving safety and security;
- Reducing air and noise pollution, greenhouse gas emissions and energy consumption;
- Improving the efficiency and cost-effectiveness of the transportation of persons and goods; and
- Contributing to enhancing the attractiveness and quality of the urban environment and urban design.

Besides, Sustainable Urban Mobility Planning requires; (1) a participatory approach: involving citizens and stakeholders from the outset and throughout the process in decision-making, implementation and evaluation; (2) a pledge for sustainability: balancing economic development, social equity and environmental quality; (3) an integrated approach: of practices and policies, between policy sectors, between authority levels and between neighbouring authorities; (4) a focus on achieving measurable targets; (5) a review of transport costs and benefits.

Transforming the transport system of a city into a sustainable system is a challenging and time demanding process that is worth being systematically planned and continuously managed. It requires collaboration and coordination between those departments in the city administration that either affect or are affected by transport developments. Municipalities are the leading public authorities to prepare and adopt Sustainable Urban Mobility Plans in Turkey.

Besides, other relevant local and central authorities, civil society organisations, the Ministry of Transport and Infrastructure, the Ministry of Environment and Urbanisation, the Presidential Council on Local Administration and General Directorate of Local Administrations<sup>7</sup> and Union of Municipalities are the main stakeholders.

## **OUTLINE OF IPA II ASSISTANCE**

Action Area 3 - Accessible and Inclusive Transport of the IPA II Sector Transport Operational Programme includes activities which are geared towards responding to the problems of urban mobility from a SUMP perspective. There will be at least six SUMP that will be prepared by Turkish greater metropolitan municipalities. The Operating Structure and the Beneficiary municipalities will need significant support in order to keep up with the requirements of preparation, procurement and implementation of these SUMP. The SUMP are expected to bring in a new planning perspective to Turkish cities in line with EU policies but this can only be sustainable if the Municipalities have the sufficient human resources and institutional capacity to initiate, implement and adopt the SUMP.

Hence, the current Action will provide the Operating Structure with the required technical assistance in order to support the programming and procurement phase of the SUMP projects. In addition, the Action will focus on improving the technical capacity of the recipient municipalities with regard to comprehending technical content of SUMP and better envisioning and needs identification. The Action will also provide on-the-job support to the recipient municipalities to ensure that the SUMP projects are undertaken in line with the terms of reference and all the technical outputs are of acceptable quality to serve as genuine local planning tools.

The stakeholders that were identified above will be involved in this Action along the following lines:

Among the key stakeholders, the Ministry of Transport and Infrastructure will be one of the main recipients of assistance aiming at improving the quality of programming and procurement under the SOPT Action Area 3. Moreover, the Operating Structure has a particular role to coordinate the effort among the recipient municipalities and facilitate experience-sharing.

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<sup>7</sup> <https://yerelyonetimler.csb.gov.tr/>

The Ministry of Environment and Urbanisation has a role in assisting the World Bank in providing views on how to improve the land use vs transport planning. The MOEU can also advise the municipalities on the adoption of the SUMP outputs. The MoEU will benefit from the results of the SUMP and to develop institutional capacity vis a vis the transport planning in cities.

The Presidential Council on Local Administration, in the framework of the new Presidential setup, has a specific role in policy development for the local governance. This is why the Council will have to be kept abreast of the Action results.

Municipalities are the other key stakeholder and beneficiary of the Action. The recipient municipalities are expected to engage and own the SUMP processes so as to build technical and institutional capacity which will eventually provide the sustainability of the results.

The Union of Municipalities (UoM) is expected to play a catalytic role in any coordination needs may arise among municipalities and support the EU in the delivery of results. Being the EU's national coordinator for the European Mobility Week, it has proven a strong and committed partner in advancing EU's initiatives on the ground in the field of mobility.

Moreover, the civil society organisations will be among the stakeholder chain to contribute to the public consultation processes and to feed back on their experience with the citizens.

## **RELEVANCE WITH THE IPA II STRATEGY PAPER AND OTHER KEY REFERENCES**

Indicative Strategy Paper for Turkey outlines the main objective of IPA II assistance for transport sector as to facilitate Turkey's connection with the TEN-T rail network and develop sustainable, low-carbon, intelligent and safe transport in line with EU standards.

In that respect, advancing sustainable urban mobility planning in selected cities is determined as one of the expected results of IPA II assistance. Carrying out sustainable urban mobility plans in selected cities is also denoted as one of the actions to achieve these results.

In terms of EU Enlargement Strategy, the Annual country Reports on Turkey for the years 2016 and 2018 under Chapter 14 stated the necessity for Turkey's transport strategy documents to align with the urban mobility policies of the EU. This project will be important in the view of laying the ground for such an alignment.

This Action is also in line with the main objective and targets of the Europe2020 Strategy, which is to promote smart, sustainable and inclusive growth. The Action aims to contribute to an improved access to transport services by all, and curbing CO<sup>2</sup> emissions through the adoption of sustainable modes of transport.

In addition, this Action is highly relevant in terms of EU climate change policies, as it can be considered a direct mitigation and adaptation measure to curb CO<sup>2</sup> emissions and therefore can contribute to the achievement of the long-term targets set out in the Paris Agreement on climate change.

Finally, in light of the European Consensus for development and the closer alignment of EU development assistance with the UN 2030 Agenda for Sustainable Development, this Action can be expected to contribute to the Sustainable Development Goal 11 "Make cities and human settlements inclusive, safe, resilient and sustainable".

## **LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE**

The World Bank under the IPA II Sectoral Transport Operational Programme has provided strategic advice and technical assistance to two selected Turkish cities through the process of preparing Sustainable Urban Mobility Plans. Kocaeli Metropolitan Municipality and Izmir Metropolitan Municipality have been identified by the World Bank in liaison with the Ministry of Transport and Infrastructure. The study is at its final stage

and upon completion the Bank will provide specific recommendations to strengthen the transport master plans of the two cities, for integration of all key elements of Sustainable Urban Mobility Plans (SUMP) and conformity to the standards of good SUMP examples of European cities. Additionally, through this assistance, the experience and lessons from developing a SUMP will be documented for the use of other cities as well as for the development of relevant national policies.

From the previous actions implemented, it has emerged that the timing of the service is important and the action should be delivered in regular intervals. The municipalities expect more robust method of know-how transfer and the on-the- job training should involve hands-on practical demonstrations of how to realise specific activities and achieve results. Also, it is critical that the outputs of the service be tailored taking into account the local specificities.



## 2. INTERVENTION LOGIC

### LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	
To achieve a shift from individual to sustainable, accessible and inclusive modes of public transport at both national and urban levels	Share of users of public transport in the population (in selected metropolitan/urban areas)	Municipalities (statistics, annual activity reports) Ministry of Environment and Urbanisation Ministry of Transport and Infrastructure	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS
To develop the capacity and improve the technical capacity of the Turkish municipalities for preparing, procuring and adopting Sustainable Urban Mobility Plans	The number of SUMP finalised by 2025 is at least six	Municipalities (statistics, annual activity reports)	<ul style="list-style-type: none"> <li>• Good co-operation among stakeholders involved</li> <li>• Sustainability of staff trained, further training of incoming new staff (and replacements) ensured</li> <li>• Costs of operation for new institutions, infrastructure and equipment ensured on a continuous basis.</li> </ul>
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS
<p>Result 1: Increased technical capacity of the Municipalities</p> <p>Result 2: A set of recommendations and action plan shared with Municipalities</p> <p>Result 3: Programming/Procurement documents of 6 SUMP projects finalised</p> <p>Result 4 : All technical SUMP outputs have been delivered to the quality and requirements of the procurement documents</p>	<p>The minimum number of trainings organised by 2022 is forty-nine. trainings organised by 2022</p> <p>A comprehensive review report prepared by 2022 (one at metropolitan municipality level, one at provincial municipality level</p> <p>The number of SUMP project programming documents (OIS) to be finalised by 2021 is six</p> <p>The number of SUMP project procurement documents (Tender Dossier) to be finalised by 2021 is six</p> <p>The number of key technical outputs that will be reviewed and commented by 2025 are as indicated in each SUMP project (minimum 36)</p>	<p>Training records, progress reports, MoTI website (op.uab.gov.tr)</p> <p>Relevant reports</p> <p>Relevant reports of the operation</p> <p>SMC Meeting Report</p> <p>Progress reports</p> <p>Approval of EUD reports</p>	<ul style="list-style-type: none"> <li>• Key stakeholders provide sufficient support and collaboration.</li> <li>• Technical outputs that are to be delivered through SUMP technical assistance studies are available on time and in good quality.</li> </ul>

(\*\*)

## **DESCRIPTION OF ACTIVITIES**

Sustainable Urban Mobility Planning is one of the main components of the Sectoral Operational Program for Transport (SOPT) as defined in Activity 3.2 Urban Transport which is dedicated to the practical preparation and execution of inclusive transport investments in different cities.

The Preparation of Sustainable Urban Mobility Plans (SUMP) is listed as one of the eligible actions to be carried out under Action 3 of SOPT. Assisting municipalities in elaborating SUMPs through technical assistance is also reiterated in the Program.

In that respect, the EU signed a direct grant agreement with the World Bank in 2017 financed under IPA. Within the context of this agreement, which aims at creating conducive environment for sustainable, accessible and inclusive urban mobility in Turkey, the World Bank provides assistance on (i) developing Sustainable Urban Mobility Plans to two selected cities (Kocaeli Metropolitan Municipality and İzmir Metropolitan Municipality) and (ii) preparing proposals for improvement of the institutional and regulatory framework concerning urban transport planning and investments.

In addition, the Operating Structure initiated a “call for proposals” for 81 municipalities to submit their Project proposals falling under the realm of Action 3 of SOPT including SUMP projects. In that respect, a considerable amount of Project proposals (51 projects from 39 municipalities with an approximate budget of 140 million Euros) were received by MoTI.

In order to complement these ongoing studies, in agreement with MoTI as the Operating Structure, a second agreement with the World Bank is financed under the 2019 programming package. This operation’s objective is to assist both the municipalities and the Operating Structure in raising the quality and effectiveness of the outputs from the projects scheduled to be implemented.

The main target of this Operation is to create the underlying conditions to progress towards a sustainable urban mobility planning approach for the Turkish cities (municipalities).

To this end, this Operation aims to support the municipalities in terms of their Sustainable Urban Mobility Planning capacities, which is a multi-faceted concept requiring different competences and a stable collaborative environment among stakeholders. Another purpose of the operation is to assist the Operating Structure in the preparation/review of the programming and procurement documents of the SUMP projects that are to be financed under SOPT.

The Operation consists of four activities:

### **Activity 1: Trainings for Municipalities on SUMP**

This component aims to improve the information and awareness level of Municipalities on Sustainable Urban Mobility Planning as a concept and guide them in formulating and managing their Sustainable Urban Mobility Plans.

Indicatively 7 modules of trainings include but not limited to:

- General framework for Sustainable Urban Mobility Planning and EU SUMP Guidelines – 3 days
- Envisioning, target and indicator setting - 3 days
- Preparation and implementation of SUMP projects
  - Status analysis in SUMPs – 3 days
  - Role of enablers and ITS – 3 days
  - Road safety in urban transport system – 3 days
  - Participatory approach in Sustainable Urban Mobility Planning – ways to ensure enough level of citizen and NGO participation – 2 day

- Collaboration and coordination between different institutions – 2 day
- Monitoring framework for SUMP – 3 days

These training activities are planned to be delivered to all 81 city municipalities. The training activities will be delivered in Ankara and some hub cities to be selected during the implementation of the operation. All 7 modules of training shall be delivered also in all selected hub cities. The number of participants in these classes should be limited to 30-40. Indicatively 500 participants is expected to attend the training sessions. In addition to the municipal staff from relevant departments of the Municipalities, the participation of the staff from other stakeholders such as Civil Society Organizations, Union of Municipalities and the OS is also envisaged.

### **Activity 2: Capacity Building for Transport-related Units**

Through this component, the main goal is to review the status and duties of Transport-related branches (i.e Department for Transport, Transport Coordination Centers, Public Transport Enterprises and others) of the Municipalities in order to achieve better organization of these units within the Municipal organisational structure so as to ensure the effective implementation of SUMPs. Also, recommendations and action plan on the re-establishing the relationship between of land development and transport planning.

Through the ongoing IPA II TA, the World Bank reviewed the current masterplans for Kocaeli and Izmir municipalities and contrasted the scope and contents with both the Turkey National transport master plans and EU SUMP guidance. The team concluded that despite the municipality master plans being completed earlier than national plan, they were in line with the national plan and have already incorporated some key elements of SUMP practice. However, there are still a lot of areas that need improvement, for example, the multi-criteria analysis in the plan ranks measures against their ability to deliver particular infrastructure investment packages, rather than against the overall masterplan objectives. The concepts of objectives, measures and approaches are confused in the masterplans. There is no guiding principle to judge investments against their contribution towards achieving objectives. There is a lack of monitoring and evaluation mechanisms. Citizen engagement is not carried out with two-way communications, etc. The Bank team has carried out preliminary capacity building for the local urban transport planners in both municipalities. In order to bring the municipalities to prepare a full-pledged SUMP, more substantial and structured trainings are essential.

The World Bank is required to carry out a comprehensive review on legislation and operational framework of the Municipalities including their human resources with an aim to strengthen the sustainable urban mobility planning capacities in both Municipalities and other governmental and civil institutions, if needed.

The consultation should also include the relevant central authorities, non-governmental bodies and should be on a wide participatory basis. The idea is to provide Turkey with a new way of managing local transport and transport planning within the cities. In this respect, the key skills for institutions should be identified and training map should be established.

This study would be done in two levels as two separate reports: Metropolitan municipalities and provincial municipalities

In that respect, the experts would carry out some visits to municipalities and also other governmental and civil institutions, if needed, for interviews as well as desktop research.

After the compilation of reports, two workshops would be organised outside Ankara to inform the Municipalities of the results of the reports with the participation of indicatively 250 people. In addition to the municipal staff, the participation of the staff from Union of Municipalities and the OS is also envisaged.

### **Activity 3: Review of Programming/ Procurement Documents of SUMP projects**

The World Bank will assist the Ministry of Transport and Infrastructure to review the content of the programming and procurement documents (i.e. Operation Identification Sheet and Terms of Reference) of six SUMP projects that would be selected among the project pipeline of the OS.

Considering the limited experience of MoTI staff (as the Operating Structure) on sustainable urban mobility planning concept, World Bank assistance would focus on the technical review of the Operation Identification Sheet and Terms of Reference documents, i.e whether these documents are mature and well-structured enough to secure a satisfactory Sustainable Urban Mobility Plan after the implementation of the related operation.

The World Bank will organise workshops with the recipient municipalities to review the expected results from the SUMP and ensure that the SUMP reflect on the needs and vision of the municipalities. In doing this, the World Bank should also identify key SUMP outputs not to miss the essential components while ensuring that the procurement documents such as ToRs do not create generic results.

### **Activity 4: Capacity Building for Review of SUMP Technical Study Outputs**

The World Bank will assist and support the municipalities that will benefit from IPA funding under Action area 3 of the IPA II Multi-Annual Action Programme for Transport in order to establish capacity for reviewing the technical outputs that specialised consultants deliver through SUMP technical assistance studies. The World Bank may also directly review and comment on these technical outputs through the facilities provided under the administrative agreement. These SUMP studies contain detailed implementation plans with significant volumes of technical outputs. In response to these foreseen implementation challenges, the World Bank will organise practical, hands-on training sessions, and provide on-the-job capacity building support to the selected municipalities so that the municipalities can actively participate in the review to ensure that (i) the SUMP are delivered to the quality required in the procurement documents and (ii) the outputs are not generic but instead genuinely connected to the reality of each municipality.

### **RISKS**

- Time risk regarding implementation of this technical assistance contract vis-a-vis programming and procurement of SUMP projects under Action area 3 of MAAP-T.
- Lack of interest or commitment of the stakeholders in the implementation of the project
- Lack of coordination and cooperation between stakeholders.
- Possible legislative changes and/or political developments will be to the detriment of the progress in the urban mobility area and the development of sustainable urban plans
- Many issues within scope of more than one authority may cause loss of time
- Policy choices laid out in the Sustainable Urban Mobility Plans are not fully understood and embraced by the municipalities.
- Changes of assigned staff or workload of assigned staff
- Limited data availability
- Poor performance of consulting services procured for preparing SUMP

In order to mitigate the mentioned risks;

- A well-established communication strategy should be prepared and adopted to ensure the involvement of all stakeholders.
- The OS and municipalities should pay close attention to consultants' performance on preparation of SUMP. Monthly progress reports are required to ensure quality and timely delivery.
- By the stakeholders meetings the responsibility of related authority for the issues under SUMP should be clearly defined in order to not to waste time.
- Municipalities should make institutional or legal reforms in order to adopt SUMP policies.
- Permanent staff should be assigned to this project with his/her backup staff and the only job of the staff should be this project.

### **Assumptions**

- Effective coordination with Operating Structure and other initiatives in the sector in place
- Consultants deliver SUMP plans according to the ToR and management of the consultants is the responsibility of the municipalities/MoTI
- All relevant stakeholders are fully committed to participate in project activities.
- Staff nominated is available and actively participates
- Most of the relevant data is available and accessible

### **CONDITIONS FOR IMPLEMENTATION**

A robust monitoring framework with indicators is established to measure against the baseline situation.

## **3. IMPLEMENTATION ARRANGEMENTS**

### **ROLES AND RESPONSIBILITIES**

The lead institution in the context of IPA sector approach is the Ministry of Transport and Infrastructure (MoTI), which is responsible for development of policy, legislating and enforcement of legislation in all areas of the sector. Directorate General for EU Affairs and Foreign Relations – Department for European Union Investments (EUID) will be receiving assistance from the World Bank as specified in the Administration Agreement. In order to facilitate the services to be delivered by the World Bank, the EUID will provide coordination among the recipient municipalities which will be implementing SUMP projects under the MAAP.

The recipient municipalities will provide the necessary focal points for implementation of services and coordination of logistical aspects with the MoTI and the World Bank.

### **IMPLEMENTATION METHOD(S) AND TYPE(S) OF FINANCING**

**Activities** will be **implemented in indirect management with an entrusted entity**, namely The World Bank. The World Bank can secure higher quality outputs, involving innovative institutional arrangements and technical assistance for transport and logistics master plans, associating private sector participations, promoting green growth, managing social and environmental safeguards, throughout effective procurement processes.

## **4. PERFORMANCE MEASUREMENT**

### **METHODOLOGY FOR MONITORING (AND EVALUATION)**

In line with the IPA II Implementing Regulation 447/2014, an IPA II beneficiary who has been entrusted budget implementation tasks of IPA II assistance shall be responsible for conducting evaluations of the programmes it manages.

The European Commission may carry out a mid-term, a final or an ex-post evaluation for this Action or its components via independent consultants, through a joint mission or via an implementing partner. In case a mid-term or final evaluation is not foreseen, the European Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner. The evaluations will be carried out as prescribed by the DG NEAR guidelines for evaluations. In addition, the Action might be subject to external monitoring in line with the European Commission rules and procedures set in the Financing Agreement.

## INDICATOR MEASUREMENT

Indicative Indicator	Baseline (2020) (2)	Target 2023 (3)	Final Target (2026) (4)	Source of information
Enhanced technical capacity of municipal planners for implementing SUMP	Currently there is no SUMP implemented in Turkey. The knowledge of SUMP is limited in cities	Capacity improved and a set of recommendations and action plans adopted by municipalities	Dedicated transport units have been established in line with the recommendations and action plans	Tailored and structured training for municipal planners  Relevant reports of the operations
Successful implementation of SUMP in selected municipalities	0	0	6	SUMPs delivered in quality stipulated in the procurement documents and adopted by the cities

## 5. SECTOR APPROACH ASSESSMENT

The **fundamental national and Transport sector policy documents** that are necessary for the sector approach **is in place in Turkey**. The country has a solid tradition of multiannual planning in the Transport sector. The essential documents include the following:

- 10<sup>th</sup> National Development Plan
- National Transport Master Plan
- Transport and Communication Strategy: Vision 2023
- National Climate Change Action Plan (NCCAP)
- Road Safety Action Plan
- National ITS Strategy and Action Plan

In addition, a **range of sub-sector strategy papers and action plans** for the railways, aviation, maritime and road transport sectors are in use, and serve as reference for the design of actions and activities under the Transport Sector Operational Programme (SOPT).

National and sector-level strategies are routinely **developed in co-operation with non-governmental stakeholders**. As an expression of that, the SOPT also considers the conclusions from the Transport Forum, which is the main consultation and policy development platform with a wide participation from the governmental and non-governmental stakeholders; convenes periodically and provides recommendations for the Government. Turkey's 11<sup>th</sup> Transport Forum was held in September 2013, with a participation of 6000 delegates.

Priorities and objectives of the aforementioned national and sector strategies have been drawn up also **in response to** the key problems and challenges identified in **key strategic Community documents**, such as the:

- Transport White Paper 2011 "Roadmap to a Single European Transport Area- Towards a competitive and resource efficient transport system",
- The Europe 2020 Strategy.

## 6. CROSS-CUTTING ISSUES

### GENDER MAINSTREAMING

Gender balance will be sought on all the managing bodies and activities of the Action and importance will be given during all stages in particular to take into account women's and girls' specific needs for mobility. Equal participation of women and men will be secured in the design of activities and access to the opportunities they offer. Promotion of gender equality and equal opportunities will be considered. The gender dimension of the activities will also be closely monitored by the European Union in terms of compliance with the Gender Action Plan.

Principles of equal opportunity for female and male and non-discrimination on grounds of gender are considered throughout the programme implementation. Therefore, measures to ensure equal opportunities and non-discrimination regardless of gender are integrated in the design and the implementation of this programme. As such, the Action will ensure that equally qualified men and women will be given equal opportunity to participate and benefit from it.

### EQUAL OPPORTUNITIES

Equal opportunity principles and practices in ensuring equitable gender participation in the project will be guaranteed. The main criteria for staff recruitment will be appropriate qualifications and experience in similar projects.

Turkey's government remains fully committed towards providing equal opportunities for men and women. The legislation ensures equal opportunities and no gender discrimination. All steps necessary to ensure equal



representation and opportunities for women and men will be taken into consideration, including equal participation in implementation, monitoring and evaluation.

#### **MINORITIES AND VULNERABLE GROUPS**

According to the Turkish Constitutional System, the word “minorities” encompasses only groups of persons defined and recognised as such on the basis of multilateral or bilateral instruments to which Turkey is a party. This action has no negative impact on minorities and vulnerable groups.

#### **ENGAGEMENT WITH CIVIL SOCIETY (AND IF RELEVANT OTHER NON-STATE STAKEHOLDERS)**

Engagement with civil society will create the backbone of the awareness-raising activities of the Action. Informative meetings with the local residents for this Action will be organised for public awareness and to seek citizens’ views on improved and sustainable urban mobility. In order to inform the public, close cooperation and coordination will be provided with line ministries, public institutions, NGOs and public in general. Stakeholder meetings and workshops will be employed for interacting with various stakeholders.

#### **ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)**

Even though cities occupy just 3 percent of the Earth’s land, they account for 60 to 80 percent of energy consumption and 75 percent of carbon emissions globally. Urban aspects such as climate change, energy, mobility, environment, poverty, accessibility and finance are often tackled separately and lead to implementing secluded and short-lived solutions. Sustainable cities concept gives us the opportunity to look into the urban ecosystems from a broader angle and to analyse different aspects in a more holistic manner for long term solutions. Therefore the objective of this Action, i.e. applying sustainable cities concept into urban planning and management, directly contributes (i) mitigating climate change by reducing emissions, and (ii) adaptation to climate change by increasing resilience.

### **7. SUSTAINABILITY**

The willingness of the Municipalities in adopting the already prepared SUMP documents is critical in ensuring the sustainability of the Action.

### **8. COMMUNICATION AND VISIBILITY**

Communication and visibility will be given high importance during the implementation of the Action. The implementation of the communication activities shall be funded from the amounts allocated to the Action.

All necessary measures will be taken to publicise the fact that the Action has received funding from the EU in line with the Communication and Visibility Requirements for EU External Actions [https://ec.europa.eu/europeaid/communication-and-visibility-manual-eu-external-actions\\_en](https://ec.europa.eu/europeaid/communication-and-visibility-manual-eu-external-actions_en).

Complementary Visibility Guidelines developed by the European Commission (DG NEAR) will have to be followed [https://www.avrupa.info.tr/sites/default/files/2016-08/VisibilityGuidelines\\_Oct11\\_TR.pdf](https://www.avrupa.info.tr/sites/default/files/2016-08/VisibilityGuidelines_Oct11_TR.pdf)

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process. Actions shall be aimed at strengthening general public awareness and support of interventions financed and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU’s interventions and will promote transparency and accountability on the use of funds.

It is the responsibility of the beneficiary to draft a visibility and communication plan and keep the European Delegation fully informed of the planning and implementation of the specific visibility and communication activities.

The beneficiary shall report on its visibility and communication actions in the report submitted to the IPA monitoring committee and the sectoral monitoring committee.

All projects /contract implemented under this programme shall comply with the **Visibility Guidelines for European Commission Projects in Turkey** published by the EUD to Turkey, at [https://www.avrupa.info.tr/sites/default/files/2016-08/VisibilityGuidelines\\_Oct11\\_TR.pdf](https://www.avrupa.info.tr/sites/default/files/2016-08/VisibilityGuidelines_Oct11_TR.pdf)

All communication and visibility activities should be carried out in close co-operation with the World Bank and the EUD to Ankara.

The EU Delegation is the main authority in charge of reviewing and approving visibility-related materials and activities.

The EU-Turkey cooperation logo should be accompanied by the following text: *“This project is funded by the European Union.”*

Whether used in the form of the EU-Turkey cooperation logo for information materials or separately at events, the EU and Turkish flag have to enjoy at least double prominence each, both in terms of size and placement in relation to other displayed logos and should appear on all materials at the top middle or top left and at all events as per the Communication and Visibility Requirements for EU External Actions. At visibility events, the Turkish and the EU flag have to be displayed prominently and separately from any logos.

Logos of the beneficiary institution and the World Bank should be clearly separated from the EU-Turkey partnership logo and be maximum half the size of each flag. The logos will not be accompanied by any text.

The beneficiary logo and World Bank logo will be on the lower left-hand and lower right-hand corner respectively.

Any printed or any audio-visual material by the Supplier, in whatever form and by whatever medium, including the Internet and social media shall carry the relevant disclaimer as indicated on the Communication and Visibility Requirements for EU External Actions.