Summary of Terminal Evaluation

1. Outline of the Project	
Country: Turkey	**Project Title:** The Project for Traffic Demand Management of Historical Area in Istanbul
Issue/Sector : Public Services Urban Transportation	**Cooperation Scheme :** Technical Cooperation
Division in Charge: JICA Economic Infrastructure Department	**Total Cost:** (as of the Terminal Evaluation (September 2013)) : Approximately 312 million Japanese Yen
Period of Cooperation: July 2011 – December 2013 (Two years and six months)	**Partner Country's Implementing Organization:** Istanbul Metropolitan Municipality (IMM)
	Supporting Organization in Japan: Ministry of Land, Infrastructure, Transport and Tourism, Hiroshima University, The University of Tokyo

1.1 Background of the Project

Republic of Turkey is located between Europe and the Middle East with Ankara as its capital. The Republic houses 783,562 km^2 land area, is inhabited by 72.6 million people, with the per capita GDP of 8,723 U.S. dollars (as of 2009). Istanbul (5,343 km^2), that spans Asia and continental Europe across the Bosphorus Strait, is the country's center of economy producing 22% of its GDP. It is also a cultural and tourist city with UNESCO World Heritage Site.

In recent years, in Istanbul, the population has increased rapidly, from 6.15 million people in 1980 to close to 14 million people in 2012. With the economic growth and population increase, number of passenger cars is reaching at the level of 3 million. Transportation facility development has not kept up with the speed of this rapid motorization, amplifying urban problems such as chronic traffic congestion, frequent traffic accidents, and exhaust gas emissions. In addition, the trend of over-concentration in Istanbul metropolitan area will push up its population to more than 16 million people in 2023.

Under such circumstances, in response to the request of GoT, JICA conducted "The Study on Integrated Urban Transportation Master Plan (M/P) for Istanbul Metropolitan Area in the Republic of Turkey" in 2007-2009, and formulated M/P consisting of the three components: (1) Development of public transport infrastructure; (2) Establishment of fund to invite private sector investment; and (3) Implementation of appropriate traffic management.

Specifically drawing from (3) above, improvement of traffic situation in Historic Areas of Istanbul (17 km^2 with population of 450,000), a UNESCO World Heritage Site, was suggested as the priority agenda from the perspective of urban environment conservation in harmony with the history and culture. M/P pointed out that there is a need to implement not only traffic control but also various traffic policies comprehensively. Implementation capacity development of staff of Transportation Department of IMM in TDM measures thus became an urgent issue, and implementation of the Project was requested to JICA. The objective of the Project was set up to strengthen capacity of C/P in implementation of TDM measures through the process of social experiments (inclusive of agenda setting, planning, implementation, evaluation and analysis) in order to alleviate congestion in the Historical Area. The Project was launched in June 2011 and is scheduled to continue through December 2013.

1.2 Project Overview

(1) Overall Goal of the Project:

Appropriate TDM measures will be implemented in the Istanbul historical area to create comfortable city environment.

(2) Project Purpose:

Transportation Department's implementation capacities of TDM measures for the Istanbul historical area are strengthened.

(3) Outputs

1) Traffic characteristics of the Istanbul historical area are clarified and issues on transportation planning are identified.
2) Transportation Department's capacities are strengthened through planning, implementing, evaluating, and analyzing social experiments of TDM measures.
3) Experience of the social experiments is summarized as guidelines and shared among relevant departments of IMM.

(4) Inputs (As of the Terminal Evaluation)

Japanese side:

- Japanese Experts: A total of 10 Experts (a total of 57.44M/M)
- C/P Training in Japan: A total of 13 C/Ps
- Equipment: JPY 23 million (approximately USD 0.23 million)
- Operational Expenses: JPY 65.3 million (approximately USD 0.67 million)

Turkish Side :

- C/Ps: A total of 17 personnel
- Facilities: office space in Transportation Department for Japanese Experts.
- Operational Expenses: TRY500,000 (approximately JPY 25.5 million)

2. Evaluation Team

Members of Evaluation Team (Japanese side)	[Leader]	Mr. Yoshihiro Kakishita, JICA Economic Infrastructure Dept.
	[Evaluation Planning]	Ms. Saori FUKUHARA, JICA Economic Infrastructure Dept.
	[Evaluation Analysis]	Dr. Maki TSUMAGARI, IMG Inc.
Evaluation Period	September 1 – 14, 2013	**Type of Evaluation :** Terminal Evaluation

3. Results of Evaluation

3.1 Confirmation of Results

(1) Achievements of Outputs

Activities under Output 1 were conducted in sequence from the onset of the Project and led to the full achievement of Output 1. On the other hand, Output 2 is evaluated to have been achieved except for the execution of the second social experiment, for which factors beyond control of the Project's implementing agency (i.e. IMM's Transport Department) affected it to suspend until the election is over in Mar. 2014. However, regarding the suspended second social experiment, the objective, value, and

specific process of conducting this experiment in the Historic Areas were sketched out and compiled into a report. Without the unanticipated suspension due to election, this part of the Output was to be produced as scheduled. By the end of the Project period, Output 3 is anticipated to be achieved to the satisfactory level set by the indicators, which are to produce and disseminate guidelines drawing from the results and analysis of the social experiments conducted under Output 2.

(2) Achievement of the Project Purpose

The goal of achieving the Project Purpose, as determined by the indicator, has already been met. On the other hand, C/P unanimously expressed that they were counting on the second social experiment as an opportunity to solidify their acquired skills through the process of the first experiment so that they can ensure for themselves that they will be fully ready to carry forward onward TDM. This relates not only to the technical part of the measures but also to how to navigate the administrative system of IMM to implement measures, and for that reason, in order to crystalize Project germinated capacity on TDM, going through yet one more measure will be beneficial to the staff of the Transportation Department.

3.2 Summary of Evaluation Results

(1) Relevance: High

The Project was planned based on JICA supported "Study on Integrated Urban Transportation Master Plan for Istanbul Metropolitan Area in the Republic of Turkey" (2009), under the framework of Japan's assistance policy for Turkey and implemented in line with Turkey's national development plan, "Ninth Development Plan of Turkey (2007-2013)", as a direct response to IMM's "Strategic Plan of Istanbul Metropolitan Municipality (2010-2014)", in alignment with the requirement by UNESCO World Heritage Committee as per determined by "Istanbul Historic Peninsula Site Management Plan (2011). The relevance of the Project is thus evaluated as high.

(2) Effectiveness: High

The Effectiveness of the Project is assessed as high, for the Project Purpose, as determined by the indicator, has already been met, the significance of the produced Outputs for the achievement of the Project Purpose was clear, and there is a clear linkage between the achievement of the Project Purpose and the production of Outputs. The needs for TDM in such a congested city hub has only expanded as the time progressed during the Project period. With the grand opening of Yenikapi Station on October 29, 2013, IMM's priority on TDM as a means to develop intermodal system for managing transfer corridors for rail, road (bus and pedestrian), and sea (ferry) is anticipated to grow even higher as the Project's completion approaches in December, 2013, and then the Project's effectiveness can be exhibited further to IMM and the society it serves.

(3) Efficiency

The Efficiency of the Project is evaluated as satisfactory in view of the multiple dimensions of Input-Output relationships that the Project managed for results. Project activities have been implemented with thorough planning and preparation, yet delays occurred from early point in time, as well as difficulties arose in gaining understanding and necessary technical support from the parties instrumental for the implementation of the Project. With concerted

effort on the part of the Project, however, each step was managed with diligence and professionalism, making use of the challenge and effectively turned investment (incl. human power required to navigate the bureaucratic system and accessing initially unallocated C/P budget for the implementation of social experiment) into Output.

(4) Impact: Substantial

Through the Project period, the C/P stayed focused on the planning and execution of the Project planned TDM measures and served to build institutional memory and mechanism on the theme. The unfortunate suspension of the second social experiment beyond control of the staff assigned did not deter them from the pursuit for such undertakings for the cause of better traffic conditions in the target area. Given IMM's imminent needs for the Historic Area are to install arrangements for intermodal facilities at Yenikapi transfer center (as the grand opening of this transportation hub is approaching in the end of October 2013), the TDM experiences of the Project is expected to draw attention for its high relevance as the core for establishing intermodal systems. Therefore, the prospects for achieving Overall Goal through further implementation of TDM is high, and thus the impact of the Project is deemed substantial.

(5) Sustainability: High

The C/P has fine recognition of their roles and responsibilities not only in their assigned Directorates but also within the institution. The Project worked within the existing organizational framework of the Transportation Department by setting up Working Group with staff drawn for their technical and functional responsibilities. Thus, termination of the Project will not negatively affect the furtherance of the results derived. However, them being staff for planning the measures and possibly testing the measures but not for launching large scale operations, realization of wider application depends on the Project (1) making a thorough and informative guideline (Output 3) before the end of the Project period, and (2) reaching out to the other Directorates concerned future mobilization. Changes in the political environment continues to affect the extent and timing of the conduct of Project induced TDM measures. However, TDM being a core of managing traffic challenges of IMM jurisdiction, its priority is deemed to stay till visible level of congestion decrease is realized, warranting a rating of high for the sustainability of Project achievements.

3.3 Conclusion

The Project has made tangible achievements in strengthening capacities of Transportation Department's core staff in TDM measures. Its relevance is evaluated high based on close alignment with (1) the Government policy of Turkey, (2) the Strategic Plan of IMM as well as (3) the needs of its Transportation Department, (4) the requirement by UNESCO World Heritage Committee, and also (5) Japan's ODA Policy. The Project effectiveness is also assessed as high, for the Project Purpose, as determined by the indicator, has already been met based on the triangulation of questionnaire survey, face-to-face interviews, and document review, and there is a clear linkage between the achievement of the Project Purpose and the production of Outputs. Efficiency of the Project is evaluated as satisfactory in view of the five dimensions of Input-Output relationships that the Project managed for results. They are: (1) turning a challenge by delay into resource acquisition process management opportunity, (2) important assumption of output, (3) inputs by Japan, and (4) inputs

by IMM. As the prospect for achieving Overall Goal through further implementation of TDM is high, the impact of the Project is deemed substantial, accompanied by a comprehensive assessment on the sustainability of Projects' achievement as high

3.4 Recommendations

(1) Re-confirm C/P assignment with the Project, and clarify roles and goals with timeline

As common for strong technical staff at a public entity, the assigned C/P have regular and/or routine functions for the Directorate/Department, and could not spend 100% of their work time solely for the Project. However, knowing such constraints, the Project made arrangement such as Weekly Friday Meeting to strategize its operation management. From the questionnaire and face-to-face interviews, it seems that there is still some more room to further economize use of time by prioritizing and clarifying "who does what to get where by when", to ensure each is well aware of what they are tasked to deliver. Thus, toward the end of the Project completion, it is recommended that the Project re-visits PO and stock takes what each C/P should focus, as well as double checks if what each C/P thinks he/she is supposed to be doing rightly reflects what PDM/PO determines for that particular C/P.

(2) Consider lending short-term technical support to Yenikapi development to solidify the Project built TDM capacity

After administrative decision was made to suspend execution of the second social experiment (Output 2), the Project swiftly tuned into IMM's evolving and urgent challenge of establishing intermodal passenger transport system at Yenikapi transfer point, one of the most critical traffic nodes of the City to become. This adjustment is still within the framework of the TDM application, and provides a clear illustration of the flexibility as well as capability of the staff in applying accumulated experiences on TDM.

As IMM's need to take on Yenikapi development is urgent, one possibility is to formalize Project's technical support to the development, details of which to be determined in consultation with JCC, by extending Project period up to six (6) months to conduct study for an urgent action plan. It will be conducted under the Output 1 component of the Project, and its essence would preferably be documented as an addendum to the Output 3 produced guidelines.

(3) Pick up on the suspended second social experiment on traffic cell system at a time opportune for implementation

The Project laid out all the preparatory work for the experiment, and the C/P particularly consider this will be a missed opportunity if not implemented. Thus, while implementation within the Project period does not seem probable, keeping it in the agenda of Transportation Department and prioritizing its implementation when the time is opportune will be an important step to ensure realization of Project outcome.

(4) Closely liaise with IMM's Directorate of Historic Sites Protection by providing information on Project achievements

The Project has been in full compliance with the requirement by UNESCO to upkeep the status of Istanbul Historic Areas as a World Heritage Site, as determined by "Istanbul Historic Peninsula Site Management Plan (2011)". Further confirmation was obtained from IMM's Site Management Directorate, the section in charge of liaising with UNESCO, that the Project has been operating within and in support of the mandate of the Site Management Plan which recognizes the significance of TDM. As the Site Plan is now under

review for update, the Project should feed its data and information on the achievements to this unit, so that Project's contribution to the Historic Area will be formally acknowledged in the next version of the Site Management Plan, authenticating TDM measures by the Project for the Historic Areas.

(5) Start to engage non C/P for further application of TDM measures

The Project worked within the existing organizational framework of the Transportation Department by setting up Working Group with staff drawn for their technical and functional responsibilities. Thus, termination of the Project will not negatively affect the furtherance of the activities derived. However, them being staff for planning the measures and possibly testing the measures but not for launching large scale operations, realization of wider application depends on the Project (1) making a thorough and informative guideline (Output 3) before the end of the Project period, and (2) reaching out to the other Directorates concerned for future mobilization. While the Project is currently on schedule on the Output 3 activities, ensuring quality of the guidelines as well as scoping of how to disseminate the guidelines so that further engagement of the beyond C/P group can be acquired should be sought out from now.

3.5 Lessons Learned

(1) Importance of Stakeholder Engagement

Project established well-functioning communication channel between the Experts and C/P through regular Friday Meeting of the Working Group (core group working on the Project). Other concerned Directorates in Transportation Department were also involved in the communication channel as well as in collaborative work depending on the agenda. On the other hand, how to engage with upper management under dynamic and fluid work environment of a huge municipality system continued to pose difficulty to the Project due to their busy schedule, and the Project admits that it could not always shape their agendas in a way comprehensible to the upper management. Also, the Project reflects that its outreach effort for public involvement was not sufficient for what is required for the implementation of a full-fledged social experiment.

While access to the higher authority continues to be limited, the Project is definitely utilizing its experiences for navigating the bureaucracy. Its clearance request is now better tailored, thinking ahead on what is required for the upper management to approve without hesitation. Such goal oriented thinking is a universal asset in any type of organization, but is particularly relevant and is envisaged to take root as a ground rule for public servants. Thus, going forward, significance of consensus building within and beyond the municipality as well as that of outreach to the public should be considered and treaded as an integral part of successful planning and implementation of TDM measures.

(2) Non-technical capacity for technical officers

The target group of the Project was determined in its PDM as Transportation Department of IMM. As the staff (i.e. C/P) came on board already in possession of high level technical expertise, the benefit of their participation in the Project related more with how to structure and carry out TDM measures rather than in the narrow sense of developing technical capacity. Therefore, while "needs" might not have been felt by the already able C/P for capacity development in transportation management issues, the value of the Project having

provided opportunities for the technical officers to think through how to strategize and act in order to realize TDM measures within the mandate of the Municipality which is always under fluid business environment should be recognized.

(3) Dispatch Patterns of JICA Experts

Japanese Experts were dispatched in accordance with the framework of contractual arrangement with JICA. Given large part of the Project needs are of procedural nature for which uninterrupted on-site availability of the Experts ensures seamless advisory services to the C/P, absence of such arrangement made C/P feel that it could be one reason for bottlenecks. On that point, suggestions were made to appoint fewer number of experts (if required for budget reason) for longer stretch of time in the office with more permanent resident status than patchy in-and-out of more numerous number of Experts. The issue is not specific to this Project, and merits deliberation on the part of JICA for effective implementation of its project scheme.

(4) Value of lessons from less than ideal examples

All the core C/P had the opportunities for training in Japan, where exposures to TDM in Japan provided opportunities for them to establish comparative perspectives. Some pre-concluded Japanese technology is not surpassing what exists in Turkey, but such comparisons included, the C/P gained firsthand knowledge on the real applications of TDM by public entities managing transportation system. This example is a reminder that the value of establishing reference point cannot be underestimated as an offering even from less than ideal cases.