

トルコ共和国
イスタンブール市歴史地区
交通需要管理プロジェクト
終了時評価調査報告書

平成 25 年 9 月
(2013年)

独立行政法人国際協力機構
経済基盤開発部

基盤
JR
13-286

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略 語 表

略 語	正 式 名 称	日 本 語
BIMTAS	Bosphorus Construction Consulting Company	ボスポラス建設コンサルティング会社
BRT	Bus Rapid Transit	幹線快速バス
C/P	Counterpart	カウンターパート
IDO	Istanbul Sea Buses Company	イスタンブール海上バス会社
IETT	IETT General Directorate (Istanbul Electric, Tram, and Tunnel Authority)	イスタンブール交通公社
IMM	Istanbul Metropolitan Municipality	イスタンブール市
IMP	Metropolitan Planning and Urban Design Center	都市計画センター
ISBAK	Istanbul Transportation Maintenance Company	イスタンブール交通メンテナンス会社
ISPARK	Istanbul Parking Trade Company	イスタンブール駐車場管理会社
Istanbul ULASIM	Istanbul Transportation Company	イスタンブール交通会社
IUAP	Istanbul Ulasim Ana Planı/Istanbul Transportation Master Plan	イスタンブール都市交通マスタープラン
JCC	Joint Coordination Committee	合同調整委員会
JICA	Japan International Cooperation Agency	独立行政法人国際協力機構
M/M	Minutes of Meeting	協議議事録
M/P	Master Plan	マスタープラン
Otobus	Public Bus	公共交通バス
PDM	Project Design Matrix	プロジェクト・デザイン・マトリックス
PI	Performance Indicator	業務指標
PO	Plan of Operations	活動計画
R/D	Record of Discussions	討議議事録
SPS	Smart Parking System	スマート・パーキング・システム
TDM	Traffic Demand Management	交通需要管理
UKOME	Transportation Coordination Directorate	交通局調整委員会
UNESCO	United Nations Educational, Scientific and Cultural Organization	ユネスコ（国連教育科学文化機関）
UTK	Transportation Traffic Management Board	交通管理委員会

為替換算

USD1=JPY98.19

TRY1=JPY50.955

(JICA rate for August, 2013)

終了時評価調査結果要約表

1 案件の概要	
国名：トルコ共和国	案件名：イスタンブール市歴史地区交通需要管理プロジェクト
分野：都市開発・地域開発	援助形態：技術協力プロジェクト
所轄部署：JICA経済基盤開発部	協力金額（評価時点）：3.12億円
	協力相手先機関：イスタンブール市交通局
協力期間： 2011年7月～2013年12月	日本側協力機関：国土交通省、広島大学、東京大学
1-1 協力の背景と概要	
<p>トルコ共和国（以下、「トルコ」と記す）は国土面積783,562km²、人口約7,260万人、1人当たりGDPが8,723米ドル（2009年時点）であり、欧州と中東の間に位置し、アンカラを首都とする共和制国家である。イスタンブール（5,343km²）は、ボスポラス海峡を挟んで欧州大陸とアジア大陸にまたがっており、トルコの全GDPの22%を生み出すトルコ経済の中心であると同時に、世界遺産に登録された歴史地区を有する文化・観光都市でもある。</p> <p>近年、イスタンブールでは人口が急速に増加しており、1980年の615万人から2012年には約1,400万人を数え、人口増大と経済成長に伴い、乗用車台数は300万台に近づいている。この急速なモータリゼーションの進展に交通施設整備は追いつかず、慢性的な渋滞、交通事故の多発、排気ガス排気量の増加などの都市問題が年を追うごとに深刻化している。さらに、イスタンブール首都圏への一極集中により、2023年には人口が1,600万人を超えると予測されている。</p> <p>このような状況の下で、めざすべき将来の交通ネットワークを策定し、イスタンブール市の都市交通問題の改善を図るため、同国政府の要請を受けて、JICAは2007～2009年に「イスタンブール市都市交通マスタープラン（M/P）調査」を実施した。同調査で策定されたM/Pは、①公共交通インフラの整備、②民間資金導入のための基金（イスタンブール西部地区都市開発公団、軌道系開発促進基金）の設立、③適切な交通管理の実施、の3つのコンポーネントから構成される。</p> <p>このうち③について、歴史文化財と調和した都市環境保全の観点から、イスタンブール歴史地区（人口約45万人、面積約17km²）の交通現況の改善が緊急課題として提言された。イスタンブール歴史地区はユネスコの世界遺産に指定され、歴史的建造物が数多く存在しているが、都市部に位置するために、深刻な交通渋滞とそれに伴う大気汚染などにより貴重な歴史的建造物が損傷されつつある。M/Pでは、歴史地区における交通政策は乗り入れ規制だけではなく、さまざまな交通政策を複合的に実施する必要があることが指摘されており、それを担うイスタンブール市交通局職員の交通需要管理（Traffic Demand Management：TDM）施策実施能力の強化が緊急に必要とされている。同提言に基づき要請されたイスタンブール市歴史地区交通需要管理プロジェクト（以下、「本プロジェクト」と記す）では、M/P調査と同様にイスタンブール市交通局をカウンターパート（Counterpart：C/P）機関として、歴史地区における混雑緩和のためのTDM施策導入のため、社会実験の実施プロセス（課題特定→計画立案→実施→評価・分析）を通じたC/P機関のTDM施策実施能力強化を目的として、2011年6月から2013年12月までの</p>	

予定で実施されている。

1-2 協力内容

(1) 上位目標

快適な都市環境を実現するため、イスタンブール市歴史地区において適切な交通需要管理（TDM）施策が実施される。

(2) プロジェクト目標

イスタンブール市交通局の歴史地区におけるTDM施策実施能力が強化される。

(3) 成果（アウトプット）

- 1) イスタンブール市歴史地区の交通特性が特定され、交通計画上の課題が抽出される。
- 2) TDM施策の社会実験における計画立案から実施、評価・分析に至る一連のプロセスが、イスタンブール市交通局職員によって試行される。
- 3) 社会実験の経験がガイドライン・研修教材などとして取りまとめられて、イスタンブール市関係部局に共有される。

(4) 投入（2011年7月～終了時評価時点）

1) 日本側

- ・日本人専門家：専門家10名（合計57.44人/月）
- ・本邦研修：合計13名
- ・供与機材：2,300万円（約23万米ドル）
- ・プロジェクト運営費：6,530万円（約67万米ドル）

2) トルコ側

- ・プロジェクト要員：合計17名
- ・プロジェクト施設：プロジェクト事務所スペース
- ・プロジェクト運営費：50万トルコリラ（約2,550万円）

2 終了時評価調査団の概要

	担当分野	氏名	所属
調査者	総括	垣下 禎裕	JICA経済基盤開発部参事役
	協力企画	福原 さおり	JICA経済基盤開発部平和構築・都市・地域開発第一課
	評価分析	津曲 真樹	有限会社アイエムジー
調査期間：2013年9月1日～9月14日			評価種類：終了時評価

3 調査結果の概要

3-1 調査結果の要約

(1) 成果の達成状況

成果1の活動はプロジェクト開始以降順序立てて実施され、成果1の達成へと導いた。成果2は、第2回社会実験の実施を除いて達成されたと評価できる。第2回社会実験は、C/P機関（イスタンブール市役所交通局）の裁量を超える要因によって、2014年3月に選

挙が終わるまで延期されることになった。しかし、歴史地区でこの実験を行う目的、価値、固有プロセスの概略は報告書にまとめられている。また、選挙に伴う想定外の延期がなければ、成果のこの部分も予定どおり産出されるはずであった。終了時評価の段階では、成果2の下で行われた社会実験の結果と、現在取り組まれている、分析から引き出されたガイドラインの完成と普及によって、プロジェクト期間の終了までに、成果3は指標を達成することが予測される。

(2) プロジェクト目標の達成見込み

プロジェクトの目標は、質問票調査、インタビュー、関連資料など、複数の角度からのレビューに基づいて、おおむね達成されていることが確認された。他方で、第1回社会実験（スマート・パーキング・システム：SPS）を通じて獲得したスキルを確かなものとするための第2回社会実験（トラフィック・セル・システム）、という期待をC/Pのだれもがもっていたことがうかがわれた。それにより、TDMを更に推進する準備を万全に整えることが可能となる、という理解からである。その意図は、社会実験の技術的な側面のみでなく、実験の実施にあたって必要である、イスタンブール市役所の行政システムとどのように対峙し、関係者を巻き込んでいくか、という課題への対処を含むものである。このような背景から、プロジェクトがその機会を提供して構築途上にある、TDM施策にかかわる能力を確実にするために、あと1回の実験を行うことが交通局職員にとって有益であろう。

3-2 評価結果の要約

(1) 妥当性：おおむね高い

プロジェクトは、日本の対トルコ援助政策の枠組みに包含されている、JICA支援による「イスタンブール市都市交通マスタープラン（M/P）調査」に基づいて構築されたものであり、トルコの国家開発計画である「第9次開発計画（2007～2013年）」に沿って計画、実施された。プロジェクトはまた、イスタンブール市役所の「イスタンブール都市圏戦略計画（2010～2014年）」に直接的に呼応した事例の1つでもあり、イスタンブール歴史地区に対する、ユネスコの世界遺産としての認定を維持するための管理について定めた、「イスタンブール歴史的半島地域管理計画（2011年）」を順守している。これらの整合性にかんがみ、プロジェクトの妥当性はおおむね高いと評価できる。

(2) 有効性：高い

プロジェクトの有効性は高いと評価される。プロジェクトの目標は、質問票調査、インタビュー、関連資料など、複数の角度からのレビューに基づいて、指標を満たすレベルで達成されていることが確認された。産出された成果のプロジェクト目標達成に係る重要性は、明らかであり、プロジェクト目標と産出された成果の間には、明確な関連性が認められる。かくも密集した都市の中心におけるTDMへの実態的なニーズは、プロジェクト期間中においても、時間の経過とともに拡大の一途であったといえる。2013年10月29日のイエニカプ駅開業を控え、鉄道、道路（バスと歩行者）、海上（フェリー）のスムーズな乗り継ぎを可能にする交通結節点の開発、というイスタンブール市役所にとっての喫緊の課題への対応として、2013年12月のプロジェクト終了が迫るなかで、TDMは有効な手段と

してより注目を得ると予想される。

(3) 効率性：中程度

プロジェクトが結果を導くにあたって行った投入、成果との関連性から検討した結果、その効率性は中程度であるといえる。プロジェクトの活動は入念な計画と準備を経て実施されたが、初期には遅延が発生した。活動実施のためにステークホルダーから理解と技術的支援を得るにあたって、プロジェクト実施の円滑化に影響を与える困難にも直面した。しかし、プロジェクト関係者は、1つ1つの課題に戸惑いながらも、真摯な姿勢とプロ意識を失わずに努力と協力を継続し、障害を克服して獲得したC/Pの自己資源（官僚システムのなかで物事を進めるために必要であった人的リソースを含む）をも投入のうえで、成果を導いた。

(4) インパクト：中程度

プロジェクト期間を通じて、C/Pはプロジェクト活動としてのTDM施策の計画と実施に真摯に取り組み、組織レベルでその経験が蓄積されるための努力を行った。第2回社会実験が延期に至った経緯は、担当職員レベルがコントロールできる権限の範囲を超えたものであり、一方で、彼らの、管轄対象地域がより良い条件の交通環境を得るために努力する、という目標をくじくことではなかった。折しもイスタンブール市役所では、複数の交通手段が交差するイエニカプ駅周辺で、2013年10月に交通ハブの開通が迫っていることを皮切りに、この地域の交通結節点開発への対応を喫緊の課題としており、プロジェクトにおけるTDMの経験はこのシステムを構築するための核として、市の取り組みが進むなかで、その関連性の高さから注目されると期待できる。よって、更なるTDM施策の実施を通じて上位目標を達成する見込みが高く、プロジェクトのインパクトは中程度と考えられる。

(5) 持続性：高い

C/Pは与えられた役割だけでなく、組織内での各人の役割と責任もよく認識している。プロジェクトは、技術及び職務責任を考慮して選ばれた職員から成るワーキンググループを設定して、交通局の既存の組織的枠組みのなかで機能した。かくして、プロジェクトの終了が活動の推進に悪影響を与えることはないと考えられる。しかし、これら選ばれた職員は計画課所属の者が大半であり、施策の計画及び試行の職責を担っても、施策の大規模な実施を司るわけではなく、施策の広範な適用には、以下の2点が重要になる。すなわち、①プロジェクト期間が終了する前に、綿密かつ有益なガイドライン（成果3）が完成し、②施策の更なる展開にかかわる他部局に働きかけることである。実施機関の方向性を左右する政治環境の変化は、プロジェクトがもたらしたTDM施策を更に推し進める規模とタイミングに、今後も影響を与え続ける。しかしTDMは、イスタンブール市役所が管轄する交通問題を打開するための根幹ともいえるものであり、混雑緩和が目に見えるレベルになるまで、その優先順位は高いものであり続けると思われる。そのため、プロジェクトがもたらした結果の持続性は高いと考えられる。

3-3 結論

交通局の中核職員のTDM施策関連能力の強化に関して、プロジェクトは明確な成果を産み出した。その妥当性は、①トルコ政府の政策、②イスタンブール市役所の戦略計画、③交通局のニーズ、④ユネスコ世界遺産委員会の要請、⑤日本のODA政策、という5つの要素との整合性の高さに現れている。プロジェクトの目標は、質問票調査、インタビュー、関連資料など、複数の角度からのレビューに基づいて、指標を満たすレベルで達成されていることが確認され、目標達成と産出された成果の間に明確な関連性が認められることから、その妥当性は高い。投入と成果の関係の観点からも、投入が成果の妥当な産出を導いていることが以下の側面から認められたことから、プロジェクトの効率性も満足のレベルを満たしたといえる。それらは、①遅延という障害を、資金を獲得するプロセスを経験、会得する機会として活用、②成果レベルの重要な前提条件、③日本による投入、④イスタンブール市役所による投入、である。TDMの更なる実施を通じた上位目標達成の見通しは高く、プロジェクトのインパクトは大きなものと考えられ、プロジェクトが達成した成果が持続する可能性も高いという評価に値する。

3-4 提言

(1) C/Pのプロジェクトにおける担当業務を再確認し、その役目を時間軸に沿って明確化する
自治体の有能な技術系職員に共通しているように、担当のC/Pは部局のなかで日々遂行する通常業務をもっており、勤務時間の100%をプロジェクトのために費やすことはできない。このような制約を踏まえて、プロジェクトは毎週金曜日のワーキンググループミーティングなどの手はずを整え、管理運営に工夫を凝らした。この関連で、質問票調査とその後のインタビューから顕在化したのは、「どの段階で何が達成されているために、だれがいつまでに何を行うか」を再度確認し、自己が求められている遂行業務に関して、プロジェクト内部で全員が共通の理解を構築することが、更なる時間の効率化をもたらすであろう、という点である。よって、プロジェクトの終了に向けて、それぞれのC/Pが現在取り組んでいるプロジェクト関連業務がPDMやPOが規定したものに即しているかについて、改めて確認することが有用であろう。

(2) プロジェクトにて向上したTDM能力を更に強化するための、イエニカプ開発への短期的な技術支援の検討

第2回社会実験（成果2）を延期するイスタンブール市役所上層部の決定の後、市役所にとって緊急性の高いニーズとして浮上した、イエニカプ駅周辺の交通結節点開発に係る対応への技術的な相談などに、C/Pは迅速に呼応している。イエニカプ駅周辺は、市の最も重要な交通の要所となることが見込まれている。C/Pによるこのような対応は、TDM適用の枠組みのなかに位置づけられるものであり、プロジェクトを通じてTDM施策に携わった職員の適用能力を示す機会を提供する。

イエニカプ開発への取り組みはイスタンブール市役所にとって緊急性が高く、プロジェクトを半年の範囲内で延長し、緊急対応のアクションプラン策定を通じてこの開発に対する技術支援をプロジェクトの公式な活動として行う意義は、検討に値する。具体的な対応についてはJCCとの協議によって決定されることになるが、活動の性質はプロジェクトの成果1のなかで展開されるものであり、その重要点は成果3でまとめられる、プロジェク

トガイドラインの補足として文書化されることが推奨される。

(3) 延期となった第2回社会実験の、適切な時期の実現

プロジェクトは第2回社会実験のためにあらゆる準備を整え、特にC/Pはその準備に奔走したこともあり、この実験が実施されないことは、大きな機会損失であると考えている。プロジェクト期間内の実現の可能性は難しくとも、交通局の予定に引き続き含め、適切な時期に優先的に実施することが、プロジェクト目標の達成と、上位目標の達成への道筋を確かにするための重要なステップである。

(4) プロジェクトの成果に係る情報提供を通じての、イスタンブール市役所用地管理担当局との緊密な連携

イスタンブール歴史地区に対する、ユネスコの世界遺産としての認定を維持するための管理について定めた、「イスタンブール歴史的半島地域管理計画（2011年）」をプロジェクトは順守し、また、TDMは同管理計画の執行を支援する活動として認識されていることが、本終了時評価のなかで、イスタンブール市役所でユネスコとの連携を担当する用地管理担当局によって確認された。歴史地区の保全という観点から、同用地管理担当局とは共通のアジェンダを抱えており、密な連携を行うことによって、TDM施策を核とするプロジェクトの意義をより広く認知させることが可能になると考えられる。特には、同管理計画が現在改定の途上であることから、プロジェクトが関連データを同局に提供することで、歴史地区へのプロジェクトの貢献が改訂版の管理計画に正式に加えられることで、プロジェクトによる歴史地区のTDM施策に正当性を与えるツールとなる。

(5) TDM施策の適用拡大を視野に入れた、C/P以外の人々への働きかけの開始

プロジェクトは、技術及び職務責任を考慮して選ばれた職員から成るワーキンググループを設定して、交通局の既存の組織的枠組みのなかで機能した。かくして、プロジェクトの終了が活動の推進に悪影響を与えることはないと考えられる。しかし、これら選ばれた職員は計画課所属の者が大半であり、施策の計画及び試行の職責を担っても、施策の大規模な実施を司るわけではなく、施策の広範な適用には、以下の2点が重要になる。すなわち、①プロジェクト期間が終了する前に、綿密かつ有益なガイドライン（成果3）が完成し、②施策にかかわる更なる展開にかかわる他部局に働きかけることである。プロジェクトは現在、ガイドライン作成の活動を進めているが、C/Pがワーキンググループを越えた関係者とのかわりの布陣をつくるためには、ガイドラインの質を確保しつつ、普及の方法をしっかりと固めることが重要である。

4 教訓

(1) ステークホルダーを巻き込むことの重要性

プロジェクトは、毎週金曜日に行われるワーキンググループ（プロジェクト活動の中核グループ）ミーティングを通じて、専門家とC/Pの間に良好なコミュニケーションチャンネルが確立された。交通局のその他の関連部局も、業務の内容によってコミュニケーションチャンネル並びに共同作業に加わった。一方で、流動的に物事が動く、巨大な行政シス

テムのなかで、過密スケジュールの上層部をどのように巻き込んでプロジェクト活動を進めるかについては苦勞が絶えず、プロジェクトは、その点では反省すべきことも多いと自覚している。また、一般市民を巻き込むプロジェクトのアウトリーチの努力が社会実験の実行にあたって十分でなかったことも、プロジェクトは反省事項としている。

上層部へのアクセスに制約がある点については、その後も状況は変わっていないが、プロジェクトは、官僚機構のなかで必要な決裁を得るためにはどのような対応・準備が必要かについて、経験を生かしてより効率的な動きをとるようになってきている。そして、上層部からの決裁を仰ぐにあたっては、決裁者が躊躇なく判断を下せるよう、先を見据えた準備と思考を巡らせて対応していることが確認された。

こういった最終目標に向けた発想は、あらゆる組織における普遍的な財産であるが、公務員の基本原則としてとりわけ肝要なものであり、定着することが期待される。行政体内外での合意形成、並びに一般市民へのアウトリーチの重要性は、TDM施策の計画と実行の成功にとって不可欠な要素であると考えられ、その対応が重要である。

(2) 技術担当者にも必要な、技術面以外の能力

プロジェクトのPDMで定められた対象グループは、イスタンブール市役所の交通局である。ワーキンググループに参画している職員（C/P）は、高いレベルの技術的専門性を備えてプロジェクト活動に従事していることから、彼らのプロジェクトへの参加の利点は、狭義の技術能力開発というよりは、TDM施策をどのように構成し、実施するかにかかわる運営管理面の能力向上という色が強かった。特に、プロジェクトはC/Pに、巨大な地方自治体の行政機構のなかで自局の技術的なアジェンダに関して上層部を説得し、他部局と協調し、内外のステークホルダーと協同するかなど、物事の動かし方を実践する機会を提供した。そのため、既に交通管理分野での技術能力を備えるC/Pにとって、「ニーズ」が必ずしも強く感じられていたわけではないが、プロジェクトは彼らに、常に状況が変わり、予測が難しい市の行政システムのなかでTDM施策を実現するために必要な、戦略的な思考や行動を考えさせる機会となった。

(3) JICA専門家の投入パターン

日本人専門家の投入は、JICAとの契約にのっとなって行われた。プロジェクトが必要とする日本側の投入の大きな部分が、プロジェクトの進展を支えるさまざまな手続き面での取り組みへのサポートであり、そのためには、専門家が現地に常駐し、必要に応じて間断なくアドバイスを仰げるという距離感が、C/Pにとっては非常に重要な要因となる。この点について、C/Pの多くから、日本側の予算措置として必要であれば専門家の数を減らしてでも、多くが断続的に出入りするのではなく、常勤に近い体制でプロジェクトに従事してほしい、という意見が寄せられた。この問題は本プロジェクトに特有のものではなく、プロジェクト計画における効果的な実施の観点から、JICAによる検討が求められる性質のものである。

(4) 最良の理想像ではない例から得られる教訓の価値

中核となるC/Pは全員が日本での研修機会を得て、日本のTDMにふれて比較の視点から

理解を確立した。日本の技術がトルコのそれに勝るものではない、という既成概念をもちながら研修に参加したC/Pもいるが、このような比較を含め、C/Pは公共機関が実施するTDMの適用場面に接することで、今後、自分の職務のなかでどのようにTDMを扱うかについて、より明確な考えをもてるようになった点に意義がある。この例は、たとえ個別技術の優位性が高くない事例からも、比較の視点を促す価値があることを示唆する。

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	
<p>Republic of Turkey is located between Europe and the Middle East with Ankara as its capital. The Republic houses 783,562 km² 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 km²), 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.</p> <p>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.</p> <p>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.</p> <p>Specifically drawing from (3) above, improvement of traffic situation in Historic Areas of Istanbul (17 km² 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.</p>	

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
	[Evaluation Planning]	Dept.
	[Evaluation Analysis]	Ms. Saori FUKUHARA, JICA Economic Infrastructure
		Dept. Dr. Maki TSUMAGARI, IMG Inc.

Evaluation Period	September 1 – 14, 2013	Type of Evaluation : Terminal Evaluation
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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.

第1章 終了時評価調査の概要

1-1 評価の背景と目的

1-1-1 評価の背景

イスタンブール市歴史地区交通需要管理プロジェクト（以下、「本プロジェクト」）は、イスタンブール市交通局職員の交通需要管理（Transport Demand Management：TDM）施策実施能力の強化を目的とした技術協力である。トルコ共和国（以下、「トルコ」と記す）の要請を受けて日本国政府（独立行政法人国際協力機構：JICA）が2010年10月に詳細計画策定調査を実施し、協力のフレームワークについてトルコ政府と合意し、同2011年4月にその内容を示した討議議事録（Record of Discussions：R/D）の署名交換を行った。その後、2011年7月より、上記R/Dに基づきイスタンブール市交通局をカウンターパート（Counterpart：C/P）機関とし、歴史地区における混雑緩和を目的としたTDM施策導入のために、社会実験の実施を通じてTDM施策実施能力の強化を図ることを目標として、本プロジェクトが実施されている。

2013年12月にプロジェクト終了を控え、プロジェクト活動の実績、成果を評価、確認するとともに、今後の類似事業の実施にあたっての教訓を導くことを目的として、上記R/Dに基づいて、両国側の代表者からなる合同終了時評価調査団（以下、「調査団」）により終了時評価が実施された。

1-1-2 評価の目的

終了時評価調査の目的は、以下のとおりである。

- (1) プロジェクト・デザイン・マトリックスPDM Ver.1（付属資料6を参照）に基づいて、投入と成果の達成度、プロジェクト期間終了までのプロジェクト目標達成見込みとプロジェクト終了後3～5年での上位目標達成見込みを確認する。
- (2) プロジェクト活動実施における貢献要因と阻害要因を検証する。
- (3) 評価5項目（妥当性、有効性、効率性、インパクト、持続性）の視点から総合的な評価を実施する（2-1 評価の概要を参照）。
- (4) プロジェクトの更なる改善に向けた提言を導出し、同様のJICAプロジェクトで参考となる教訓を得る。
- (5) プロジェクトの方向性を協議・合意し、協議の結果に基づいて、終了時評価調査報告書を作成する。

1-2 評価調査団員と調査日程

1-2-1 調査団員

(1) 日本側

担当分野	氏名	所属
総括	垣下 禎裕	JICA経済基盤開発部参事役
協力企画	福原 さおり	JICA経済基盤開発部平和構築・都市・地域開発第一課
評価分析	津曲 真樹	有限会社アイエムジー

(2) トルコ側

氏名	所属
Mr. Ahmet Hamdi GÜNER	イスタンブール市交通局交通計画課長（プロジェクトマネジャー）
Mr. Onursal BAŞ	イスタンブール市交通局交通計画課副課長
Ms. Nesligül ÜNAL	イスタンブール市交通局交通計画課主任

1-2-2 調査日程

終了時評価調査は、2013年9月1日から14日まで実施された（付属資料1を参照）。

1-3 プロジェクトの概要

1-3-1 プロジェクトの背景

トルコ共和国は国土面積783,562km²、人口約7,260万人、1人当たりGDPが8,723米ドル（2009年時点）であり、欧州と中東の間に位置し、アンカラを首都とする共和制国家である。イスタンブール（5,343km²）は、ボスポラス海峡を挟んで欧州大陸とアジア大陸にまたがっており、トルコの全GDPの22%を生み出すトルコ経済の中心であると同時に、世界遺産に登録された歴史地区を有する文化・観光都市でもある。

近年、イスタンブールでは、人口が急速に増加しており、1980年の615万人から2012年には約1,400万人を数え、人口増大と経済成長に伴い、乗用車台数は300万台に近づいている。この急速なモータリゼーションの進展に交通施設整備は追いつかず、慢性的な渋滞、交通事故の多発、排気ガス排気量の増加などの都市問題が年を追うごとに深刻化している。さらに、イスタンブール首都圏への一極集中により、2023年には人口が1,600万人を超えると予測されている。

このような状況の下で、めざすべき将来交通ネットワークを策定し、イスタンブール市の都市交通問題の改善を図るため、トルコ政府の要請を受けて、JICAは2007～2009年に「イスタンブール市都市交通マスタープラン（M/P）調査」を実施した。同調査で策定されたM/Pは、①公共交通インフラの整備、②民間資金導入のための基金（イスタンブール西部地区都市開発公団、軌道系開発促進基金）の設立、③適切な交通管理の実施、の3つのコンポーネントから構成される。このうち③について、歴史文化財と調和した都市環境保全の観点から、イスタンブール歴史地区（人口約45万人、面積約17km²）の交通現況の改善が緊急課題として提言された。

イスタンブール歴史地区はユネスコの世界遺産に指定され、歴史的建造物が数多く存在しているが、都市部に位置するために深刻な交通渋滞とそれに伴う大気汚染などにより貴重な歴史的建造物が損傷されつつある。M/Pでは、歴史地区における交通政策は乗り入れ規制だけではなく、さまざまな交通政策を複合的に実施する必要があることが指摘されており、それを担うイスタンブール市交通局職員の交通需要管理（TDM）施策実施能力の強化が緊急に必要とされている。

同提言に基づき要請された本プロジェクトでは、M/P調査と同様にイスタンブール市交通局をC/P機関として、歴史地区における混雑緩和のためのTDM施策導入のため、社会実験の実施プロセス（課題特定→計画立案→実施→評価・分析）を通じたC/P機関のTDM施策実施能力強

化を目的とし 2011 年 6 月から 2013 年 12 月までの予定で実施している。

1-3-2 プロジェクトの要約

上位目標	快適な都市環境を実現するため、イスタンブール市歴史地区において適切な交通需要管理（TDM）施策が実施される。
プロジェクト目標	イスタンブール市交通局の歴史地区におけるTDM施策実施能力が強化される。
成果	<ol style="list-style-type: none">1. イスタンブール市歴史地区の交通特性が特定され、交通計画上の課題が抽出される。2. TDM施策の社会実験における計画立案から実施、評価・分析に至る一連のプロセスが、イスタンブール市交通局職員によって試行される。3. 社会実験の経験がガイドライン・研修教材等として取りまとめられて、イスタンブール市関係部局に共有される。
実施期間	2011 年 7 月～2013 年 12 月（2 年 6 カ月）
実施機関	イスタンブール市交通局

第2章 終了時評価調査の方法

2-1 評価の概要

本終了時評価調査は「新JICA事業評価ガイドライン第1版」に基づき、プロジェクト・サイクル・マネジメント（Project Cycle Management：PCM）手法で用いられるプロジェクト・デザイン・マトリックス（Project Design Matrix：PDM）を活用して、プロジェクトの実績（投入の実績、活動の実績、成果の達成度、プロジェクト目標・上位目標の達成度・見込み）と実施プロセスを整理、確認するとともに、評価5項目（妥当性、有効性、効率性、インパクト、持続性）の観点から評価を行った。

2-2 評価の基準

評価5項目の主な視点は次のとおりである。

(1) 妥当性	プロジェクト目標や上位目標が、トルコの開発政策やイスタンブール市の戦略計画、イスタンブール歴史地区管理計画やわが国の援助政策との整合性が取れているか、ターゲット・グループのニーズと合致しているかなど、プロジェクトの正当性・必要性を検証、判断する。
(2) 有効性	プロジェクト目標が計画どおり達成されるか、プロジェクト目標の達成が成果の達成によって引き起こされるものかなどにより、プロジェクトの実施によってターゲット・グループに便益がどのようにもたらされているかを検証し、判断する。
(3) 効率性	プロジェクトが効果的に投入資源を活用したかという観点から、投入実績と成果達成の状況を踏まえて、投入（インプット）がどのように効率的に成果（アウトプット）に転換されたかを検証・評価する。
(4) インパクト	上位目標達成の見込みとプロジェクト実施によりもたらされる長期的・間接的な効果や波及効果の有無を検証し、判断する。
(5) 持続性	政策・制度面、組織面、財務面、技術面の観点から、プロジェクト終了後、プロジェクトで発現した効果がどのように定着・持続するかについて、検証・評価する。

2-3 評価グリッドとデータ収集方法

本終了時評価調査では準備作業として本プロジェクトに関する既存資料をレビューしたうえで、評価5項目に係わる詳細な評価設問と評価指標・データ収集方法等を記述した評価グリッド案を作成した。そのうえで、2011年8月に指標が最終化されて以降、プロジェクトが継続して使用しているPDM Ver.1（PDM₁）を活用して、情報・データの収集と分析を行った。（評価設問については、付属資料4「評価グリッド」を、評価用PDMについては付属資料6「PDM Ver.1」を使用した。）

より具体的には、以下の手順で本プロジェクトに関する情報・データの収集・分析を実施した。

(1) 資料レビュー

主な資料として以下のものを活用した。

- ・ 詳細計画調査報告書（2010年7月）、事業事前評価表（2010年4月）、討議議事録（2010年7月8日）、中間レビュー調査報告書（2012年2月）等のJICA資料
- ・ PDM、活動計画（Plan of Operations：PO）等、プロジェクト基礎資料
- ・ プロジェクト作成による、プログレス・レポート（各年次、和文）等、プロジェクト作成による進捗管理報告資料
- ・ セミナー報告書やプレゼンテーション資料等、プロジェクト作成による成果報告資料
- ・ 専門家派遣実績データ、研修実績、供与機材リスト、本邦研修参加者リスト、C/Pリスト等のプロジェクト作成資料

(2) 質問票調査

評価グリッドの評価設問に基づいて、日本人専門家向け、C/P向けの2種類の質問票を作成し、事前に配付したうえで回収・分析した。

(3) 面接調査

評価グリッドの評価設問に基づいて、質問票への回答結果を基礎情報として、本プロジェクトの活動、管理・運営状況、C/Pへの技術移転状況、本プロジェクトに係わる交通管理の制度や組織の現状について、日本人専門家、C/P、その他プロジェクト関係者に対して、個別またはグループによる面接調査を行い、追加情報の収集と分析を行った（面談者のリストは付属資料2「主要面談者リスト」を参照）。

(4) 現地踏査

歴史地区内の交通施設並びにバス/路面電車ルート、駐車場、イエニカプ駅地域等。

第3章 プロジェクトの実績と実施プロセス

3-1 プロジェクトの実績

3-1-1 投入

(1) 日本側

日本側はプロジェクトに対し、以下の投入を行った（詳細は付属資料3「投入実績」を参照）。

1) 日本人専門家（付属資料3の「3-1-1 専門家派遣」を参照）

プロジェクト開始からプロジェクト終了時評価までに、合計10名の専門家が派遣されている。表-1に専門家の数、専門分野、派遣期間を示す。

表-1 日本人専門家の派遣分野と期間

派遣分野	人数	派遣期間 (人/月)
総括/交通政策	1	2.43
副総括/総合交通管理計画	1	6.17
副総括/交通管理計画	1	17.27
交通計画 (1)	1	7.47
交通計画 (2)	1	3.50
社会実験管理 (1)	1	8.00
社会実験管理 (2)	1	3.40
交通調査・解析支援	1	2.50
交通解析	1	1.50
業務調整/合意形成	1	5.20
計	10	57.44

注：2013年8月末までの実績値。

2) 本邦研修と第三国研修（付属資料3の「3-1-2 本邦研修及び第三国研修」を参照）

日本側は交通局の合計13名の職員を対象として、本邦研修を2回に分けて実施した。その他、11名のC/Pを対象としたシンガポールでの第三国研修が、2013年11月に実施される予定である。

3) 供与機材（付属資料3の「3-1-3 供与機材」を参照）

プロジェクト開始以来、事務機器・用品（例、コピー機、コンピュータ、プリンター）等の、プロジェクトの実施に必要な機器類が、合計2,300万円（約23万米ドル）分投入された。

4) 日本側運営費（付属資料3の「3-1-4 プロジェクト運営費」を参照）

プロジェクト開始以来、2013年8月までにJICAより合計6,530万円（約67万米ドル）

ル)¹のプロジェクト運営費が投入された。

(2) トルコ側

トルコ側はプロジェクトに対し、以下の投入を実施した（詳細は付属資料 3 の「3-2 トルコ側投入実績」を参照）。

1) プロジェクト要員（C/P）（付属資料 3 の「3-2-1 C/P配置」を参照）

トルコ側は、交通局よりプロジェクト・ディレクター（1名）、プロジェクト・マネジャー（1名）、職員 15 名をC/Pとして配置した。

2) プロジェクト施設

トルコ側より日本人専門家用のプロジェクト事務所スペースが提供された。

3) トルコ側運営費（付属資料 3 の「3-2-2 トルコ側ローカルコスト」を参照）

トルコ側はプロジェクト運営費として 50 万トルコリラ（約 2,550 万円）を負担した。

3-1-2 成果の達成状況

3つの成果（アウトプット）に係る各指標の達成度は、終了時評価時点で次のとおりである。

(1) 成果 1 の達成状況

成果 1：イスタンブール市歴史地区の交通特性が特定され、交通計画上の課題が抽出される。

指標：イスタンブール市歴史地区の交通特性及び交通計画上の課題を記載した調査報告書が取りまとめられる。（達成）
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成果 1 の活動はプロジェクト開始以降順序立てて実施され、成果 1 の達成へと導いた。第一に、プロジェクトは担当業務の重複や役割分担に係る状況を把握するために、イスタンブール市役所内外のTDM関連機構との協議を行った（例えば、交通局内のその他の課長級職員、ISPARK、ISBAK等）。次いでプロジェクトは、M/Pの認可状況を確認し、イスタンブール市役所の交通管理計画及び公共交通計画に改正がないことを確認した。プロジェクトではこのような確認に基づいて、TDM施策を通じて対処されるべき交通特性と渋滞箇所を分析するための調査を各種実施した。調査過程及び結果は、以下の報告書にまとめられている。

- “Junction Traffic Count Survey” Field Report（March 29, 2013）
- “Modelling Sofular Zone with Transmodeler Microsimulation Software”²
- “Parking Count Survey Results Report”（2013）
- “Smart Parking System Social Experiment Project” Field Survey Report（March 29, 2013）
- “Field Studies Traffic Counts”³

¹ プロジェクトでの精算時のレート（USD1=98.19）に基づいて計算。

² 日付なし。

³ 日付なし。

これら各種社会調査の実施プロセスと導かれた結果が、次に記す成果 2 及び成果 3 で展開された活動の基礎となっている。

(2) 成果 2 の達成状況

成果 2：TDM施策の社会実験における計画立案から実施、評価・分析に至る一連のプロセスが、イスタンブール市交通局職員により試行される。
指標 2-1：イスタンブール市関係部局の職員の 80%以上が、研修コースやセミナーで訓練される。(達成)
指標 2-2：2 回の社会実験が実施される。(未達成)
指標 2-3：分析結果を含む報告書が作成される。(一部未達成)

成果 2 は、第 2 回社会実験の実施を除いて達成されたと評価された。第 2 回社会実験は、プロジェクト実施機関（イスタンブール市役所の交通局）の裁量を超える要因によって、2014 年 3 月に選挙が終わるまで延期されることになった。

中心的な C/P 職員の日本での研修の参加率は、別々に開催された 2 つのコースともに 100% であった。第 1 回研修は、TDM という枠組みのなかで行われる社会実験の概念と有効性に特化した内容で、管理職を受け入れた。2 回目のコースは技術職員のために準備され、社会実験の計画、実施、評価をどのように行うか、及び更なる適用に実験結果をどのように組み込むか、という点を中心に提供された。TDM についての新しい知識の追求と吸収に熱心であることは C/P のフィードバックからも明らかであり、各自が研修から自分の目的意識に即した学びを得て帰国している。

プロジェクトが企画したセミナーへの C/P の参加率も、ほぼ 100% である（現在のところ 2012 年 3 月の第 1 回と 2013 年 3 月の第 2 回の 2 度にわたって開催されている）。第 1 回セミナーは、JICA の運営指導調査団の訪問時に行われ、調査団の大学教授メンバーによる技術的な発表が含まれた。社会実験の実施方法と有効性についての活発な議論及び参加者間の交流により、セミナーでは、これまで試みられなかった社会実験分野に関する不安を払拭する機会となった。第 2 回セミナーは、プロジェクト活動の一環として行う社会実験について具体的に議論する機会として企画され、第 1 回社会実験（スマート・パーキング・システム：SPS）の報告と、第 2 回社会実験（トラフィック・セル・システム）のための準備概要についての技術的な発表が含まれた。

SPS についての TDM 社会実験は、2013 年の 1 月から 2 月にかけて、イスタンブール市役所の交通課、調整課、並びに関連する駐車場運営管理機関（ISPARK、TAVG）の協力を得て、交通計画課の主導によってファティ地区にて実施された。実験の実現に至るまでには、資金の調達のみならず、市役所の上層部の理解/関与と承諾を得るためのプロジェクトの苦労があった。広報部門の社会実験に対する認識が不十分であることから、事前の一般向けの幅広い告知を行うことができず、実験のより包括的な実施には至らなかった。しかしながら、収集されたデータは、システムが移動時間の短縮に有効であることを示した。さまざまなステークホルダーからの反応の情報についても、データとともに収集、分析された。

第 1 回社会実験の混成的な結果に続き、プロジェクトはトラフィック・セル・システム

についての第2回目社会実験の準備に取りかかった。しかし、2014年に予定されている選挙への影響を懸念した市役所上層部は、実験実施に係る延期の決断を言い渡すことになった。2回目の実験は、市民の移動にとりわけ厳しい制限をかける性質であることがその理由である。しかしながら、第1回社会実験の計画、実施、分析の途上で、将来的に同様の実験を自分たちで企画・実践する自信をC/Pが得たことが、質問票への回答にも現れている。

第1回社会実験の結果は、その過程及び分析とともにまとめられ、第2回セミナーで発表された。実施が中断している第2回社会実験については、歴史地区でこの実験を行う目的、価値、固有プロセスの概略が報告書にまとめられた。選挙に伴う想定外の延期がなければ、成果のこの部分も予定どおり達成されるはずであった。

(3) 成果3の達成状況

成果3：社会実験の経験がガイドライン・研修教材等として取りまとめられて、イスタンブール市関係部局に共有される。

指標3-1：TDM施策のためのガイドラインが作成される。(一部達成)

指標3-2：ガイドラインがイスタンブール市イスタンブール市関係部局に普及される。(未達成→達成見込みあり)

成果2の下で行われた社会実験の結果と、分析から引き出されたガイドラインの完成と普及によって、プロジェクト期間の終了までに、成果3は指標を達成することが予測される。

第1回社会実験の経験を基に、C/Pはガイドラインの担当章の準備過程にあり、2013年11月に完成が予定されている。9月時点では準備は予定どおりに進行しており、プロジェクト期間終了までの完成が見込まれている。しかしながら、先述の理由のために本プロジェクトの活動として第2回社会実験が実施されなかったため、トラフィック・セル・システムについての結果と教訓は最終的に取りまとめられる成果物に含まれないことになる。

プロジェクトでは、イスタンブール市役所の関連部局を対象にした普及セミナーとワークショップを計画している。その間に、第1回社会実験の結果は2013年3月にISPARKが開催した会議などでも紹介され、そのインパクトは歴史地区でのより大規模な駐車システムの運営主体集団での更なる適用についての議論等に、既に反映されている。

3-1-3 プロジェクト目標の達成見込み

プロジェクト目標：イスタンブール市交通局のイスタンブール市歴史地区におけるTDM施策実施能力が強化される。

指標：80%以上の交通局内関連職員が、TDM施策を実施する能力が強化されたと認識する。

プロジェクトの目標は、質問票調査、インタビュー、関連資料など、複数の角度からのレビューに基づいて、おおむね達成されていることが確認された。

C/Pとしてプロジェクトで活動した交通局の職員の80%が、プロジェクトへの参加を通じ

て職員のTDMに関する技術的能力は向上した、と考えていることが確認され、プロジェクト活動によって確実な学びが実現されたことが、示唆されている。

他方で、第1回社会実験を通じて獲得したスキルを確かなものとするための第2回社会実験、との期待をC/Pのだれもがもっていたことがうかがわれた。それにより、TDMを更に推進する準備を万全に整えることが可能となる、という理解からである。その意図は、社会実験の技術的な側面のみでなく、実験の実施にあたって必要である、イスタンブール市役所の行政システムとどのように対峙し、関係者を巻き込んでいくか、という課題への対処を含むものである。このような背景から、プロジェクトがその機会を提供して構築途上にある、TDM施策にかかわる能力を確実にするためには、あと1回の実験を行うことが交通局職員にとって有益であろう。

3-1-4 上位目標の達成見込み

上位目標：快適な都市環境を実現するため、イスタンブール市歴史地区において適切な交通需要管理（TDM）施策が実施される。
指標1：イスタンブール市歴史地区にて、2件以上のTDM施策が実施される。
指標2：イスタンブール市歴史地区にて、TDM施策によって、目に見える変化が実現する。 (一部未達成)

TDMを更に実施することにより、上位目標達成の見込みは、高くなると考えられる。

プロジェクト期間を通じて、C/Pはプロジェクト活動としてのTDM施策の計画と実施に真摯に取り組み、組織レベルでその経験が蓄積されるための努力を行った。第2回社会実験が延期に至った経緯は、担当職員レベルがコントロールできる権限の範囲を超えたものであり、一方で、彼らの、管轄対象地域がより良い交通条件環境を得るために努力する、という目標をくじくことではなかった。折しもイスタンブール市役所では、複数の交通手段が交差するイエニカプ周辺で、2013年10月に交通ハブの開通が迫っていることを皮切りに、この地域の交通結節設備の設置への対応を喫緊の課題としており、プロジェクトのTDMの経験は交通結節点を構築するための核として、市の取り組みが進むなかで、その関連性の高さから注目されることが期待できる。

上記のとおり、イエニカプ乗継センター周辺に交通結節点を開発するという、イスタンブール市役所にとっての差し迫った任務は、周囲の遺跡を保存しつつ乗客の交通手段間のスムーズな乗り換えを可能にする交通システムをつくり上げる、という歴史地区での大事業である。このような偉業へのチャレンジは、プロジェクトに携わったイスタンブール市役所交通局の職員が、プロジェクトのTDM施策へのかかわりを通じて培った経験を試し、生かすためのチャンスともいえ、上位目標が掲げる指標である、「目に見える変化」を導くことにつながると考えられる。

3-2 プロジェクトの実施プロセス

3-2-1 活動の実施と活動におけるオーナーシップ

プロジェクトの活動は入念な計画と準備を経て実施されたが、初期には遅延が発生した。し

かし、プロジェクト関係者は遅延の可能性に早い段階から気づき、対応を取った。例えば、イスタンブール市役所が交通調査の実施要請に対して許可を出すまでにかかる時間の考慮（成果1）が挙げられるが、プロジェクトはその必要性を当初に把握して、スケジュール見直しについて、プロジェクト開始から1カ月後の第1回合同調整委員会（JCC）に諮っている。更なる遅延の最大要因は、第1回社会実験（SPS）の準備にかかわるものであった（成果2）。ここでは、（当初は積まれていなかった）実験用の予算を確保するための準備期間（トルコ側で予算を受け持つ当事者が変更となったため）や、実施にかかわる内外の関係組織を調整するのに要した時間と手間が含まれる。プロジェクト関係者は、これらの課題に戸惑いながらも、真摯な姿勢とプロ意識を失わずに努力と協力を継続し、最終的には第1回社会実験をトルコ側のオーナーシップを明示する形で実現した。

しかし、プロジェクトがめざす方向についてすべてのC/Pが確信を得てはいないことも、終了時評価の調査段階で明らかになった。（これは、まもなく行われる選挙への政治的配慮のため第2回社会実験の実施が先送りにされたため、プロジェクトがその活動や方向転換を迫られたことに起因すると考えられる）。本報告の後のセクションで提言する、プロジェクト完了に向けて、各C/Pの任務を再確認し、C/Pが自分の役割を十分に理解してプロジェクトの残りの期間の従事を全うすることが理にかなったものであろう。

第2回社会実験（トラフィック・セル・システム）を延期するイスタンブール市役所上層部の決定（成果2）の後、市役所にとって緊急性の高いニーズとして浮上した、イエニカプでの交通結節点開発に係る対応への技術的な相談などに、プロジェクトは迅速に呼応している。イエニカプ乗継ポイントは、市の最も重要な交通要所となることが見込まれている。プロジェクトによるこのような対応は、TDM適用の枠組みのなかに位置づけられるものであり、プロジェクトを通じてTDM施策に携わった職員の適用能力を示す機会を提供する。

3-2-2 プロジェクト管理

毎週金曜日に行われるワーキンググループ（プロジェクト活動の中核グループ）の定例会議を通じて、プロジェクトでは専門家とC/Pの間に良好なコミュニケーションチャンネルが確立された。交通局のその他の関連部局も、業務の内容によってコミュニケーションチャンネル並びに共同作業に加わった。一方で、流動的に物事が動く、巨大な行政システムのなかで、過密スケジュールの上層部をどのように巻き込んでプロジェクト活動を進めるかについては苦労が絶えず、多くのエネルギーが上層部からの決裁や指示を得るために費やされた。

3-2-3 運営指導調査団（2012年2月）からの提言のフォローアップ

(1) 意思決定レベルとのコミュニケーション

上層部へのアクセスに制約がある点については、その後も状況は変わらないが、プロジェクトは確実に、官僚機構のなかで必要な決裁を得るためにはどのような対応・準備が必要かについて、経験を生かしてより効率的な動きを取るようになってきている。これは、上層部からの決裁を仰ぐにあたっては、決裁者が躊躇なく判断を下せるよう、先を見据えた準備と思考を行っていることから確認された。

(2) C/Pの配置

C/Pグループのうち、特定の人員に業務負担がかかっているとの指摘が、運営調査団から出されていた。特には、第1回社会実験（SPS）の成果を取りまとめつつ第2回社会実験（トラフィック・セル・システム）の準備を行うなかで、一部のC/Pに加重負担があった点について、調査団が指摘していた。この点については、調査団の訪問以降、選挙の終了まで第2回社会実験の実施を延期し、TDM施策の範囲内で、イエニカプ地域の交通結節点開発という新しい課題に対応するという方向に、プロジェクトをとりまく状況が変化している。そのために、プロジェクトでは、第1回社会実験の成果を生かしつつ、プロジェクト関係者個々の技術的専門性と役割（例えば調整者として、もしくは高度な専門分野スペシャリストとしての役割等）に基づいた業務体制を敷いている。

(3) 地元の学識者の技術的知識の活用

イスタンブール学術界でTDMを専門とする若手研究者と、プロジェクトのC/Pの間でも学ぶ機会をもつことが調査団から提言されたことを受けて、プロジェクトでは若手研究者をプロジェクトが開催する会合に複数回招き、意見交換を行ってきている。

第4章 評価結果

4-1 5項目による評価

4-1-1 妥当性：高い

以下の5つの観点から、プロジェクトの妥当性は「おおむね高い」と評価される。

(1) トルコ政府の政策及びイスタンブール市役所の戦略計画との整合性

プロジェクトは、トルコの国家開発計画である「第9次開発計画（2007～2013年）」に沿って計画、実施された。なかでも、同計画で唱えられている代替的な交通手段の検討を伴う、交通におけるコリドーアプローチを奨励しての「競争力の強化」、並びに、公共サービスの提供における質と有効性の向上をめざす「公共サービスの質と有効性の向上」の開発軸との関連性が高い。

同様に、プロジェクトはイスタンブール市役所の「イスタンブール都市圏戦略計画（2010～2014年）」に直接的に呼応した事例の1つといえる。同計画では、歩行者と乗り物の交通システムが適切かつ体系的に管理される「スマート交通」システムの確立が志向されている。この戦略計画はJICAが支援した「イスタンブール市都市交通マスタープラン（M/P）調査」に基づいて構築されたものであり、日本によるトルコ援助政策の枠組みのなかに含まれている。同援助政策のビジネス・投資環境改善の重点分野において、同プロジェクトは、都市部における交通渋滞の緩和を促すことで、都市環境の改善に資するという位置づけに置かれている。

(2) ユネスコ世界遺産委員会の要件との整合性

イスタンブール歴史地区に対する、ユネスコの世界遺産としての認定を維持するための管理について定めた「イスタンブール歴史的半島地域管理計画（2011年）」をプロジェクトは順守し、また、TDMは同管理計画の執行を支援する活動として認識されていることが、本終了時評価のなかで、イスタンブール市役所でユネスコとの連携を担当する、用地管理担当局によって確認された。歴史地区の保全という観点から、同用地管理担当局とは共通のアジェンダを抱えており、密な連携を行うことによって、TDM施策を核とするプロジェクトの意義をより広く認知させることが可能になると考えられる。特に、同管理計画が現在改定の途上であることから、プロジェクトが関連データを同局に提供することで、改定版の計画のなかに、プロジェクトが貢献している事実が含まれることで、プロジェクトが主導したTDMに対する認知を獲得するメリットがあろう。

(3) イスタンブール市役所交通局のニーズとの整合性

PDMで定められたプロジェクトの対象グループは、イスタンブール市役所の交通局である。同局内でプロジェクトの活動と関連する技術的素養をもち、職域にある職員から成るプロジェクトのためのワーキンググループを構築することで、対象グループのニーズとプロジェクトの整合性が確保されている。ワーキンググループに参画している職員（C/P）は、高いレベルの技術的専門性を備えてプロジェクト活動に従事していることから、彼らのプロジェクトへの参加の利点は、狭義の技術能力開発というよりは、TDM施策をどのよ

うに構築し、実施するかにかかわるものであった。特に、プロジェクトはC/Pに、巨大な地方自治体の行政機構のなかで自局の技術的アジェンダに関して上層部を説得し、他部局と協調し、内外のステークホルダーと協同するかなど、物事の動かし方を実践する機会を提供した。そのため、既に交通管理分野での技術能力を備えるC/Pにとって、「ニーズ」が必ずしも強く感じられていたわけではないが、プロジェクトが彼らに、常に状況が変わり、予測が難しい市の行政システムのなかでTDM施策を実現するために必要な、戦略的な思考や物の運び方を考え、実践する機会となった。

(4) 日本のODA政策との整合性

上記(1)で記したとおり、プロジェクトは、日本の対トルコ援助政策のビジネス・投資環境改善の重点分野において整合しており、なかでも、都市環境という点が鍵となっている。

(5) 日本の協力の比較優位

日本に現存するTDMの事例が、特に技術優位の観点からは必ずしもイスタンブールにとって最善のモデルではない点については、日本・トルコ国側双方も認識している。一方で、公共セクターが交通システムを扱うケースという観点からは、イスタンブールに提供できる関連事例が日本にある、という見解も共有している。

4-1-2 有効性：高い

プロジェクトの有効性は高いと評価される。プロジェクトの目標は、質問票調査、インタビュー、関連資料など、複数の角度からのレビューに基づいて、おおむね達成されていることが確認された。そして、プロジェクト目標と産出された成果の間には、明確な関連性が認められる。

産出された成果のプロジェクト目標達成に係る重要性は、明らかである。成果1については、イスタンブール歴史地区の交通特性と問題を明らかにすることは、既に部局関係者には既知であったかもしれない情報を、新たな角度から検証する機会となった。このような現状把握は実は、TDM施策としての優先レベルを考え、計画につなげる、という観点から肝要なステップであるという事実に対する認識の醸成自体が、成果1の達成を支えたともいえる。

成果2については、第1回社会実験の計画、実施、管理のプロセスを経験することが、ターゲットグループにとって新たな冒険であり、プロセスのすべてのステップが、市役所の当該業務担当職員として、熱心かつ専門的な関心をもって取り組まれた。加えて、実験のための予算確保と上層部からの決裁取り付け、並びに外部機関やステークホルダーとの関係構築を行う必要性に応えるための苦労の連続のなかでの努力が、成果の達成を導いた。

成果3は、狭義の意味での実施ではないが、プロジェクトが終了した後も、プロジェクトがたどったプロセスやそこから得た教訓を同様の活動の道しるべとしてガイドラインに残すという、非常に重要な要素である。終了時評価段階で、その準備は進行中であり、最終成果物は、ターゲット・グループが将来実践するTDM施策の際に参照資料として使われ、プロジェクトの成果を更に上昇させるためのツールとなることが期待される。

かくも密集した都市の中心におけるTDMへの実態的なニーズは、プロジェクト期間中におい

ても、時間の経過とともに拡大の一途であったといえる。2013年10月29日のイエニカプ駅開業を控え、鉄道、道路（バスと歩行者）、海上（フェリー）のスムーズな乗り継ぎを可能にする交通結節点を開発する、というイスタンブール市役所にとっての喫緊の課題への対応として、2013年12月のプロジェクト終了が迫るなかで、TDMは有効な手段としてより注目されると予想される。

有効性に脅威となったのは、2014年3月の選挙を見据えて第2回社会実験を延期に追い込んだ市上層部の決定であった。トラフィック・セル・システムの社会実験を準備、実施する過程では、一般市民にかなりのレベルでの生活の不自由を強いることになるため、選挙を控えた難しい時期に遂行することは難しい、という見解からの判断であった。

4-1-3 効率性：中程度

投入と成果の関連性を、以下の5つの観点からプロジェクトが結果を導いた点から、プロジェクトの効率性は中程度である。

(1) 遅延という障害を、資金を獲得するプロセスを経験、会得する機会として活用

プロジェクトの活動は入念な計画と準備を経て実施されたが、初期には遅延が発生した。しかし、プロジェクト関係者は遅延の可能性に早い段階から気づき、対応を取った。例えば、イスタンブール市役所が交通調査の実施要請に対して許可を出すまでにかかる時間の考慮（成果1）が挙げられるが、プロジェクトはその必要性を当初に把握して、スケジュール見直しについて、プロジェクト開始から1カ月後の第1回合同調整委員会（JCC）に諮っている。更なる遅延の最大要因は、第1回社会実験の準備にかかわるものであった（成果2）。そこでは、（当初は積まれていなかった）予算を確保するための時間（トルコ側で予算を受け持つ当事者が変更となったため）や、実施にかかわる内外の関係組織を調整するのに要請した時間と手間が含まれる。プロジェクト関係者は、1つ1つの課題に戸惑いながらも、真摯な姿勢とプロ意識を失わずに努力と協力を継続し、障害を克服して獲得したC/Pの自己資源（官僚システムのなかで物事を進めるために必要であった人的リソースを含む）をも投入のうえで、成果を導いた。

(2) 成果レベルの重要な前提条件

プロジェクト当初に設定された重要な前提条件は、「関係団体、組織からの協力が確保されること」であった。時としてプロジェクトは、活動実施のためにこれらのステークホルダーから理解と技術的支援を得るにあたっての困難に直面した。一例は、第1回社会実験の実施に係る、一般市民への事前告知に関連して起こった。そのような社会実験が街角で行われることについて、市民が事前に十分な情報開示を受けることが重要であるものの、イスタンブール市役所の広報部門から本社会実験の意義に十分な理解を得ることができず、許可が下りなかったため、実験に先立って十分な告知がかなわなかったためである。

(3) 日本による投入

日本人専門家の投入は、JICAとの契約にのっって行われた。プロジェクトが必要とする日本側の投入の大きな部分が、プロジェクトの進展を支えるさまざまな手続き面での取

り組みへのサポートであり、そのためには、専門家が現地に常駐し、必要に応じて間断なくアドバイスを仰げるという距離感が、C/Pにとっては非常に重要な要因となる。この点について、C/Pの多くから、多くの専門家が断続的に出入りするのではなく、(予算の関係で) 専門家の数を減らす必要があれば、より限られた人数の専門家に、常勤に近い体制でプロジェクトに従事してほしい、という意見が寄せられた。

中核となるC/Pは全員が日本での研修機会を得て、日本のTDMにふれて比較の視点から理解を確立した。日本の技術がトルコのそれに勝るものではない、という既成概念をもちながら研修に参加したC/Pもいるが、このような比較も含め、C/PはTDMの実際の適用場面に接することで、今後、自分の職務のなかでどのようにTDMを扱うかについて、より明確な考えをもてるようになった点に意義がある。

(4) イスタンブール市による投入

自治体の有能な技術系職員に共通しているように、担当のC/Pは部局のなかで日々遂行する通常業務をもっており、勤務時間の100%をプロジェクトのために費やすことはできない。このような制約を踏まえて、プロジェクトは毎週金曜日のワーキンググループミーティングなどの管理運営に工夫を凝らした。この関連で、質問票調査とその後のインタビューから顕在化したのは、「どの段階で何が達成されているために、だれがいつまでに何を行うか」を再度確認し、自己が求められている遂行業務に関して、プロジェクト内部で全員が共通の理解を構築することが、更なる時間の効率化をもたらすであろう、という点である。よって、プロジェクトの終了に向けて、それぞれのC/Pが現在取り組んでいるプロジェクト関連業務がPDMやPOが規定したものに即しているかについて、改めて確認することが有用であろう。

4-1-4 インパクト：中程度

更なるTDM施策の実施を通じて上位目標を達成する見込みが高く、よってプロジェクトのインパクトは中程度と考えられる。

プロジェクト期間を通じて、C/Pはプロジェクト活動としてのTDM施策の計画と実施に真摯に取り組み、組織レベルでその経験が蓄積されるための努力を行った。第2回社会実験が延期に至った経緯は、担当職員レベルがコントロールできる権限の範囲を超えたものであり、一方で、彼らの、管轄対象地域がより良い条件の交通環境を得るために努力する、という目標を控くことではなかった。折しもイスタンブール市役所では、複数の交通手段が交差するイエニカプ周辺で、2013年10月に交通ハブの開通が迫っていることを皮切りに、この地域の交通結節点開発への対応を喫緊の課題としており、プロジェクトのTDMの経験はこのシステムを構築するための核として、市の取り組みが進むなかで、その関連性の高さから注目されると期待できる。

イエニカプ地域の交通結節点開発は、周囲の遺跡を保存しつつ乗客の交通手段間のスムーズな乗り換えを可能にする交通システムをつくり上げる、という歴史地区での大事業である。このような偉業へのチャレンジは、プロジェクトに携わったイスタンブール市役所交通局の職員が、プロジェクトのTDM施策へのかかわりを通じて培った経験を試し、生かすためのチャンスともいえ、上位目標が掲げる指標である、「目に見える変化」を導くことにつながると考えら

れる。

4-1-5 持続性：高い

下記の観点を総合的にかんがみ、プロジェクトが達成した成果が持続する可能性は高いと評価できる。

(1) 制度面

C/Pは与えられた役割だけでなく、組織内での各人の役割と責任もよく認識している。

(2) 組織面

プロジェクトは、技術及び職務責任を考慮して選ばれた職員から成るワーキンググループを設定して、交通局の既存の組織的枠組みのなかで機能した。かくして、プロジェクトの終了が活動の推進に悪影響を与えることはないと考えられる。しかし、これら選ばれた職員は計画課所属の者が大半であり、施策の計画及び試行の職責を担っても、施策の大規模な実施を司るわけではなく、施策の広範な適用には、以下の2点が重要になる。すなわち、①プロジェクト期間が終了する前に、綿密かつ有益なガイドライン（成果3）が完成し、②施策の更なる展開にかかわる他部局に働きかけることである。

(3) 技術面

交通計画課の中核となる職員は、TDMのための素地を確立できる範囲でのトレーニングを受けている。彼らが、獲得したスキルを通常業務のなかで他の職員と共有する機会が与えられることが、望まれる。

(4) 財務面

部局予算を確保して第1回社会実験を実施したことに裏付けられるように、プロジェクト実施機関の財政面での持続性は申し分ないように見受けられる。今後、更にTDM施策を実施するかの見通しは、財政面というよりは、部局が抱えるたくさんの責任のなかでのこのような施策に対する優先順位にかかわるものである。

(5) プロジェクトが達成する成果の持続性に影響を与える、その他の要因

実施機関の方向性を左右する政治環境の変化は、プロジェクトがもたらしたTDM施策を更に推し進める規模とタイミングに、今後も影響を与え続ける。しかしTDMは、イスタンブール市役所が管轄する交通問題を打開するための根幹ともいえるものであり、混雑緩和が目に見えるレベルになるまで、その優先順位は高いものであり続けると思われる。

4-2 結論

交通局の中核職員のTDM施策関連能力の強化に関して、プロジェクトは明確な成果を産出した。その妥当性は、①トルコ政府の政策、②イスタンブール市役所の戦略計画、③交通局のニーズ、④ユネスコ世界遺産委員会の要請、⑤日本のODA政策、という5つの要素との整合性の高さに現れている。プロジェクトの目標は、質問票調査、インタビュー、関連資料など、複数の角度から

のレビューに基づいて、指標を満たすレベルで達成されていることが確認され、目標達成と産出された成果の間に明確な関連性が認められることから、その妥当性は高い。

投入と成果の関係の観点からも、投入が成果の妥当な産出を導いていることが以下の側面から認められたことから、プロジェクトの効率性も満足のレベルを満たしたといえる。それらは、①遅延という障害を、資金を獲得するプロセスを経験、会得する機会として活用、②成果レベルの重要な前提条件、③日本による投入、④イスタンブール市役所による投入、である。TDMの更なる実施を通じた上位目標達成の見通しは高く、プロジェクトのインパクトは大きなものだと考えられ、プロジェクトが達成した成果が持続する可能性も高いという評価に値する。

第5章 提言と教訓

5-1 提言

以下は、終了時評価の結果から導かれた提言であり、プロジェクトの残りの期間中に具体化されることが望まれる事項である。プロジェクトから生まれた成果を、実施機関がその終了後も着実に前進させることが期待される。

5-1-1 C/Pのプロジェクトにおける担当業務を再確認し、その役目を時間軸に沿って明確化する

自治体の有能な技術系職員に共通しているように、担当のC/Pは部局のなかで日々遂行する通常業務をもっており、勤務時間の100%をプロジェクトのために費やすことはできない。このような制約を踏まえて、プロジェクトは毎週金曜日のワーキンググループミーティングなどの管理運営に工夫を凝らした。この関連で、質問票調査とその後のインタビューから顕在化したのは、「どの段階で何が達成されているために、だれがいつまでに何をを行うか」を再度確認し、自己が求められている遂行業務に関して、プロジェクト内部で全員が共通の理解を構築することが、更なる時間の効率化をもたらすであろう、という点である。よって、プロジェクトの終了に向けて、それぞれのC/Pが現在取り組んでいるプロジェクト関連業務がPDMやPOが規定したものに即しているかについて、改めて確認することが有用であろう。

5-1-2 プロジェクトにて向上したTDM能力を更に強化するための、イェニカブ開発への短期的な技術支援の検討

第2回社会実験（成果2）を延期とするイスタンブール市役所上層部の決定の後、市役所にとって緊急性の高いニーズとして浮上した、イェニカブ乗継ポイントの交通結節点開発に係る対応への技術的な相談などに、プロジェクトは迅速に呼応している。イェニカブ乗継ポイントは、市の最も重要な交通の要所となることが見込まれている。プロジェクトによるこのような対応は、TDM適用の枠組みのなかに位置づけられるものであり、プロジェクトを通じてTDM施策に携わった職員の適用能力を示す機会を提供する。

イェニカブ開発への取り組みはイスタンブール市役所にとって緊急性が高く、プロジェクトを半年の範囲内で延長し、緊急対応のアクションプラン策定を通じてこの開発に対する技術支援をプロジェクトの正式な活動として行う意義は、検討に値する。また、活動の性質はプロジェクトの成果1のなかで展開されるものであり、その重要点は成果3でまとめられるプロジェクトガイドラインの補足として文書化されることが推奨される。

5-1-3 延期となった第2回社会実験の適切な時期の実現

プロジェクトは第2回社会実験のためにあらゆる準備を整え、特にC/Pはその準備に奔走したこともあり、この実験が実施されないことは、大きな機会損失であると考えている。プロジェクト期間内の実現の可能性は難しくとも、交通局の予定に引き続き含め、適切な時期に優先的に実施することが、プロジェクト目標の達成と、上位目標の達成への道筋を確かにするための重要なステップである。

5-1-4 プロジェクトの成果に係る情報提供を通じてのイスタンブール市役所用地管理担当局との緊密な連携

イスタンブール歴史地区に対する、ユネスコの世界遺産としての認定を維持するための管理について定めた、「イスタンブール歴史的半島地域管理計画（2011年）」をプロジェクトは順守し、また、TDMは同管理計画の執行を支援する活動として認識されていることが、本終了時評価のなかで、イスタンブール市役所でユネスコとの連携を担当する用地管理担当局によって確認された。歴史地区の保全という観点から、同用地管理担当局とは共通のアジェンダを抱えており、密な連携を行うことによって、TDM施策を核とするプロジェクトの意義をより広く認知させることが可能になると考えられる。特に、同管理計画が現在改定の途上であることから、プロジェクトが関連データを同局に提供することにより、歴史地区へのプロジェクトの貢献が改訂版の管理計画に正式に加えられることで、プロジェクトによる歴史地区のTDM施策に正当性を与えるツールとなる。

5-1-5 TDM施策の適用拡大を視野に入れた、C/P以外の人々への働きかけの開始

プロジェクトは、技術及び職務責任を考慮して選ばれた職員から成るワーキンググループを設定して、交通局の既存の組織的枠組みのなかで機能した。かくして、プロジェクトの終了が活動の推進に悪影響を与えることはないと考えられる。しかし、これら選ばれた職員は計画課所属の者が大半であり、施策の計画及び試行の職責を担っても、施策の大規模な実施を司るわけではなく、施策の広範な適用には、以下の2点が重要になる。すなわち、①プロジェクト期間が終了する前に、綿密かつ有益なガイドライン（成果3）が完成し、②施策にかかわる更なる展開にかかわる他部局に働きかけることである。プロジェクトは現在、ガイドライン作成の活動を進めているが、C/Pがワーキンググループを越えた関係者とのかかわりの布陣をつくるためには、ガイドラインの質を確保しつつ、普及の方法をしっかりと固めることが重要である。

5-2 教訓

5-2-1 ステークホルダーを巻き込むことの重要性

プロジェクトは、毎週金曜日に行われるワーキンググループ（プロジェクト活動の中核グループ）ミーティングを通じて、専門家とC/Pの間に良好なコミュニケーションチャンネルが確立された。交通局のその他の関連部局も、業務の内容によってコミュニケーションチャンネル並びに共同作業に加わった。一方で、流動的に物事が動く、巨大な行政システムのなかで、過密スケジュールの上層部をどのように巻き込んでプロジェクト活動を進めるかについては苦勞が絶えず、プロジェクトは、その点では反省すべきことも多いと自覚している。また、一般市民を巻き込むプロジェクトのアウトリーチの努力が社会実験の実行にあたって十分でなかったことも、プロジェクトは反省事項として挙げている。

上層部へのアクセスに制約がある点については、その後も状況は変わっていないが、プロジェクトは、官僚機構のなかで必要な決裁を得るためにはどのような対応・準備が必要かについて、経験を生かしてより効率的な動きを取るようになっていく。そして、上層部からの決裁を仰ぐにあたっては、決裁者が躊躇なく判断を下せるよう、先を見据えた準備と思考を巡らせて対応していることが確認された。

こういった最終目標に向けた発想は、あらゆる組織における普遍的な財産であるが、公務員

の基本原則としてとりわけ肝要なものであり、定着することが期待される。行政体内外での合意形成、並びに一般市民へのアウトリーチの重要性は、TDM施策の計画と実行の成功にとって不可欠な要素であると考えられ、その対応が重要である。

5-2-2 技術担当者にも必要な、技術面以外の能力

プロジェクトのPDMで定められた対象グループは、イスタンブール市役所の交通局である。ワーキンググループに参画している職員（C/P）は、高いレベルの技術的専門性を備えてプロジェクト活動に従事していることから、彼らのプロジェクトへの参加の利点は、狭義の技術能力開発というよりは、TDM施策をどのように構成し、実施するかにかかわる運営管理面の能力向上という色が強かった。特に、プロジェクトはC/Pに、巨大な地方自治体の行政機構のなかで自局の技術的なアジェンダに関して上層部を説得し、他部局と協調し、内外のステークホルダーと協同するかなど、物事の動かし方を実践する機会を提供した。そのため、既に交通管理分野での技術能力を備えるC/Pにとって、「ニーズ」が必ずしも強く感じられていたわけではないが、プロジェクトは彼らに、常に状況が変わり、予測が難しい市の行政システムのなかでTDM施策を実現するために必要な、戦略的な思考や行動を考えさせる機会となった。

5-2-3 JICA専門家の投入パターン

日本人専門家の投入は、JICAとの契約にのっとって行われた。プロジェクトが必要とする日本側の投入の大きな部分が、プロジェクトの進展を支えるさまざまな手続き面での取り組みへのサポートであり、そのためには、専門家が現地に常駐し、必要に応じて間断なくアドバイスを仰げるという距離感が、C/Pにとっては非常に重要な要因となる。この点について、C/Pの多くから、日本側の予算措置として必要であれば専門家の数を減らしてでも、多くが断続的に出入りするのではなく、常勤に近い体制でプロジェクトに従事してほしい、という意見が寄せられた。この問題は本プロジェクトに特有のものではなく、プロジェクト計画における効果的な実施の観点から、JICAによる検討が求められる性質のものである。

5-2-4 最良の理想像ではない例から得られる教訓の価値

中核となるC/Pは全員が日本での研修機会を得て、日本のTDMにふれて比較の視点から理解を確立した。日本の技術がトルコのそれに勝るものではない、という既成概念をもちながら研修に参加したC/Pもいるが、このような比較を含め、C/Pは公共機関が実施するTDMの適用場面に接することで、今後、自分の職務のなかでどのようにTDMを扱うかについて、より明確な考えをもてるようになった点に意義がある。この例は、たとえ個別技術の優位性が高くない事例からも、比較の視点を促す価値があることを示唆する。

付 属 資 料

1. 調査日程
2. 主要面談者リスト
3. 投入実績
4. 評価グリッド
5. プロジェクト活動の記録
6. プロジェクト・デザイン・マトリックス (PDM Ver.1)
7. 合同調査報告書 (英文)

1. 調査日程

1 : 調査日程

Date		Schedule
1-Sep	Sun	Narita→Istanbul (Evaluation Analysis)
2-September	Mon	Interview with Mr. Yakup Demirhan, Director of Transport Department
		Site visit to Yenikapi Station area with Experts and C/P
		Interview Japanese Experts (Chief Advisor, Transportation Management, Transportation Planning, and Social Experiment Management)
3-September	Tue	Interview with Mr. Muzaffer SAHIN, Deputy Manager of Director, IMM Directorate of Historical Sites Protection
		Interview with C/Ps
4-September	Wed	Interview with C/Ps
5-September	Thu	Data analysis
6-September	Fri	Data analysis/Report drafting
7-September	Sat	Report drafting (Evaluation and Analysis)
8-September	Sun	Narita → Istanbul (Leader, Evaluation Management)
		Report drafting/Group Meeting Preparation (Evaluation Analysis)
9-September	Mon	JICA Evaluation Team Meeting
		09:00 Courtesy Call to IMM (Mr. Yakup Demirhan and Mr. Ahmet Hamdi Guner)
		10:30 Group meeting with IMM C/Ps
		16:00 Prof. Dr. Mustafa Ilıcalli, Transport Engineering, Bahcesehir University (Ms. Neriman - IMM joins this meeting)
10-September	Tue	(AM) Team meeting with Japanese Experts, Draft Evaluation Report preparation and cross check with Turkish translation team
		(PM) PM Prior Consultation with IMM C/Ps of Draft Evaluation Report (Mr. Ahmet Hamdi Guner and Ms. Neriman)
		(PM) Field Survey (Historical area, road network, parking place, transportation node, public transport system, Yenikap Station area)
11-September	Wed	10:00 Discussion of Minutes of Meetings and Draft of evaluation report (Mr. Ahmet Hamdi Guner, Director of Transportation Planning/Project Manager)
		(PM) Reserved for continuation of discussion on the contents of the documents for signing
12-September	Thu	(AM) Finalization of draft M/M
		(14:00) Joint Coordination Committee (JCC) Meeting (signing of M/M)
		(17:00) Istanbul → Ankara (Leader, Evaluation Management)
13-September	Fri	(AM) Reporting to Embassy of Japan (Leader, Evaluation Management)
		(AM) Reporting to JICA Office
		(14:00) Ankara → Istanbul (Leader, Evaluation Management)
		Finalization of reports (Evaluation Analysis)
14-September	Sat	(17:10) Istanbul → (All)
		(10:25) → Narita (All)

2. 主要面談者リスト

2：主要面談者リスト

1. IMM Transport Department

Name	Position	Roles in the Project
Mr. Yakup DEMIRHAN	Head of Transport Department	Project Director

2. IMM Transport Planning Directorate, Transport Department

Name	Position	Roles in the Project
Mr. Ahmet Hamdi Güner	Director	Project Manager, Output 3
Ms. Berna ÇALIŞKAN	Civil Engineer, MSc.	
Ms. Dilek ÇOL YILMAZ	City Planner, MSc.	Output 1
Ms. Emel GÜNAY	City Planner MSc.	Output 2
Ms. Mehmet ÇAKIR	City Planner, MSc.	Output 1, 2, 3
Ms. Nilüfer DÜNYA	City Planner, MSc.	Output 1
Ms. Neriman ERÜNSAL	Civil Engineer, MSc.	Organization of seminar, weekly meetings, etc. Ensuring connection amongst agencies and personnel / Seminer, haftalık toplantı vs. düzenleme, kurumlar ve personel arasında iletişimi sağlama
Ms. Nesligül Ünal	Architect, MA	Output 1, 2, 3
Ms. Onursal Baş	Deputy Director of Transportation Planning	Output 3
Mr. Serkan ŞİMŞEK	Geophysics Engineer	

3. IMM Traffic Directorate, Transportation Department

Name	Position	Roles in the Project
Ms. Esmâ DİLEK	Computer Engineer, MSc. / Software Engineer	The first Social Experiment
Ms. Şeyma ULULAY		Not direct C/P but collaborated through her assignment on ISPAK.

4. IMM Site Management Directorate

Name	Position	Roles in the Project
Mr. Muzaffer SAHİN	Deputy Manager	Not directly associated with the Project, but has overlapping responsibility of the Project site

5. University

Name	Position
Dr. Mustafa ILICALLI	Professor, Transport Engineering, Bahcesehir University (tbc)

6. Japanese Experts

Name	Position
Mr. Katsuhide NAGAYAMA	Chief Advisor/Project Manager/Transportation Policy
Mr. Tamaoki WATANABE	Vice Project Manager/Transportation Management
Mr. Sadayuki YAGI	Transportation Planning
Mr. Osamu ABE	Social Experiment Management (2)

3. 投入実績

3 : 投入実績

3-1 : 日本側投入実績

3-1-1 専門家派遣

Field of Expertise	Name	Dispatched period (M/M)			
		2011	2012	2013	Total
Chief Advisor/Project Manager/Transportation Policy	Katsuhide NAGAYAMA	0.7	0.3	1.7	2.7
Vice Chief Advisor/Transportation Management	Tetsuo WAKUI	0.0	3.0	3.5	6.5
Vice Project Manager/Transportation Management	Tamaoki WATANABE	3.8	9.0	5.9	18.7
Transportation Planning (1)	Sadayuki YAGI	0.7	4.2	3.5	8.5
Transportation Planning (2)	Ken KUMAZAWA	0.0	1.5	2.00	3.5
Social Experiment Management (1)	Takeshi SHIMOMURA	2.4	4.3	1.4	8.0
Social Experiment Management (2)	Osamu ABE	0.0	1.1	3.4	4.5
Traffic Survey and Analysis	Masaru KOMORI	1.5	1.0	0.0	2.5
Survey Data Analysis	Tetsuo HORIE	0.0	1.5	0.0	1.5
Coordinator/Public Involvement	Makoto OKAMURA	1.0	2.7	3.0	6.7
Total		10.0	28.7	24.4	63.1

Note: Covers the whole duration of the Project period.

3-1-2 本邦研修及び第三国研修

1. 本邦研修

(1) The first Training in Japan (February 12, 2012 – February 23, 2012)

- 1) Ahmet Hamdi Güner, Manager of Transportation Planning Directorate
- 2) Onursal Baş, Deputy Manager of Transportation Planning Directorate
- 3) Mehmet Çakır, Researcher of Transportation Planning Directorate

(2) The second Training in Japan

- 1) DİLEK ÇOL, Researcher of Transportation Planning Directorate
- 2) EMEL GÜNAY, Researcher of Transportation Planning Directorate
- 3) NİLÜFER DÜNYA, Researcher of Transportation Planning Directorate
- 4) SERAP ÇETİNKAYA, Researcher of Transportation Planning Directorate
- 5) SERKAN ŞİMŞEK, Researcher of Transportation Planning Directorate
- 6) KEVSER USUL, Researcher of Transportation Planning Directorate

- 7) FATMA BETÜL AKBIYIK, Researcher of Transportation Coordination Directorate
- 8) İSA CERRAH, Researcher of Transportation Coordination Directorate
- 9) HAMİT POLAT, Researcher of Traffic Directorate
- 10) ESMA DİLEK, Researcher of Traffic Directorate

2. 第三国研修（シンガポール）

2013年11月に、11名のカウンターパートを対象として、現在計画中。

3-1-3 供与機材

	Year	Item	Description	Unit	JPY	TRL
1	2011	GPS Data Logger	GT-800 pro	10	191,100	
2	2011	GDP Drive Recorder	First Science FS2000	10	184,600	
3	2011	JICA STRADA	JICA STRADA	1	165,000	
4	2011	Personal Computer	Sony Vaio PCG-7191M	1		11,033.00
5	2011	Personal Computer	Samsung NP-RV511-S03TR	1		4,436.80
6	2011	Personal Computer	Samsung NP-RV511-S03TR	1		4,861.60
7	2011	Display	LG Flatron E2251S-BN	1		499.00
8	2011	Display	LG Flatron E2241	1		304.25
9	2011	Display	Philips FlatScreen	1		395.90
10	2011	Copy Machine	HP Color LaserJet CM6040 MFP	1		12,927.74
					540,700	34,458

3-1-4 プロジェクト運営費

Item	Amount (JPY, million)
Secretary and interpreter	15.0
Traffic Demand Management Specialist	8.0
Transportation Planning Specialist	6.7
Social Experiment Specialist	4.5
Traffic Survey and Analysis Specialist	2.6
The first Seminar	0.5
The second Seminar	0.5
Evaluation Survey	4.5
Equipment and Materials	23.0
TOTAL	65.3

3-2 : トルコ側投入実績

3-2-1 C/P 配置

Name	Position Title
Mr. Yakup DEMIRHAN	Project Director
Mr. Ahmet Hamdi Güner	Project Manager
Ms. Nesligül ÜNAL	Architect, MA, Transportation Planning Directorate
Ms. Neriman ŞAHİN	Civil Engineer, MSc., Transportation Planning Directorate
Ms. Berna ÇALIŞKAN	Civil Engineer, MSc., Transportation Planning Directorate
Ms. Serap Songül ÇETİNKAYA	Urban Planner, MSc., Transportation Planning Directorate
Ms. Dilek ÇOL	Urban Planner, MSc., Transportation Planning Directorate
Ms. Emel GÜNAY	Urban Planner, MSc., Transportation Planning Directorate
Ms. Nilüfer DÜNYA	Urban Planner, MSc., Transportation Planning Department
Mr. Mehmet ÇAKIR	Urban Planner, MSc., Transportation Planning Department
Mr. Serkan ŞİMŞEK	Geophysics Engineer, Transportation Planning Department
Mr. İsa CERRAH	Civil Engineer, MSc., Transportation Coordination Directorate
Ms. Fatma Betül AKBIYIK	Industrial Engineer, Transportation Planning Directorate
Ms. Halime TEKİN	Urban Planner, Transport Coordination Directorate
Mr. Hamit POLAT	Electrical Electronic Engineer, Traffic Directorate
Ms. Esmâ DİLEK	Computer Engineer, MSc., Traffic Directorate
Mr. Osman KILIÇASLAN	Urban Planner, Mass Transport Services Directorate

3-2-2 トルコ側ローカルコスト

Category	Items	Cost (TRY)
The first Social Experiment	Signboards	160,000
The first Social Experiment	Technical Maintenance	2,000
The first Social Experiment	Gasoline for Service Buses	6,000
The first Social Experiment	Vehicle Maintenance	2,000
Driver Salary	Driver Salary	30,000
Surveys and Countings	Surveys and Countings	300,000
	Total	500,000

4：評価グリッド

SECTION I: Project Achievements

Evaluation Questions		Results
Main Questions	Sub Questions	
Prospect for Achieving the Overall Goals	<p>To what degree has the Overall Goal been achieved?</p> <p>Overall Goal: Appropriate TDM measures will be implemented in the Istanbul historical area to create comfortable city environment.</p>	<p>OVI 1. More than two (2) TDM measures are implemented in the Istanbul historical area.</p> <ul style="list-style-type: none"> As evidenced through the Project period, the C/P stayed focused on the planning and execution of the Project planned TDM measures. The unfortunate suspension of the 2nd 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 (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 system. <p>OVI 2. Visible improvements is realized by the TDM measures in the Istanbul historical area.</p> <ul style="list-style-type: none"> As indicated under OVI 1. above, the imminent mission of IMM to develop intermodal system at around Yenikai Station area is a huge undertaking in the Historic Areas, where passengers' transfers among Yenikapi Station, IDO bus terminal, and Aksaray Station need to be managed while preserving archeological sites though measures including passengers' transfer corridors. Such challenge will provide a meaningful test for the Project concerned staff at IMM's Transportation Department to demonstrate capacities developed through TDM experiences with the Project, and visible and tangible improvements as a part of the measures are probable.
Prospect for Achieving the Project Purpose	<p>To what degree has the Project Purpose been achieved?</p> <p>Project Purpose: Transportation Department's implementation capacities of TDM measures for the Istanbul historical area are strengthened.</p>	<p>OVI 1. More than 80% of staffs of the Transportation Department evaluate that implementation capacities of TDM measures are strengthened.</p> <ul style="list-style-type: none"> By combination of face-to-face interviews and written questionnaire responses, it was confirmed that 80% of the staff of the Transportation Department that worked with the Project as C/P consider they have elevated their technical capacity on TDM through their participation in the Project. Since there were a couple of C/P with whom direct confirmation could not be obtained during the evaluation, it is possible that the ratio could be higher, suggesting tangible learning is realized by the Project activities. On the other hand, C/P unanimously expressed that they were counting on the 2nd social experiment as an opportunity to solidify their acquired skills through the process of the 1st experiment so that they can ensure 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.
Achievement levels of the Outputs	<p>Output 1: Traffic characteristics of the Istanbul historical area are clarified and issues on transportation planning are identified.</p>	<p>OVI 1-1. Survey reports are prepared, describing traffic characteristics, transport planning issues and stakeholders' concerns on transportation improvement.</p> <ul style="list-style-type: none"> Activities under Output 1 were conducted in sequence from the onset of the Project in full manner. First, the Project held discussions with TDM concerned agencies within and outside IMM (e.g. other Directorates in Transportation Department, ISPARK, LASIM, ISBAK) to take stock of situations concerning delineation as well as overlaps in work functions. The Project then checked approval status of M/P and confirmed there is no revisions to IMM's traffic management planning and public transport planning. Based on such confirmation, the Project proceeded with various surveys in order to analyze transport patterns and bottlenecks that have to be attended through TDM measures. The survey procedure and results were compiled into reports such as:

Evaluation Questions		Results
Main Questions	Sub Questions	
		<ul style="list-style-type: none"> ➤ “Junction Traffic Count Survey” Field Report (March 29, 2013) ➤ “Modelling Sofular Zone with Transmodeler Microsimulation Software” (not dated) ➤ “Parking Count Survey Results Report” (2013) ➤ “Smart Parking System Social Experiment Project” Field Survey Report (March 29, 2013) ➤ “Field Studies Traffic Counts” (not dated) <ul style="list-style-type: none"> • The process and the results that came out through the implementation of the surveys laid the foundation and led into successive activities under Output 2 & 3.
Achievement levels of the Outputs	<p>To what degree has Output 2 been achieved?</p> <p>Output 2: Transportation Department’s capacities are strengthened through planning, implementing, evaluating, and analyzing social experiments of TDM measures.</p>	<p>OVI 2-1. More than 80 % officers are trained in training courses and seminars.</p> <ul style="list-style-type: none"> • 100% C/P was covered by training in Japan through 2 separate courses. The 1st training accommodated managerial staff focusing on concept and effectiveness of social experiments in the framework of TDM. The 2nd course was shaped for technical staff to orient them ou how to plan, conduct, and evaluate social experiments, as well as on how to incorporate experiments’ results for further application. Eagerness in pursuing and absorbing new knowledge on TDM was evident from the feedback of the C/P, and each person returned with own takeaway lessons. • Participation rate for the Project organized seminars (2 times so far, 1st in March 2012 and 2nd in March 2013) was also 100%. The 1st seminar was held in conjunction with JICA Consultation Mission from Tokyo, and included technical presentations by the university professor members of the Japanese delegation. The active discussion and interaction among the participants on implementation method, effectiveness on social experiments provided a venue to clarify previously held anxieties regarding untried areas of social experiments. The 2nd seminar was more tailored for conducting social experiments as part of the Project activities, and technical presentations covered reporting back on the workings from the 1st social experiment (Smart Parking System: SMS) and preparatory overview for the 2nd social experiment (Traffic Cell System). <p>OVI 2-2.</p> <p>Two (2) TDM social experiments are implemented.</p> <ul style="list-style-type: none"> • The 1st TDM social experiment on smart parking system was conducted in January - February, 2013, in Fatih District, by the leadership of Transport Planning Directorate in collaboration with the other IMM Directorates in Transportation Department (Transport Directorate, Coordination Directorate) and related parking management agencies (ISPARK, TAVG). The undertakings required for the Project (in this case C/P) to secure not only funding for the experiment but also engagements from the busy colleague units, not to mention timely approval from the administration. For lack of recognition by the unit in charge of public relations, advance dissemination to the public could not take place, standing as a detriment to the fuller implementation of the experiment. Yet, data regarding utilities of the system such as in decrease in travel time, effects of transmodal shift were collected along with lessons on how to manage planning stages with various stakeholders. • Following on mixed results of the 1st experiment, the Project geared up on the preparation for the 2nd experiment on Traffic Cell System. However, it faced no-go decision by administration due to concern in association with the upcoming election of March 2014, particularly as the 2nd experiment requires heavy restriction of moves of the public affected. Yet, from the course of planning, implementation, and analysis of the 1st experiment, C/P expressed in their response to the questionnaire their confidence in managing such experiments in the future. <p>OVI 2-3. Implementation reports are developed including analysis results.</p> <ul style="list-style-type: none"> • The results of the 1st social experiment was compiled together with the procedure and analysis, and presented at the 2nd seminar. Regarding the suspended 2nd 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 previously unanticipated suspension for implementation of the experiment due to election, this part of the Output would have been produced.
Achievement levels of the	To what degree has Output 3 been	<p>OVI 3-1. Guidelines for TDM measures implementation are prepared.</p>

Evaluation Questions		Results
Main Questions	Sub Questions	
Outputs	<p>achieved?</p> <p>Output 3: Experience of the social experiments is summarized as guidelines and shared among relevant departments of IMM.</p>	<ul style="list-style-type: none"> Drawing from the 1st social experiment conducted, C/P are in the process of preparing assigned chapters of the guidelines with scheduled completion in November 2013. As of September, the preparation is on schedule. In the interim, the results of the 1st social experiment are disseminated through conferences such as that organized by ISPARK in March 2013, and its impact is already reflected onto discussions for further applications with the larger parking system operator community in the Historic Areas. <p>OVI 3-2. The guidelines are disseminated to relevant departments of IMM.</p> <ul style="list-style-type: none"> Drawing from the 1st social experiment conducted, C/P are in the process of preparing assigned chapters of the guidelines, and thus the completion is within reach by the end of the Project period. However, as the 2nd social could not take place, the end product will lack findings and lessons from the Traffic Cell System. The Project has planned dissemination seminars and workshops targeting relevant departments of IMM for dissemination.
Achievement of Inputs	<p>Have the Japanese side's inputs been allocated as planned?</p>	<ul style="list-style-type: none"> Personnel (Japanese the JICA Expert Team): The Japanese side has assigned ten JICA Expert Team to the Project in the fields of: Chief Advisor/Project Manager/Transportation Policy, Vice Chief Advisor/Transportation Management, Vice Project Manager/Transportation Management, Transportation Planning (1), Transport Planning (2), Social Experiment Management (1), Social Experiment Management (2), Traffic Survey and Analysis, Survey Data Analysis, Coordinator/Public Involvement (See Annex 3-1-1 Assignment of the JICA Expert Team). Training in Japan and the Third Country The Japanese side has provided training in Japan to 13 staff members from Transport Planning Directorate as well as from Traffic Directorate, and Transportation Coordination Directorate. In addition, training in Singapore for 11 staff is being scheduled to take place in November 2013 (See Annex 3-1-3 Training in Japan and the Third Country). Provision of equipment and materials: The Japanese side has provided equipment necessary for the planned social experiments (e.g. GPS data logger, GDP Drive Recorder), office supplies and equipment (e.g. a photocopier, personal computers, computer displays, etc.), which amounted to Japanese Yen (JPY) 23.0 million (Approximately USD 0.23 million) (See Annex 3-1-4 Provision of Machinery and Equipment). Operational Expenses: The Japanese side has allocated total amount of JPY 65.3 million (Approximately USD 0.67 million) for the operational costs of project activities (See Annex 3-1-4 Operational Expenses by Japanese side).
	<p>Have the Turkish side's inputs been allocated as planned?</p>	<ul style="list-style-type: none"> Counterpart personnel: The Turkish side has assigned one Project Director, one Project Manager, 15 Technical Staff Members drawn from Transport Planning Directorate, Transport Coordination Directorate, Traffic Directorate, Mass Transport Services Directorate., Chairperson (See Annex 3-2-1 Assignment of C/P Personnel). Facilities: The Turkish side has provided office space in IMM building for JICA Expert Team. Local cost: The Turkish side has allocated the total amount of TRY500,000 (approximately JPY 25.5 million) for the operational costs of project activities (See Annex 3-2-2 Turkish Side's Local Costs).

SECTION II. Implementation Process

Evaluation Questions		Results
Main Questions	Sub Questions	
Implementation of Activities and Ownership in Implementation	To what degree have project activities been implemented as planned? Has IMM Transport Department/Transportation Planning Directorate demonstrated an adequate level of ownership to enhance their management capacity?	<ul style="list-style-type: none"> Project activities have been implemented with thorough planning and preparation, but delays occurred from early point in time. The Project concerned parties were well aware of the possibilities for delay, for example, a need to factor in time required for IMM clearances to conduct traffic surveys (Output 1), and consulted during the first JCC (within one month of Project launch) for revising some schedule. The most significant factors for further delay concerned preparation for the 1st social experiment on smart parking system (Output 2). They include time for securing (initially unallocated) budget (due to changes in the parties to shoulder this budget on the Turkish side) and time required for coordinating with inside/outside agencies concerned for the implementation. With concerted effort on the part of the Project, however, each step was managed with diligence and professionalism, and made the 1st social experiment implementation an exemplary case to exhibit ownership in the Project by the Turkish C/P. Yet, some indications surfaced that not all C/P had full comprehension of what was happening with the Project and of where the Project (particularly with redirection after suspension of the 2nd social experiment) was heading. The reshaping of the Work Group with re-confirmation of the assignment toward Project completion might make sense for fuller involvement of those. Regarding the challenge of administrative decision to suspend execution of the 2nd social experiment (Output 2), the Project swiftly redirected its effort, which is still in alignment within the boundary of administration as well as the Project design, by responding to an urgent and evolving issue of the IMM's endeavor on intermodal passenger transport development at Yenikapi transfer point, which is becoming one of the most critical traffic nodes of the City
Project management	Are there any issues with the project management? Has there been an effective communication and information sharing among CP and between CP and Experts?	<ul style="list-style-type: none"> 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/involve upper management under dynamic and fluid work environment of a huge municipality system continued to pose difficulty to the Project, and significant effort was spent on acquiring clearances and guidance.
Follow-up of Recommended Actions by the Mar. 2012 Consultation Mission from JICA HQ	To what extent have the actions recommended to be taken up by the Project?	<p>(1) Communication at the decision making level</p> <ul style="list-style-type: none"> While access to the higher authority continues to be limited, the Project is definitely utilizing its experiences for navigating the bureaucratic system. Its clearance request is now better tailored thinking ahead on what is required for the upper management to approve without hesitation. <p>(2) Counterpart Assignment</p> <ul style="list-style-type: none"> The point raised by the Mission concerned overburden of work on some specific personnel within the C/P group, particularly in view of the preparation for the 2nd social experiment (Traffic Cell System) while wrapping up on the 1st social experiment. Since this observation, the environment that governs the Project has required it to move away from social experiment until election is over, and toward new agenda within the scope of TDM (i.e. Yenikapi Station area intermodal traffic node development), the Project has laid out good working arrangement (coordinative, technical, for example) fully leveraging from the learning from the 1st social experiment. <p>(3) Utilization of technical knowledge from academic community</p> <ul style="list-style-type: none"> In response to the recommendation from the Mission for the Project to arrange co-learning opportunities between C/P and budding scholars on TDM from academic community in Istanbul, it invited these scholars on multiple occasions to the Project arranged meetings.

SECTION III: Evaluation by the Five Criteria

	Evaluation Questions		Results
	Main Questions	Sub Questions	
Relevance	Relevance with the Government policy of Turkey and Strategic Plan of IMM	Has the Project been in line with the priority of development policies of the Government of Turkey as well as vision, principles, and strategic plan of IMM?	<ul style="list-style-type: none"> The Project was planned and implemented in line with Turkey's national development plan, "Ninth Development Plan of Turkey (2007-2013)", particularly that relating to its Development Axes of "Increasing Competitiveness" that encourages corridor approach in transportation by looking into alternative modes, "Increasing Quality and Effectiveness in Public Services" that aims at increasing quality and effectiveness in the delivery of public services. Likewise, the Project is one direct response to IMM's "Strategic Plan of Istanbul Metropolitan Municipality (2010-2014)", where establishment of "smart transportation" system for controlled and systematic pedestrian & vehicle traffic is envisaged. This Strategic Plan was prepared 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 that calls for supporting the country's sustainable economic development through improvement of business and investment climate for urban areas.
	Relevance with the requirement by UNESCO World Heritage Committee	Has the Project been in compliance with the requirement by UNESCO to upkeep its status as World Heritage Site?	<ul style="list-style-type: none"> The Project has been in full compliance with the requirement by UNESCO to upkeep its status as a World Heritage Site, as determined by "Istanbul Historic Peninsula Site Management Plan (2011)". Further confirmation was obtained from a Deputy Manager of Director at IMM's Directorate of Historic Sites Protection, 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, further collaboration is envisaged, by the Project feeding its data to this unit within IMM in charge of the UNESCO mandate, so that the alignment is fully recognized by beyond the two parties concerned.
	Relevance with the needs of Transportation Department of IMM	Has the Project Purpose been in line with the needs of the target group? Have the needs of the target group been high? <u>Target Group:</u> Transportation Department of IMM	<ul style="list-style-type: none"> The target group of the Project was determined in its PDM as Transportation Department of IMM. Drawing staff with relevant technical backgrounds and professional mandates within the Department, core Working Group was established for the Project, ensuring relevance of the Project with the needs of the target group. 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. Particularly, the Project laid out opportunities for C/P to navigate and move their agendas in the huge municipality administration system, and from the engagements the C/P came to manage how to involve upper management on technical agendas, how to liaise with in/out agency colleagues, and how to involve stakeholders. Therefore, while "needs" might not have been felt by the already able C/P for capacity development in transportation management issues, the Project served as an opportunity for the target group 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.
	Relevance with the Japan's ODA Policy	Has the Project been in line with the Japanese Government's assistance policies for Turkey?	<ul style="list-style-type: none"> (See above under Relevance with the Government policy of Turkey and Strategic Plan of IMM). The Project is in line with Japan's assistance policy for Turkey. Japan's assistance policy for Turkey has a focus on supporting the country's sustainable economic development through improvement of business and investment climate for which urban environment is a key.
	Comparative empirical and technological advantage of Japan's cooperation	Does Japan have technological and empirical advantages in TDM management for contributing to Turkey/Istanbul?	<ul style="list-style-type: none"> Both Japanese and Turkish sides well recognize that Japan's preexisting TDM examples might not be the ultimate model for Istanbul particularly from the perspective of technological prevalence. Yet, both sides share the view that Japan offers relevant cases for Istanbul in its consideration for how to manage transportation system as a public sector entity.

	Evaluation Questions		Results
	Main Questions	Sub Questions	
Effectiveness	Achievement of the Project Purpose Project Purpose:	What is the prospect of achieving the Project Purpose by the end of the Project period?	<ul style="list-style-type: none"> The goal of achieving 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.
	Transportation Department's implementation capacities of TDM measures for the Istanbul historical area are strengthened.	To what degree was the achievement of the Project Purpose attributable to the successful achievement of the Outputs?	<ul style="list-style-type: none"> The significance of the produced Outputs for the achievement of the Project Purpose was clear. Identification of traffic characteristics and issues of the Istanbul Historical Area (Output 1) was considered as an exercise to shed new light on the already existing inventory of information at the Department. Yet, the fact that such stocktaking was an instrumental step for TDM measure prioritization and planning was an important point that became evident for the achievement of Output 1. Regarding Output 2, planning and execution as well as management of the whole process of the 1st social experiment (smart parking system) having been a new venture for the target group, each step was learned with enthusiasm and professional interest, leveraging on their technical expertise and diligence as municipality staff. In addition, critical takeaway was realized for the need to take care of securing budget and acquiring clearances from within the administrative system of a huge municipality, as well as to manage relationships with outside agencies and stakeholders. Output 3 is outside the narrow sense of implementation but is an instrumental component of the Project to pave a way to ensure similar or improved implementation will become possible beyond the Project period, by documenting the process and lessons into guidelines. At the time of terminal evaluation, the preparation is on track and on schedule, and the end product is expected to contribute to the crystallization of the Project Outputs for the target group's later reference for future TDM measures.
		Has the Important Assumption for achieving the Project Purpose been fulfilled?	<p>Important Assumption: Policy priority on TDM of IMM is not drastically changed during the project period.</p> <ul style="list-style-type: none"> 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 Yenicap 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 even higher as the Project's completion approaches in December, 2013.
	Contributing factors	To what degree has each Output been produced?	<ul style="list-style-type: none"> See Section 1: Project Achievement
		Have there been any other factors that contributed to the achievement of the Project Purpose?	<ul style="list-style-type: none"> N/A
	Hindering factors to Effectiveness	Have there been any other factors that impeded the achievement of the Project Purpose?	<ul style="list-style-type: none"> March 2014 election became a factor for the IMM administration to suspend execution of the 2nd social experiment, as its preparation and implantation requires in-depth involvement of the public beyond the level acceptable to the administration during the time running up to the election.

	Evaluation Questions		Results
	Main Questions	Sub Questions	
Efficiency	Causality of Inputs and Outputs	Have Project activities been appropriately conducted in terms of their timing, duration, and quality to produce planned Outputs?	<ul style="list-style-type: none"> Project activities have been implemented with thorough planning and preparation, but delays occurred from early point in time. The Project concerned parties were well aware of the possibilities for delay, for example, a need to factor in time required for IMM clearances to conduct traffic surveys (Output 1), and consulted during the first JCC (within one month of Project launch) for revising some schedule. The most significant factors for further delay concerned preparation for the 1st social experiment on smart parking system (Output 2). They included time for securing (initially unallocated) budget (due to changes in the parties to shoulder this budget on the Turkish side) and time required for coordinating with inside/outside agencies concerned for the implementation. 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) into Outputs.
	Achievement of Outputs	Has the Important Assumption for achieving the Outputs been fulfilled?	<p>Important Assumption: Cooperation from relevant entities and organizations is secured.</p> <ul style="list-style-type: none"> At points, the Project faced difficulties to gauge understanding and necessary technical support from the parties instrumental for the implementation of the Project. One such instance was prior announcement to the public on the implementation of the 1st social experiment on smart parking system. While it is critical that the public is well informed that such venture is taking place and the Project could not obtain clearances from IMM for full-fledged dissemination of the information prior to the experiment.
	Appropriateness of Inputs by Japan	How appropriate has the assignment of Experts been in terms of the number of experts, their expertise and capabilities, and the dispatched periods and timings?	<ul style="list-style-type: none"> Japanese Experts were dispatched in accordance with the framework of contractual arrangement with JICA. Given large part of the Project needs were of procedural matters for which continual engagement was critical, as a retrospect, some concerns were voiced on the difficulty involved with no-presence of Experts at critical times (i.e. in between dispatches of Experts for whose expertise was called for) affecting effective operation. On that point, suggestions were made to appoint fewer number of experts (if required for budget reason) for longer stretch of time with more permanent resident status.
		How appropriate has CP training in Japan and in the third countries (if applicable) been in terms of the number of participants, training contents, and the dispatched period and its timing?	<ul style="list-style-type: none"> 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 exist in Turkey, but from such comparisons included, the C/P gained firsthand knowledge on the real applications of TDM, and established reference points for further practice through their job.
		How appropriate has the provision of machinery and equipment by the Japanese side been in terms of its quality, quantity and timing?	<ul style="list-style-type: none"> Procurement of equipment by the Japanese side was adequate and was smoothly conducted to support the timely implementation of the Project activities.
	Appropriateness of Inputs by IMM	How appropriate has the assignment of CP been in terms of the number, placement (i.e. balance between their regular tasks and Project activities) ownership and level of participation?	<ul style="list-style-type: none"> 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. This seems particularly the case since the 2nd social experiment came at a halt. 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.

	Evaluation Questions		Results
	Main Questions	Sub Questions	
Efficiency		How appropriate has the provision of facilities and equipment by the IMM side been?	<ul style="list-style-type: none"> • IMM provided office space for the JICA Expert Team to function effectively for the Project..
		Has the IMM budget for the Project been appropriate in scale?	<ul style="list-style-type: none"> • See Section 1: Project Achievement • In the course of preparing for the 1st social experiment (smart parking system), a glitch was identified as to who (Transportation Department or parking system operator) will shoulder the cost. In the end, IMM budget was tapped, requiring the C/P to secure sizable financial resource for the line item not originally included in the budget. Although that delayed the implementation of the experiment, securing this resource within the same fiscal year was a commendable effort, given the difficulty of such practice in the context of municipal governance.
	Cooperation with other organizations/ projects	Has there been any effective cooperation with other organizations or projects that increased the efficiency of the Project?	<ul style="list-style-type: none"> • The Project widely collaborated with relevant transport sector authorities as the particular themes/topics relate to the mandates and work domain of these organizations, including Istanbul Otobus Co., ISBAK Co., BIMTAS, ISPARK Co., Istanbul ULASIM Co, and Fatih Municipality, who were associated with the Project as Working Group members.
	Contributing or hindering factors to Efficiency	Are there any other factors that increased or decreased the efficiency of the Project?	<ul style="list-style-type: none"> • N/A
Impact	Prospects of achieving the Overall Goals	To what degree has the Overall Goal been achieved?	<ul style="list-style-type: none"> • See Section 1: Project Achievement
		Will the Overall Goal be achieved in 3 to 5 years after the completion of the Project? (Are the Overall Goal and verifiable indicators still valid?)	<ul style="list-style-type: none"> • The prospects for achieving Overall Goal through further implementation of TDM is high. 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 for the surrounding theme. The unfortunate suspension of the 2nd 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 (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. • As indicated above, the imminent mission of IMM to develop intermodal system at around Yenikai Station area is a huge undertaking in the Historic Areas, where passengers' transfers among Yenikapi Station, IDO bus terminal, and Aksaray Station need to be managed while preserving archeological sites though measures including passengers' transfer corridors. Such challenge will provide a meaningful test for the Project concerned staff at IMM's Transportation Department to demonstrate capacities developed through TDM experiences with the Project, and visible and tangible improvements as a part of the measures are probable.
		Have the Important Assumptions for achieving the Overall Goals been fulfilled?	<p><u>Important Assumption:</u></p> <ul style="list-style-type: none"> • (No assumptions identified in PDM.)
	Other aspects	Are there any unexpected positive and negative impacts?	<ul style="list-style-type: none"> • No unexpected impacts have been identified at the time of the Terminal Evaluation, given IMM has been operating under fluid and dynamic business environment through the course of Project, and consideration to such environment has to be factored in for the business conduct at the institution.

	Evaluation Questions		Results
	Main Questions	Sub Questions	
Sustainability	Institutional aspect	Have roles and responsibilities of IMM Transport Department have been clearly defined and understood by CP?	<ul style="list-style-type: none"> The C/P has fine recognition of their roles and responsibilities of their department.
	Organizational aspect	Has an organizational mechanism for continuous capacity development of IMM Transportation Department in its operation and management been established?	<ul style="list-style-type: none"> 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.
	Financial aspect	Has IMM Transportation Department been able to secure sufficient budget to conduct its TDM based on the experiences with the Project?	<ul style="list-style-type: none"> Particularly as evidenced by the implementation of the 1st social experiment for which the Department ended up securing own budget for the exercise, the Department seems well positioned for financial aspect of the sustainability. The prospect for conducting further TDM relates more to the priority of such measures in the context of Department's wide array of responsibilities.
	Technical aspect	Have core staff of IMM Transportation Department been trained sufficiently in number and knowledge to conduct TDM through the Project?	<ul style="list-style-type: none"> The core staff of Transportation Planning Directorate have been sufficiently trained for TDM. However, them being staff for planning the measures, the level, depth, and prevalence of wider application depends on how other Directorates concerned for the actual implementation come together and get on board. For that, guidance preparation is not adequate, and continual effort for engagement will be required.
	Other factors that will increase or decrease the sustainability of the Project achievements	Are there any other factors that will increase or decrease the sustainability of the Project?	<ul style="list-style-type: none"> 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.

5. プロジェクト活動の記録

5：プロジェクト活動の記録

	Product	Type	Year	Details
1	Traffic Issues of Historical Peninsula	Report	2011	Traffic circulation and traffic demand management problems report of Historical Peninsula
2	General Characteristics of Transportation and TDM in Istanbul and Fatih	Report	2011	General characteristics of transport issues and TDM policies of Istanbul
3	Traffic Survey Report	Report	2012	Traffic related survey reports including traffic count, taxi prove, public transport and others
4	Implementation Report of the 1 st Social Experiment	Report	2013	Implementation report about the 1 st social experiment “Smart Parking System”
5	Presentation Materials for the 1 st Seminar	Presentation	2012	Progress of iSTDM and overall about planned social experiments.
6	Presentation Materials for the 2 nd Seminar	Presentation	2013	Progress of iSTDM and result of the 1 st social experiment
7	Presentation Material of the 1 st JICA Training in Japan	Presentation	2012	Accomplishment report of JICA counterpart training in Japan
8	Presentation Materials of the 2 nd JICA Training in Japan	Presentation	2013	Accomplishment reports of JICA counterpart training in Japan
9	Socio-economic Report of Fatih District	Report and Data	2012	Socio-economic, transport issues, and other information report of Fatih district
10	TDM Project List in Istanbul	Report	2013	Selected TDM project lists for Istanbul
11	Implementation Report of the 1 st Social Experiment	Report	2013	Detail information, results and next steps of the 1 st Social Experiment
12	Implementation Plan Report of the 2 nd Social Experiment	Report	2013	and next steps of the 2 nd Social Experiment

6：プロジェクト・デザイン・マトリックスPDM Ver.1 (注1参照)

Name of Project: The Project on Traffic Demand Management (TDM) for Historical Area in Istanbul		Period: July 2011 - December 2013	
Target Group: Transportation Department of Istanbul Metropolitan Municipality (IMM)			
Project Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumption
<p>Overall Goal</p> <p>Appropriate Traffic Demand Management (TDM) measures will be implemented in the Istanbul historical area to create comfortable city environment.</p>	<p>1. More than two (2) TDM measures are implemented in the Istanbul historical area.</p> <p>2. Visible improvements is realized by the TDM measures in the Istanbul historical area.</p>	<p>1. Means of Verification: Based on Interview Survey with the transport department of IMM</p> <p>2. Means of Verification: Through an Evaluation Survey between before and after TDM</p>	
<p>Project Purpose</p> <p>Transportation Department's implementation capacities of TDM measures for the Istanbul historical area are strengthened.</p>	<p>More than 80% of staffs of the Transportation Department evaluate that implementation capacities of TDM measures are strengthened.</p>	<p>Interview and questionnaire survey with the transportation department staff</p>	<p>Policy priority on TDM of IMM is not drastically changed during the project period.</p>
<p>Output:</p> <p>1. Traffic characteristics of the Istanbul historical area are clarified and issues on transportation planning are identified.</p> <p>2. Transportation Department's capacities are strengthened through planning, implementing, evaluating, and analyzing social experiments of TDM measures.</p> <p>3. Experience of the social experiments is summarized as guidelines and shared among relevant departments of IMM.</p>	<p>1-1 Survey reports are prepared, describing traffic characteristics, transport planning issues and stakeholders' concerns on transportation improvement</p> <p>2-1 More than 80% officers are trained in training courses and seminars.</p> <p>2-2 Two (2) TDM social experiments are implemented.</p> <p>2-3 Implementation reports are developed including analysis results.</p> <p>3-1 Guidelines for TDM measures implementation are prepared.</p> <p>3-2 The guidelines are disseminated to relevant departments of IMM.</p>	<p>1-1 A series of Transport Survey Reports</p> <p>2-1 Records of training courses and seminars</p> <p>2-2 Project reports of social experiments</p> <p>2-3 Implementation reports of TDM social experiments</p> <p>3-1 Guidelines Text</p> <p>3-2 Project reports</p>	<p>Cooperation from relevant entities and organizations is secured.</p>

¹ After preparation of PDM0 that was attached to M/M (signed date of November 5, 2010), numerical indicators were inserted and wording for Project Purpose and assumption were refined at the time of project launch in August 2011. Therefore, the above PDM Ver.1 has been referred throughout the project implementation to date.

Activities	Inputs		
<p>1-1 Review outline of relevant entities, organizations and stakeholders that are involved in transportation planning in the Istanbul historical area.</p> <p>1-2 Confirm implementation status of activities proposed in the JICA master plan study as well as relevant laws and regulations that have relations with traffic management plans, public transportation development plans, urban conservation plans, and transportation plans.</p> <p>1-3 Conduct a traffic survey, traffic facilities survey, questionnaire survey, etc.</p> <p>1-4 Analyze the survey results.</p> <p>2-1 Introduce information sharing tool among relevant agencies of IMM in order to review the progress of measures related to the Project.</p> <p>2-2 Review and implement already planned TDM measures to be done urgently in the Istanbul historical area.</p> <p>2-3 Organize seminars and training courses on TDM measures for staff from the relevant departments of IMM.</p> <p>2-4 Formulate an implementation plan of the TDM social experiments.</p> <p>2-5 Perform required permission and authorization procedure to implement the TDM social experiments.</p> <p>2-6 Implement the TDM social experiments in the Istanbul historical area.</p> <p>2-7 Monitor and evaluate the TDM social experiments.</p> <p>3-1 Review results and clarify lessons learned from the social experiments for implementing TDM measures.</p> <p>3-2 Prepare the guidelines describing implementation procedures and activities of the TDM measures.</p> <p>3-3 Share the guidelines among entities and organizations of the relevant departments of IMM.</p>	<p>[JICA]</p> <p>3. Experts</p> <ul style="list-style-type: none"> - Chief Advisor - Transportation Planning - Traffic Management - Social Experiment Management - Public Involvement/Coordinator - Experts in specific areas <p>4. Project Staff</p> <ul style="list-style-type: none"> - Project Assistant <p>5. Counterpart training in Japan</p> <p>6. Equipment provision</p> <p>7. Project costs</p>	<p>[IMM]</p> <p>1. Project Members</p> <ul style="list-style-type: none"> - Project Director - Project Manager - Technical Staff Members <p>2. Vehicle and Driver</p> <p>3. Project office and equipment</p> <ul style="list-style-type: none"> - Project office - Desks, chairs, cabinet, etc. - Copier, printer, scanner, etc. <p>4. Project costs</p> <ul style="list-style-type: none"> - Survey cost - Social experiment cost - Meeting cost - Seminar and training cost that are carried out in Turkey - Administrative cost 	<p>1. IMM project members continue to perform project activities.</p> <p>2. No natural/human disasters cause considerable damage in the Istanbul historical area.</p>

Joint Terminal Evaluation Report

on

**The Project for Traffic Demand Management
of Historical Area in Istanbul**

September 11, 2013

List of Abbreviations and Acronyms

Abbreviation	Official Name
BIMTAS	Bosphorus Construction Consulting Company
BRT	Bus Rapid Transit
C/P	Counterpart
IDO	Istanbul Sea Buses Company
IETT	IETT General Directorate (Istanbul Electric, Tram, and Tunnel Authority)
IMM	Istanbul Metropolitan Municipality
IMP	Metropolitan Planning and Urban Design Center
ISPARK	Istanbul Parking Trade Company
Istanbul ULASIM	Istanbul Transportation Incorporated
IUAP	Istanbul Ulasim Ana Plani/Istanbul Transportation Master Plan
JCC	Joint Coordination Committee
JICA	Japan International Cooperation Agency
M/M	Minutes of Meeting, Man Month
Otobus	Public Bus
PDM	Project Design Matrix
PI	Performance Indicator
PO	Plan of Operations
R/D	Record of Discussion
TDM	Traffic Demand Management
UKOME	Transportation Coordination Directorate
UNESCO	United Nations Educational, Scientific and Cultural Organization
UTK	Transportation Traffic Management Board

Exchange Rate

USD1 = JPY98.19

TRY1 = JPY50.955

(JICA rate for August, 2013)

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1. Introduction

1-1. Background and Purpose of the Evaluation

(1) Background of the Evaluation

The Project for Traffic Demand Management of Historical Area in Istanbul (the “Project”) is a technical cooperation with the aim of strengthening implementation capacity of staff at Istanbul Metropolitan Municipality (IMM)’s Transportation Department in carrying out Transport Demand Management (TDM) measures.

In response to the request from the Government of the Republic of Turkey (“GoT”), the Japan International Cooperation Agency (JICA) dispatched a Detailed Planning Survey Team in October 2010 and concluded an agreement on cooperation framework, whose details were documented in Record of Discussions (R/D) and signed in April 2011.

Based on the signed R/D, the Project was launched in July 2011 with IMM’s Transportation Department as Implementing Agency, a.k.a. Counterpart (“C/P”), and through the process of social experiments to analyze feasibility of TDM measures as well as to build capacity to conduct TDM measures for the purpose of congestion relief of the Historical Area.

Prior to the Project completion in December 2013, as per R/D signed by both governments, the terminal evaluation of the Project was conducted by the Joint Terminal Evaluation Team (“the Terminal Evaluation Team”), comprised of representatives from both sides, with the objective of assessing and confirming Project’s performance and effects, as well as drawing lessons for similar future activities.

(2) Purpose of the Evaluation

The purposes of the evaluation are as follows:

- 1) To confirm the achievement levels of Inputs and Outputs and the prospect for the Project Purpose to be achieved by the end of the project period, and the Overall Goals within three to five years after the project completion, based on the Project Design Matrix (PDM) version 1 (see Annex 6);
- 2) To identify factors or issues that have promoted or hindered the implementation of project activities;
- 3) To conduct a comprehensive evaluation from the viewpoints of five evaluation criteria; Relevance, Effectiveness, Efficiency, Impact and Sustainability (see 2-2 “Criteria of the Joint Terminal Evaluation” for their definitions);
- 4) To draw up recommendations of the measures to be taken for the Project’s further improvement and identify lessons learned to be referred to by similar JICA projects; and

- 5) To discuss and agree on the direction of the Project and prepare a joint terminal evaluation report based on the results of the discussions.

1-2. Members and Schedule of the Evaluation

(1) Members of the Evaluation

The members of the Terminal Evaluation Team are as follows:

1) Japanese Side

Name	Title	Position/Organization
Mr. Yoshihiro KAKISHITA	Leader	Senior Advisor to the Director General, Economic Infrastructure Department, JICA
Ms. Saori FUKUHARA	Evaluation Management	Peace Building and Urban and Regional Development Division 1, Economic Infrastructure Department, JICA
Ms. Maki TSUMAGARI	Evaluation and Analysis	Partner, IMG Inc.

2) Turkish Side

Name	Title	Organization
Mr. Ahmet Hamdi GÜNER	Director	Transport Planning Directorate
Mr. Ouursal BAŞ	Deputy Director	Transport Planning Directorate
Ms. Nesligül ÜNAL	Chief	Transport Planning Directorate

(2) Schedule of the Evaluation

The Evaluation was conducted from September 1st to 14th, 2013 (see Annex 1 for the Evaluation Schedule).

1-3. Outline of the Project

(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 km² 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 km²), 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
- 3) Implementation of appropriate traffic management

Specifically drawing from 3) above, improvement of traffic situation in Historic Areas of Istanbul (17 km² with population of 450,000) was suggested as the priority agenda from the perspective of urban environment conservation in harmony with the history and culture.

Historic Areas of Istanbul is designated as UNESCO World Heritage Site. It hosts numerous buildings with historical value, which have unfortunately been the victim of environmental damages due to associated serious traffic congestion.

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.

Implementation of the Project was requested to JICA following the recommendation of M/P, and IMM, the C/P agency for the M/P, was re-designated as the Project's C/P. The objective of the Project was 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.

(2) Summary of the Project

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

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

Project 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.

Project Period From July 2011 to December 2013 (Two years and 6 months)

Implementing Agency Istanbul Metropolitan Municipality (IMM)

2. Methodology of the Evaluation

2-1. Framework

In accordance with the *New JICA Guidelines for Project Evaluation* (the First Edition, 2010), the Terminal Evaluation Team evaluated the Project, taking the following steps:

- Step 1. Prepare an evaluation grid that lists evaluation questions, data/information necessary for evaluation and information sources;
- Step 2. Collect data and information necessary for the evaluation;
- Step 3. Assess the Project's achievements in reference to the PDM ver. 1;
- Step 4. Analyze the factors that promoted or inhibited the Project's achievements, including factors relating to the project design and the project implementation process.
- Step 5. Analyze the Project from the viewpoints of five evaluation criteria, defined in 2-2 "Criteria of the Joint Terminal Evaluation";
- Step 6. Draw up recommendations from the analysis;
- Step 7. Share the preliminary evaluation results with stakeholders and discuss the future directions of the Project; and
- Step 8. Reach an agreement on the evaluation results between the Japanese and Turkish sides.

2-2. Criteria of the Evaluation

Five evaluation criteria used in the evaluation are defined as follows:

Relevance	Relevance is assessed in terms of the Project's validity in relation to the Government policy of Turkey, Strategic Plan of IMM, and Istanbul Historic Site Management Plan at the evaluation stage, Japan's Official Development Assistance (ODA) policy, and the needs of the Project beneficiaries, as well as the appropriateness of the project approach to address the needs.
Effectiveness	Effectiveness is assessed based on the prospect of achieving the Project Purpose by the end of the project period and whether this is due to the Project's Outputs.
Efficiency	Efficiency is assessed by focusing on the relationship between Outputs and Inputs in terms of timing, quality and quantity of Inputs. It measures to what extent Project Inputs have economically been converted into Outputs in consideration of the achievements of both Inputs and Outputs.
Impact	Impact is assessed based on the prospect of achieving the Overall Goals within three to five years of the project completion and the positive and negative changes to be produced, directly or indirectly as a result of project implementation.
Sustainability	Sustainability is assessed in terms of institutional, organizational, financial and

	technical aspects, by examining the extent to which the achievements of the Project will be maintained or further expanded by the Turkish side after the project period.
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2-3. Evaluation Grid and Data Collection Methods

(1) Evaluation Grid

The Team evaluated the Project based on the evaluation questions listed in the evaluation grid (see Annex 4 for the list of evaluation questions and evaluation results of the questions.). The evaluation grid is comprised of three sections: (1) Project achievements; (2) Implementation Process; and (3) Evaluation by the Five Criteria.

(2) Data Collection Methods

The following sources of information and data were used in the joint terminal evaluation:

- 1) Interviews with and/or questionnaires' answers from the Project's Japanese Experts (Experts), Counterpart Personnel (C/P), and other people with relevant expertise (see Annex 2 "List of Interviewees");
- 2) Documents agreed upon by both sides prior to and/or during the course of the Project implementation;
- 3) Records of inputs from both sides and activities of the Project (see Annex 3 "Inputs") ;
- 4) Site visits (Historical Area, road network and parking locations, Yenikapi Station area);
- 5) Documents that provide data and information indicating the degree of achievements of the Project Outputs, Project Purpose, and Overall Goal, and
- 6) Policy documents that show the project's relevance and sustainability.

3. Performance and Implementation Process of the Project

3-1. Performance of the Project

3-1-1 Inputs

(1) Japanese Side

The Japanese side provided the following inputs to the Project (see Annex 3-1 “Inputs by the Japanese Side” for details.).

1) Assignment of Experts

The Japanese side has assigned ten experts to the Project. The expertise and assigned periods of experts are the following. (see Annex 3-1-1 “Assignment of Experts”).

Table 1. Expertise and Assigned Period of Experts

Expertise	Number (Person)	Assigned period (M/M)
Chief Advisor/Project Manager/Transportation Policy	1	2.43
Vice Chief Advisor/Transportation Management	1	6.17
Vice Project Manager/Transportation Management	1	17.27
Transportation Planning (1)	1	7.47
Transportation Planning (2)	1	3.50
Social Experiment Management (1)	1	8.00
Social Experiment Management (2)	1	3.40
Traffic Survey and Analysis	1	2.50
Survey Data Analysis	1	1.50
Coordinator/Public Involvement	1	5.20
Total	10	57.44

Note: This M/M covers the actual assignment up to August, 2013.

2) Training in Japan and the Third Country

The Japanese side has provided training in Japan to 13 staff members in two batches, and another training to Singapore is scheduled to take place in November 2013 for 11 staff (see Annex 3-1-2 “Training in Japan and the Third Country”).

3) Provision of Equipment and Materials

The Japanese side has provided equipment required for the effective implementation of the Project, as listed in Annex 3-1-3 “Provision of Equipment and Materials”, which amounted to JPY 23 million (approximately USD 0.23 million) (see Annex 3-1-4 “Operational Expenses by Japanese Side”).

4) Operational Expenses by Japanese Side

The Japanese side has allocated the total amount of JPY 65.3 million (approximately USD 0.67 million) for the operational costs of project activities (see Annex 3-1-4 “Operational Expenses by

Japanese Side”).

(2) Turkish Side

The Turkish side has provided the following inputs to the Project. (see Annex 3-2 “Inputs by the Turkish Side” for details.)

1) Assignment of C/Ps

The Turkish side has assigned one Project Director, one Project Manager, 15 Technical Staff Members drawn from Transport Planning Directorate, Transport Coordination Directorate, Traffic Directorate, and Mass Transport Services Directorate (see Annex 3-2-1 “Assignment of C/P Personnel”).

2) Facilities

The Turkish side has provided office space in Transportation Department for Japanese Experts.

3) Operational Expenses by Turkish Side

The Turkish side has allocated the total amount of TRY500,000 (approximately JPY 25.5 million) for the operational costs of project activities (See Annex 3-2-2 Turkish Side’s Local Costs).

3-1-2 Achievements of Outputs

(1) Achievements of Output 1

Output 1: Traffic characteristics of the Istanbul historical area are clarified and issues on transportation planning are identified.

Objectively Verifiable Indicator (OVI)

Survey reports are prepared, describing traffic characteristics, transport planning issues and stakeholders' concerns on transportation improvement.

Activities under Output 1 were conducted in sequence from the onset of the Project and led to the full achievement of Output 1. First, the Project held discussions with TDM concerned agencies within and outside IMM (e.g. other Directorates in Transportation Department, ISPAK, LASIM, ISBAK) to take stock of situations concerning delineation as well as overlaps in work functions. The Project then checked approval status of M/P and confirmed there is no revisions to IMM's traffic management planning and public transport planning. Based on such confirmation, the Project proceeded with various surveys in order to analyze transport patterns and bottlenecks that have to be attended through TDM measures. The survey procedure and results were compiled into reports including:

- "Junction Traffic Count Survey" Field Report (March 29, 2013)
- "Modelling Sofular Zone with Transmodeler Microsimulation Software"¹ (to observe and analyze Sofular Zone's existing traffic situation)
- "Parking Count Survey Results Report" (2013)
- "Smart Parking System Social Experiment Project" Field Survey Report (March 29, 2013)
- "Field Studies Traffic Counts"²

The process and the results that came out through the implementation of the surveys laid the foundation and led into successive activities under Output 2 & 3.

(2) Achievements of Output 2

Output 2: Transportation Department's capacities are strengthened through planning, implementing, evaluating, and analyzing social experiments of TDM measures.

Objectively Verifiable Indicators (OVIs)

OVI 2-1. More than **80% officers** are trained in training courses and seminars.

OVI 2-2. **Two (2) TDM social experiments** are implemented.

OVI 2-3. Implementation reports are developed including analysis results.

Output 2 is evaluated to have been achieved except for the execution of the second social

¹ Not dated.

² Not dated.

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.

100% of the core C/P participated in training in Japan through two separate courses. The first training accommodated managerial staff focusing on concept and effectiveness of social experiments in the framework of TDM. The second course was shaped for technical staff to orient them on how to plan, conduct, and evaluate social experiments, as well as on how to incorporate experiments' results for further application. Eagerness in pursuing and absorbing new knowledge on TDM was evident from the feedback of the C/P, and each person returned with own takeaway lessons.

Participation rate of C/P in the Project organized seminars (two times so far, the first in March 2012 and the second in March 2013) was also 100%. The first seminar was held in conjunction with the visit of JICA Consultation Mission from Tokyo, and included technical presentations by the university professor members of the Japanese delegation. The active discussion and interaction among the participants on implementation method and effectiveness of social experiments provided a forum to clarify previously held anxieties regarding untried areas of social experiments. The second seminar was more tailored for conducting social experiments as a part of the Project activities, and technical presentations covered reporting back on the workings from the first social experiment (Smart Parking System: SMS) and preparatory overview for the second social experiment (Traffic Cell System).

The first TDM social experiment on smart parking system was conducted in January - February, 2013, in Fatih District, by the leadership of Transport Planning Directorate in collaboration with other IMM Directorates in Transportation Department (Transport Directorate, Coordination Directorate) and related parking management agencies (ISPARK, TAVG). The undertakings required for the Project (in this case C/P) to secure not only funding for the experiment but also engagements from the busy colleague units, not to mention timely approval from the administration. For lack of recognition by the unit in charge of public relations, advance dissemination to the public could not take place, standing as a detriment to the fuller implementation of the experiment. Yet, collected data showed effectiveness of the system in decrease in travel time for transmodal shift. Feedback from the various stakeholders was also collected and analyzed along with the data.

Following on the mixed results of the first experiment, the Project geared up on the preparation for the second experiment on Traffic Cell System. However, it faced no-go decision by administration due to concern for the upcoming election of March 2014, particularly as the second experiment requires heavy restriction of moves of the public affected. Yet, from the course of planning, implementation, and analysis of the first experiment, C/P expressed in their response to the questionnaire their confidence in managing such experiments in the future.

The results of the first social experiment was compiled together with the procedure and analysis,

and was presented at the second seminar. 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.

(3) Achievements of Output 3

Output 3: Experience of the social experiments is summarized as guidelines and shared among relevant departments of IMM.
Objectively Verifiable Indicators (OVIs)
OVI 3-1. Guidelines for TDM measures implementation are prepared.
OVI 3-2. The guidelines are disseminated to relevant departments of IMM.

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.

Drawing from the first social experiment conducted, C/P are in the process of preparing assigned chapters of the guidelines with scheduled completion in November 2013. As of September, the preparation is on schedule, and thus the completion is anticipated as within reach by the end of the Project period. However, as the second social experiment could not take place with the reasons already mentioned, the end product will lack findings and lessons on the Traffic Cell System.

The Project plans to hold dissemination seminars and workshops targeting relevant departments of IMM for dissemination. In the interim, the results of the first social experiment are disseminated through conferences such as that organized by ISPARK in March 2013, and its impact is already reflected onto discussions for further applications with the larger parking system operator community in the Historic Areas.

3-1-3 Prospect for Achieving the Project Purpose

Project Purpose: Transportation Department's implementation capacities of TDM measures for the Istanbul historical area are strengthened.
Objectively Verifiable Indicator (OVI)
More than 80% of staffs of the Transportation Department evaluate that implementation capacities of TDM measures are strengthened.

The goal of achieving 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.

It was confirmed that 80% of the staff of the Transportation Department that worked with the Project as C/P consider they have elevated their technical capacity on TDM through their participation in the Project. Since there were a couple of C/P with whom direct confirmation could

not be obtained during the evaluation, it is possible that the ratio could be higher, suggesting tangible learning is realized by the Project activities.

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.

3-1-4 Prospect for Achieving the Overall Goals

Overall Goal: Appropriate TDM measures will be implemented in the Istanbul historical area to create comfortable city environment.
Objectively Verifiable Indicators (OVIs) 1. More than two (2) TDM measures will be implemented in the Istanbul historical area to create comfortable city environment. 2. Visible improvements is realized by the TDM measures in the Istanbul historical area.

The prospects for achieving Overall Goal through further implementation of TDM is high.

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 (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.

As indicated above, the imminent mission of IMM to develop intermodal system at around Yenikai transfer center is a huge undertaking in the Historic Areas, where passengers' transfers among different modes need to be managed while preserving archeological sites through measures including passengers' transfer corridors. Such challenge will provide a meaningful test for the Project concerned staff at IMM's Transportation Department to demonstrate capacities developed through TDM experiences with the Project, and visible and tangible improvements as a part of the measures are probable.

3-2. Implementation Process of the Project

3-2-1. Implementation of Activities and Ownership in Implementation

Project activities have been implemented with thorough planning and preparation, but delays occurred from early point in time. The Project concerned parties were well aware of the possibilities for delay, for example, a need to factor in time required for IMM clearances to conduct traffic surveys (Output 1), and consulted Project's Joint Coordination Committee ("JCC") within one month of Project launch for revising some schedule. The most significant factors for further delay concerned preparation for the first social experiment on smart parking system (Output 2). They included time for securing (initially unallocated) budget (due to changes in the parties to shoulder this budget on the Turkish side) and time required for coordinating with inside/outside agencies concerned for the implementation. With concerted effort on the part of the Project, however, each step was managed with diligence and professionalism, and made the first social experiment implementation an exemplary case to exhibit ownership in the Project by the Turkish C/P.

Yet, some indications surfaced that not all the C/P were certain about where the Project was heading (particularly with redirection after suspension of the second social experiment, due to political sensitivities involved with the advent of upcoming election). As recommended in the later section of this report, toward Project completion it might make sense for fuller involvement of those by reconfirming the assignment of each C/P.

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.

3-2-2. Project Management

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/involve upper management under dynamic and fluid work environment of a huge municipality system continued to pose difficulty to the Project due to busy schedule of their schedule, and significant effort was spent on acquiring clearances and guidance.

3-2-3. Follow-up of Recommended Actions by the Feb. 2012 Consultation Mission from JICA HQ

- (1) Communication at the decision making level: While access to the higher authority continues to be limited, the Project is definitely utilizing its experiences for navigating the bureaucratic system. Its clearance request is now better tailored thinking ahead on what is required for the upper management to approve without hesitation.
- (2) Counterpart Assignment: The point raised by the Mission concerned overburden of work on some specific personnel within the C/P group, particularly in view of the preparation for the second social experiment (traffic cell system) while wrapping up on the first social experiment. Since this observation, the environment that governs the Project has required it to move away from social experiment until election is over, and toward new agenda within the scope of TDM (i.e. Yenikapi Station area intermodal traffic node development), the Project has laid out good working arrangement on who does what based on their technical expertise and function (coordinative, technical, for example) fully leveraging from the learning from the first social experiment.
- (3) Utilization of technical knowledge from academic community: In response to the recommendation from the Mission for the Project to arrange co-learning opportunities between C/P and budding scholars on TDM from academic community in Istanbul, it invited these scholars on multiple occasions to the Project arranged meetings.

4. Result of the Evaluation

4-1. Evaluation by the Five Criteria

4-1-1 Relevance: High

The relevance of the Project is evaluated as high based on the assessments from the five angles below:

(1) Relevance with the Government policy of Turkey and Strategic Plan of IMM

The Project was planned and implemented in line with Turkey's national development plan, "Ninth Development Plan of Turkey (2007-2013)", particularly that relating to its Development Axes of "Increasing Competitiveness" that encourages corridor approach in transportation by looking into alternative modes, and "Increasing Quality and Effectiveness in Public Services" that aims at increasing quality and effectiveness in the delivery of public services.

Likewise, the Project is one direct response to IMM's "Strategic Plan of Istanbul Metropolitan Municipality (2010-2014)", where establishment of "smart transportation" system for controlled and systematic pedestrian & vehicle traffic is envisaged. This Strategic Plan was prepared 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 that

calls for supporting the country's sustainable economic development through improvement of business and investment climate for urban areas.

(2) Relevance with the requirement by UNESCO World Heritage Committee

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, further collaboration is envisaged, by the Project feeding its data to this unit within IMM in charge of the UNESCO mandate, so that the alignment is fully recognized more widely than just by the two parties concerned.

(3) Relevance with the needs of Transportation Department of IMM

The target group of the Project was determined in its PDM as Transportation Department of IMM. Drawing staff with relevant technical backgrounds and professional mandates within the Department, core Working Group was established for the Project, ensuring relevance of the Project with the needs of the target group. 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. Particularly, the Project laid out opportunities for C/P to navigate and move their agendas in the huge municipality administration system, and from the engagements the C/P came to manage how to involve upper management on technical agendas, how to liaise with in/out agency colleagues, and how to involve stakeholders. Therefore, while "needs" might not have been felt by the already able C/P for capacity development in transportation management issues, the Project served as an opportunity for the target group 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.

(4) Relevance with the Japan's ODA Policy

As already indicated in (1) above, the Project is in line with Japan's assistance policy for Turkey that has a focus on supporting the country's sustainable economic development through improvement of business and investment climate, for which urban environment is a key.

(5) Comparative Empirical and Technological Advantage of Japan's Cooperation

Both Japanese and Turkish sides well recognize that Japan's preexisting TDM examples might not be the ultimate model for Istanbul particularly from the perspective of technological prevalence. Yet,

both sides share the view that Japan offers relevant cases for Istanbul in terms of how public entities manage transportation system.

4-1-2 Effectiveness: High

The Effectiveness of the Project is assessed as high, for the Project Purpose, as determined by the indicator, has already been met 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.

The significance of the produced Outputs for the achievement of the Project Purpose was clear. Regarding Output 1, identification of traffic characteristics and issues of the Istanbul Historical Area was considered as an exercise to shed new light on the already existing inventory of information at the Department. Yet, the fact that such stocktaking was an instrumental step for TDM measure prioritization and planning was an important point that became evident for the achievement of Output 1.

Regarding Output 2, planning and execution as well as management of the whole process of the first social experiment (smart parking system) having been a new venture for the target group, each step was learned with enthusiasm and professional interest, leveraging on their technical expertise and diligence as municipality staff. In addition, critical takeaway was realized for the need to take care of securing budget and acquiring clearances from within the administrative system of a huge municipality, as well as to manage relationships with outside agencies and stakeholders.

Output 3 is outside the narrow sense of implementation but is an instrumental component of the Project to pave a way to ensure similar or improved implementation will become possible beyond the Project period, by documenting the process and lessons into guidelines. At the time of terminal evaluation, the preparation is on track as scheduled, and the end product is expected to contribute to the crystallization of the Project Outputs for the target group's later reference for future TDM measures.

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.

Threat to the effectiveness was the administrative decision to suspend the second social experience in view of March 2014 election. It was due to a thinking that preparation and implementation of this experiment on traffic cell system requires in-depth involvement of the public beyond the level acceptable to the administration during the sensitive time running up to the election.

4-1-3 Efficiency: Satisfactory

The Efficiency of the Project is evaluated as satisfactory in view of the five dimensions of Input–Output relationships that the Project managed for results.

(1) Turning Challenge by Delay into Resource Acquisition Process Management Opportunity

Project activities have been implemented with thorough planning and preparation, but delays occurred from early point in time. The Project concerned parties were well aware of the possibilities for delay, for example, due to a need to factor in time required for IMM clearances to conduct traffic surveys (Output 1), and consulted Project's JCC within one month of Project launch for revising some schedule. The most significant factors for further delay concerned preparation for the first social experiment on smart parking system (Output 2). They included time for securing (initially unallocated) budget (due to changes in the parties to shoulder this budget on the Turkish side) and time required for coordinating with inside/outside agencies concerned for the implementation. 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) into Output.

(2) Important Assumption of Outputs

The important assumption set for the Project at the launch was, "Cooperation from relevant entities and organizations is secured." At points, the Project faced difficulties to gauge understanding and necessary technical support from the parties instrumental for the implementation of the Project. One such instance was prior announcement to the public on the implementation of the first social experiment on smart parking system. While it is critical that the public is well informed that such venture is taking place, the Project could not obtain clearances from IMM for full-fledged dissemination of the information prior to the experiment.

(3) Inputs by Japan

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.

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, and established reference points for further practice through their job.

(4) Inputs by IMM

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.

4-1-4 Impact: Substantial

The prospects for achieving Overall Goal through further implementation of TDM is high, and thus the impact of the Project is deemed 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.

As indicated above, the imminent mission of IMM to develop intermodal system at around Yenikapi transfer center is a huge undertaking in the Historic Areas, where passengers’ transfers among different modes need to be managed while preserving archeological sites though measures including passengers’ transfer corridors. Such challenge will provide a meaningful test for the Project concerned staff at IMM’s Transportation Department to demonstrate capacities developed through TDM experiences with the Project, and visible and tangible improvements as a part of the measures are probable.

4-1-5 Sustainability: High

A comprehensive assessment, as described below, warrants a rating of high for the sustainability of Project achievements

(1) Institutional Aspect

The C/P has fine recognition of their roles and responsibilities not only in their assigned Directorates but also within the institution.

(2) Organizational Aspect

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 future mobilization.

(3) Technical Aspect

The core staff of Transportation Planning Directorate have been sufficiently trained for TDM. It is envisaged that they will be provided with opportunities to share their acquired skills within the scope of their regular work.

(4) Financial Aspect

Particularly as evidenced by the implementation of the first social experiment for which the Department ended up securing own budget for the exercise, the Department seems well positioned for financial aspect of the sustainability. The prospect for conducting further TDM relates more to the priority of such measures in the context of Department's wide array of responsibilities.

(5) Other factors that will affect the sustainability of the Project achievements

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.

4-2. 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.

5. Recommendations and Lessons Learned

5-1. Recommendations

Below are recommendations that emerged from the findings of the terminal evaluation to be considered by the Project to incorporate during the rest of the Project period. It is hoped that the completion will be a point for the implementing agency to take forward solid outcomes germinated with the Project.

5-1-1. 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.

5-1-2. 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.

5-1-3. 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.

5-1-4. 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.

5-1-5. 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.

5-2. Lessons Learned

5-2-1. 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.

5-2-2. 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.

5-2-3. 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.

5-2-4. 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.

Annex 1: Evaluation Schedule

Date		Schedule
1-Sep	Sun	Narita→Istanbul (Evaluation Analysis)
2-September	Mon	Interview with Mr. Yakup Demirhan, Director of Transport Department
		Site visit to Yenikapi Station area with Experts and C/P
		Interview Japanese Experts (Chief Advisor, Transportation Management, Transportation Planning, and Social Experiment Management)
3-September	Tue	Interview with Mr. Muzaffer SAHIN, Deputy Manager of Director, IMM Directorate of Historical Sites Protection
		Interview with C/Ps
4-September	Wed	Interview with C/Ps
5-September	Thu	Data analysis
6-September	Fri	Data analysis/Report drafting
7-September	Sat	Report drafting (Evaluation and Analysis)
8-September	Sun	Narita → Istanbul (Leader, Evaluation Management)
		Report drafting/Group Meeting Preparation (Evaluation Analysis)
9-September	Mon	JICA Evaluation Team Meeting
		09:00 Courtesy Call to IMM (Mr. Yakup Demirhan and Mr. Ahmet Hamdi Guner)
		10:30 Group meeting with IMM C/Ps
10-September	Tue	16:00 Prof. Dr. Mustafa Ilicalli, Transport Engineering, Bahcesehir University (Ms. Neriman - IMM joins this meeting)
		(AM) Team meeting with Japanese Experts, Draft Evaluation Report preparation and cross check with Turkish translation team
		(PM) PM Prior Consultation with IMM C/Ps of Draft Evaluation Report (Mr. Ahmet Hamdi Guner and Ms. Neriman)
11-September	Wed	(PM) Field Survey (Historical area, road network, parking place, transportation node, public transport system, Yenikap Station area)
		10:00 Discussion of Minutes of Meetings and Draft of evaluation report (Mr. Ahmet Hamdi Guner, Director of Transportation Planning/Project Manager)
		(PM) Reserved for continuation of discussion on the contents of the documents for signing
12-September	Thu	(AM) Finalization of draft M/M
		(14:00) Joint Coordination Committee (JCC) Meeting (signing of M/M)
		(17:00) Istanbul → Ankara (Leader, Evaluation Management)
13-September	Fri	(AM) Reporting to Embassy of Japan (Leader, Evaluation Management)
		(AM) Reporting to JICA Office
		(14:00) Ankara → Istanbul (Leader, Evaluation Management)
		Finalization of reports (Evaluation Analysis)
		(17:10) Istanbul → (All)
14-September	Sat	(10:25) → Narita (All)

Annex 2: List of Interviewees

1. IMM Transport Department

Name	Position	Roles in the Project
Mr. Yakup DEMIRHAN	Head of Transport Department	Project Director

2. IMM Transport Planning Directorate, Transport Department

Name	Position	Roles in the Project
Mr. Ahmet Hamdi Güner	Director	Project Manager, Output 3
Ms. Berna ÇALIŞKAN	Civil Engineer, MSc.	
Ms. Dilek ÇOL YILMAZ	City Planner, MSc.	Output 1
Ms. Emel GÜNAY	City Planner MSc.	Output 2
Ms. Mehmet ÇAKIR	City Planner, MSc.	Output 1, 2, 3
Ms. Nilüfer DÜNYA	City Planner, MSc.	Output 1
Ms. Neriman ERÜNSAL	Civil Engineer, MSc.	Organization of seminar, weekly meetings, etc. Ensuring connection amongst agencies and personnel / Seminer, haftalık toplantı vs. düzenleme, kurumlar ve personel arasında iletişimi sağlama
Ms. Nesligül Ünal	Architect, MA	Output 1, 2, 3
Ms. Onursal Baş	Deputy Director of Transportation Planning	Output 3
Mr. Serkan ŞİMŞEK	Geophysics Engineer	

3. IMM Traffic Directorate, Transportation Department

Name	Position	Roles in the Project
Ms. Esmâ DİLEK	Computer Engineer, MSc. / Software Engineer	The first Social Experiment
Ms. Şeyma ULULAY		Not direct C/P but collaborated through her assignment on ISPARK.

4. IMM Site Management Directorate

Name	Position	Roles in the Project
Mr. Muzaffer SAHİN	Deputy Manager	Not directly associated with the Project, but has overlapping responsibility of the Project site

5. University

Name	Position
Dr. Mustafa İLİCALLI	Professor, Transport Engineering, Bahcesehir University (tbc)

6. Japanese Experts

Name	Position
Mr. Katsuhide NAGAYAMA	Chief Advisor/Project Manager/Transportation Policy
Mr. Tamaoki WATANABE	Vice Project Manager/Transportation Management
Mr. Sadayuki YAGI	Transportation Planning
Mr. Osamu ABE	Social Experiment Management (2)

Annex 3: Inputs

Annex 3-1: Input by the Japanese Side

Annex 3-1-1 Assignment of Experts

Field of Expertise	Name	Dispatched period (M/M)			
		2011	2012	2013	Total
Chief Advisor/Project Manager/Transportation Policy	Katsuhide NAGAYAMA	0.7	0.3	1.7	2.7
Vice Chief Advisor/Transportation Management	Tetsuo WAKUI	0.0	3.0	3.5	6.5
Vice Project Manager/Transportation Management	Tamaoki WATANABE	3.8	9.0	5.9	18.7
Transportation Planning (1)	Sadayuki YAGI	0.7	4.2	3.5	8.5
Transportation Planning (2)	Ken KUMAZAWA	0.0	1.5	2.00	3.5
Social Experiment Management (1)	Takeshi SHIMOMURA	2.4	4.3	1.4	8.0
Social Experiment Management (2)	Osamu ABE	0.0	1.1	3.4	4.5
Traffic Survey and Analysis	Masaru KOMORI	1.5	1.0	0.0	2.5
Survey Data Analysis	Tetsuo HORIE	0.0	1.5	0.0	1.5
Coordinator/Public Involvement	Makoto OKAMURA	1.0	2.7	3.0	6.7
Total		10.0	28.7	24.4	63.1

Note: Covers the whole duration of the Project period.

Annex 3-1-2 Training in Japan and the Third Country Training in Japan and the Third Country

1. Training in Japan

(1) The first Training in Japan (February 12, 2012 – February 23, 2012)

- 1 Ahmet Hamdi Güner, Manager of Transportation Planning Directorate
- 2 Onursal Baş, Deputy Manager of Transportation Planning Directorate
- 3 Mehmet Çakır, Researcher of Transportation Planning Directorate

(2) The second Training in Japan

- 1 DİLEK ÇOL, Researcher of Transportation Planning Directorate
- 2 EMEL GÜNAY, Researcher of Transportation Planning Directorate
- 3 NİLÜFER DÜNYA, Researcher of Transportation Planning Directorate
- 4 SERAP ÇETİNKAYA, Researcher of Transportation Planning Directorate
- 5 SERKAN ŞİMŞEK, Researcher of Transportation Planning Directorate
- 6 KEVSER USUL, Researcher of Transportation Planning Directorate
- 7 FATMA BETÜL AKBIYIK, Researcher of Transportation Coordination Directorate
- 8 İSA CERRAH, Researcher of Transportation Coordination Directorate
- 9 HAMİT POLAT, Researcher of Traffic Directorate

10 ESMA DİLEK, Researcher of Traffic Directorate

2. Third Country Training in Singapore

Scheduled to take place in November 2013 for 11 staff

Annex 3-1-3 Provision of Equipment and Materials

	Year	Item	Description	Unit	JPY	TRL
1	2011	GPS Data Logger	GT-800 pro	10	191,100	
2	2011	GDP Drive Recorder	First Science FS2000	10	184,600	
3	2011	JICA STRADA	JICA STRADA	1	165,000	
4	2011	Personal Computer	Sony Vaio PCG-7191M	1		11,033.00
5	2011	Personal Computer	Samsung NP-RV511-S03TR	1		4,436.80
6	2011	Personal Computer	Samsung NP-RV511-S03TR	1		4,861.60
7	2011	Display	LG Flatron E2251S-BN	1		499.00
8	2011	Display	LG Flatron E2241	1		304.25
9	2011	Display	Philips Flatscreen	1		395.90
10	2011	Copy Machine	HP Color LaserJet CM6040 MFP	1		12,927.74
					540,700	34,458

Annex 3-1-4 Operational Expenses by Japanese Side

Item	Amount (JPY, million)
Secretary and interpreter	15.0
Traffic Demand Management Specialist	8.0
Transportation Planning Specialist	6.7
Social Experiment Specialist	4.5
Traffic Survey and Analysis Specialist	2.6
The first Seminar	0.5
The second Seminar	0.5
Evaluation Survey	4.5
Equipment and Materials	23.0
TOTAL	65.3

Annex 3-2: Input by the Turkish Side

Annex 3-2-1 Assignment of Turkish C/Ps

Name	Position Title
Mr. Yakup DEMIRHAN	Project Director
Mr. Ahmet Hamdi Güner	Project Manager
Ms. Nesligül ÜNAL	Architect, MA, Transportation Planning Directorate
Ms. Neriman ŞAHİN	Civil Engineer, MSc., Transportation Planning Directorate
Ms. Berna ÇALIŞKAN	Civil Engineer, MSc., Transportation Planning Directorate
Ms. Serap Songül ÇETİNKAYA	Urban Planner, MSc., Transportation Planning Directorate
Ms. Dilek ÇOL	Urban Planner, MSc., Transportation Planning Directorate
Ms. Einel GÜNAY	Urban Planner, MSc., Transportation Planning Directorate
Ms. Nilüfer DÜNYA	Urban Planner, MSc., Transportation Planning Department
Mr. Mehmet ÇAKIR	Urban Planner, MSc., Transportation Planning Department
Mr. Serkan ŞİMŞEK	Geophysics Engineer, Transportation Planning Department
Mr. İsa CERRAH	Civil Engineer, MSc., Transportation Coordination Directorate
Ms. Fatma Betül AKBIYIK	Industrial Engineer, Transportation Planning Directorate
Ms. Halime TEKİN	Urban Planner, Transport Coordination Directorate
Mr. Hamit POLAT	Electrical Electronic Engineer, Traffic Directorate
Ms. Esma DİLEK	Computer Engineer, MSc., Traffic Directorate
Mr. Osman KILIÇASLAN	Urban Planner, Mass Transport Services Directorate

Annex 3-2-2 Turkish side's Local Costs

Category	Items	Cost (TRY)
The first Social Experiment	Signboards	160,000
The first Social Experiment	Technical Maintenance	2,000
The first Social Experiment	Gasoline for Service Buses	6,000
The first Social Experiment	Vehicle Maintenance	2,000
Driver Salary	Driver Salary	30,000
Surveys and Countings	Surveys and Countings	300,000
	Total	500,000

Annex 4: Evaluation Grid (Results of the Evaluation)

SECTION I: Project Achievements

Evaluation Questions		Results
Main Questions	Sub Questions	
<p>Prospect for Achieving the Overall Goals</p>	<p>To what degree has the Overall Goal been achieved?</p> <p>Overall Goal: Appropriate TDM measures will be implemented in the Istanbul historical area to create comfortable city environment.</p>	<p>OVI 1. More than two (2) TDM measures are implemented in the Istanbul historical area.</p> <ul style="list-style-type: none"> • As evidenced through the Project period, the C/P stayed focused on the planning and execution of the Project planned TDM measures. The unfortunate suspension of the 2nd 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 (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 system. <p>OVI 2. Visible improvements is realized by the TDM measures in the Istanbul historical area.</p> <ul style="list-style-type: none"> • As indicated under OVI 1. above, the imminent mission of IMM to develop intermodal system at around Yenikai Station area is a huge undertaking in the Historic Areas, where passengers' transfers among Yenikapi Station, IDO bus terminal, and Aksaray Station need to be managed while preserving archeological sites though measures including passengers' transfer corridors. Such challenge will provide a meaningful test for the Project concerned staff at IMM's Transportation Department to demonstrate capacities developed through TDM experiences with the Project, and visible and tangible improvements as a part of the measures are probable.
<p>Prospect for Achieving the Project Purpose</p>	<p>To what degree has the Project Purpose been achieved?</p> <p>Project Purpose: Transportation Department's implementation capacities of TDM measures for the Istanbul historical area are strengthened.</p>	<p>OVI 1. More than 80% of staffs of the Transportation Department evaluate that implementation capacities of TDM measures are strengthened.</p> <ul style="list-style-type: none"> • By combination of face-to-face interviews and written questionnaire responses, it was confirmed that 80% of the staff of the Transportation Department that worked with the Project as C/P consider they have elevated their technical capacity on TDM through their participation in the Project. Since there were a couple of C/P with whom direct confirmation could not be obtained during the evaluation, it is possible that the ratio could be higher, suggesting tangible learning is realized by the Project activities. • On the other hand, C/P unanimously expressed that they were counting on the 2nd social experiment as an opportunity to solidify their acquired skills through the process of the 1st 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.
<p>Achievement levels of the Outputs</p>	<p>Output 1: Traffic characteristics of the Istanbul historical area are clarified and issues on transportation planning are identified.</p>	<p>OVI 1-1. Survey reports are prepared, describing traffic characteristics, transport planning issues and stakeholders' concerns on transportation improvement.</p> <ul style="list-style-type: none"> • Activities under Output 1 were conducted in sequence from the onset of the Project in full manner. First, the Project held discussions with TDM concerned agencies within and outside IMM (e.g. other Directorates in Transportation Department, ISPARK, LASIM, ISBAK) to take stock of situations concerning delineation as well as overlaps in work functions. The Project then checked approval status of M/P and confirmed there is no revisions to IMM's traffic management planning and public transport planning. Based on such confirmation, the Project proceeded with various surveys in order to analyze transport patterns and bottlenecks that have to be attended through TDM measures. The survey procedure and results were compiled into reports such as:

Evaluation Questions		Results
Main Questions	Sub Questions	
		<ul style="list-style-type: none"> ➤ “Junction Traffic Count Survey” Field Report (March 29, 2013) ➤ “Modelling Sofular Zone with Transmodeler Microsimulation Software” (not dated) ➤ “Parking Count Survey Results Report” (2013) ➤ “Smart Parking System Social Experiment Project” Field Survey Report (March 29, 2013) ➤ “Field Studies Traffic Counts” (not dated) <ul style="list-style-type: none"> • The process and the results that came out through the implementation of the surveys laid the foundation and led into successive activities under Output 2 & 3.
Achievement levels of the Outputs	<p>To what degree has Output 2 been achieved?</p> <p>Output 2: Transportation Department’s capacities are strengthened through planning, implementing, evaluating, and analyzing social experiments of TDM measures.</p>	<p>OVI 2-1. More than 80% officers are trained in training courses and seminars.</p> <ul style="list-style-type: none"> • 100% C/P was covered by training in Japan through 2 separate courses. The 1st training accommodated managerial staff focusing on concept and effectiveness of social experiments in the framework of TDM. The 2nd course was shaped for technical staff to orient them on how to plan, conduct, and evaluate social experiments, as well as on how to incorporate experiments’ results for further application. Eagerness in pursuing and absorbing new knowledge on TDM was evident from the feedback of the C/P, and each person returned with own takeaway lessons. • Participation rate for the Project organized seminars (2 times so far, 1st in March 2012 and 2nd in March 2013) was also 100%. The 1st seminar was held in conjunction with JICA Consultation Mission from Tokyo, and included technical presentations by the university professor members of the Japanese delegation. The active discussion and interaction among the participants on implementation method, effectiveness on social experiments provided a venue to clarify previously held anxieties regarding untried areas of social experiments. The 2nd seminar was more tailored for conducting social experiments as part of the Project activities, and technical presentations covered reporting back on the workings from the 1st social experiment (Smart Parking System: SMS) and preparatory overview for the 2nd social experiment (Traffic Cell System). <p>OVI 2-2.</p> <p>Two (2) TDM social experiments are implemented.</p> <ul style="list-style-type: none"> • The 1st TDM social experiment on smart parking system was conducted in January - February, 2013, in Fatih District, by the leadership of Transport Planning Directorate in collaboration with the other IMM Directorates in Transportation Department (Transport Directorate, Coordination Directorate) and related parking management agencies (ISPARK, TAVG). The undertakings required for the Project (in this case C/P) to secure not only funding for the experiment but also engagements from the busy colleague units, not to mention timely approval from the administration. For lack of recognition by the unit in charge of public relations, advance dissemination to the public could not take place, standing as a detriment to the fuller implementation of the experiment. Yet, data regarding utilities of the system such as in decrease in travel time, effects of transmodal shift were collected along with lessons on how to manage planning stages with various stakeholders. • Following on mixed results of the 1st experiment, the Project geared up on the preparation for the 2nd experiment on Traffic Cell System. However, it faced no-go decision by administration due to concern in association with the upcoming election of March 2014, particularly as the 2nd experiment requires heavy restriction of moves of the public affected. Yet, from the course of planning, implementation, and analysis of the 1st experiment, C/P expressed in their response to the questionnaire their confidence in managing such experiments in the future. <p>OVI 2-3. Implementation reports are developed including analysis results.</p> <ul style="list-style-type: none"> • The results of the 1st social experiment was compiled together with the procedure and analysis, and presented at the 2nd seminar. Regarding the suspended 2nd 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 previously unanticipated suspension for implementation of the experiment due to election, this part of the Output would have been produced.
Achievement levels of the	To what degree has Output 3 been	<p>OVI 3-1. Guidelines for TDM measures implementation are prepared.</p>

Evaluation Questions		Results
Main Questions	Sub Questions	
Outputs	<p>achieved?</p> <p>Output 3: Experience of the social experiments is summarized as guidelines and shared among relevant departments of IMM.</p>	<ul style="list-style-type: none"> • Drawing from the 1st social experiment conducted, C/P are in the process of preparing assigned chapters of the guidelines with scheduled completion in November 2013. As of September, the preparation is on schedule. In the interim, the results of the 1st social experiment are disseminated through conferences such as that organized by ISPARK in March 2013, and its impact is already reflected onto discussions for further applications with the larger parking system operator community in the Historic Areas. <p>OVI 3-2. The guidelines are disseminated to relevant departments of IMM.</p> <ul style="list-style-type: none"> • Drawing from the 1st social experiment conducted, C/P are in the process of preparing assigned chapters of the guidelines, and thus the completion is within reach by the end of the Project period. However, as the 2nd social could not take place, the end product will lack findings and lessons from the Traffic Cell System. The Project has planned dissemination seminars and workshops targeting relevant departments of IMM for dissemination.
Achievement of Inputs	<p>Have the Japanese side's inputs been allocated as planned?</p>	<ul style="list-style-type: none"> • Personnel (Japanese the JICA Expert Team): The Japanese side has assigned ten JICA Expert Team to the Project in the fields of: Chief Advisor/Project Manager/Transportation Policy, Vice Chief Advisor/Transportation Management, Vice Project Manager/Transportation Management, Transportation Planning (1), Transport Planning (2), Social Experiment Management (1), Social Experiment Management (2), Traffic Survey and Analysis, Survey Data Analysis, Coordinator/Public Involvement (See Annex 3-1-1 Assignment of the JICA Expert Team). • Training in Japan and the Third Country The Japanese side has provided training in Japan to 13 staff members from Transport Planning Directorate as well as from Traffic Directorate, and Transportation Coordination Directorate. In addition, training in Singapore for 11 staff is being scheduled to take place in November 2013 (See Annex 3-1-3 Training in Japan and the Third Country). • Provision of equipment and materials: The Japanese side has provided equipment necessary for the planned social experiments (e.g. GPS data logger, GDP Drive Recorder), office supplies and equipment (e.g. a photocopier, personal computers, computer displays, etc.), which amounted to Japanese Yen (JPY) 23.0 million (Approximately USD 0.23 million) (See Annex 3-1-4 Provision of Machinery and Equipment). • Operational Expenses: The Japanese side has allocated total amount of JPY 65.3 million (Approximately USD 0.67 million) for the operational costs of project activities (See Annex 3-1-4 Operational Expenses by Japanese side).
	<p>Have the Turkish side's inputs been allocated as planned?</p>	<ul style="list-style-type: none"> • Counterpart personnel: The Turkish side has assigned one Project Director, one Project Manager, 15 Technical Staff Members drawn from Transport Planning Directorate, Transport Coordination Directorate, Traffic Directorate, Mass Transport Services Directorate., Chairperson (See Annex 3-2-1 Assignment of C/P Personnel). • Facilities: The Turkish side has provided office space in IMM building for JICA Expert Team. • Local cost: The Turkish side has allocated the total amount of TRY500,000 (approximately JPY 25.5 million) for the operational costs of project activities (See Annex 3-2-2 Turkish Side's Local Costs).

SECTION II. Implementation Process

Evaluation Questions		Results
Main Questions	Sub Questions	
Implementation of Activities and Ownership in Implementation	To what degree have project activities been implemented as planned? Has IMM Transport Department/Transportation Planning Directorate demonstrated an adequate level of ownership to enhance their management capacity?	<ul style="list-style-type: none"> Project activities have been implemented with thorough planning and preparation, but delays occurred from early point in time. The Project concerned parties were well aware of the possibilities for delay, for example, a need to factor in time required for IMM clearances to conduct traffic surveys (Output 1), and consulted during the first JCC (within one month of Project launch) for revising some schedule. The most significant factors for further delay concerned preparation for the 1st social experiment on smart parking system (Output 2). They include time for securing (initially unallocated) budget (due to changes in the parties to shoulder this budget on the Turkish side) and time required for coordinating with inside/outside agencies concerned for the implementation. With concerted effort on the part of the Project, however, each step was managed with diligence and professionalism, and made the 1st social experiment implementation an exemplary case to exhibit ownership in the Project by the Turkish C/P. Yet, some indications surfaced that not all C/P had full comprehension of what was happening with the Project and of where the Project (particularly with redirection after suspension of the 2nd social experiment) was heading. The reshaping of the Work Group with re-confirmation of the assignment toward Project completion might make sense for fuller involvement of those. Regarding the challenge of administrative decision to suspend execution of the 2nd social experiment (Output 2), the Project swiftly redirected its effort, which is still in alignment within the boundary of administration as well as the Project design, by responding to an urgent and evolving issue of the IMM's endeavor on intermodal passenger transport development at Yenikapi transfer point, which is becoming one of the most critical traffic nodes of the City
Project management	Are there any issues with the project management? Has there been an effective communication and information sharing among CP and between CP and Experts?	<ul style="list-style-type: none"> 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/involve upper management under dynamic and fluid work environment of a huge municipality system continued to pose difficulty to the Project, and significant effort was spent on acquiring clearances and guidance.
Follow-up of Recommended Actions by the Mar. 2012 Consultation Mission from JICA HQ	To what extent have the actions recommended to be taken up by the Project?	<p>(1) Communication at the decision making level</p> <ul style="list-style-type: none"> While access to the higher authority continues to be limited, the Project is definitely utilizing its experiences for navigating the bureaucratic system. Its clearance request is now better tailored thinking ahead on what is required for the upper management to approve without hesitation. <p>(2) Counterpart Assignment</p> <ul style="list-style-type: none"> The point raised by the Mission concerned overburden of work on some specific personnel within the C/P group, particularly in view of the preparation for the 2nd social experiment (Traffic Cell System) while wrapping up on the 1st social experiment. Since this observation, the environment that governs the Project has required it to move away from social experiment until election is over, and toward new agenda within the scope of TDM (i.e. Yenikapi Station area intermodal traffic node development), the Project has laid out good working arrangement (coordinative, technical, for example) fully leveraging from the learning from the 1st social experiment. <p>(3) Utilization of technical knowledge from academic community</p> <ul style="list-style-type: none"> In response to the recommendation from the Mission for the Project to arrange co-learning opportunities between C/P and budding scholars on TDM from academic community in Istanbul, it invited these scholars on multiple occasions to the Project arranged meetings.

SECTION III: Evaluation by the Five Criteria

	Evaluation Questions		Results
	Main Questions	Sub Questions	
Relevance	Relevance with the Government policy of Turkey and Strategic Plan of IMM	Has the Project been in line with the priority of development policies of the Government of Turkey as well as vision, principles, and strategic plan of IMM?	<ul style="list-style-type: none"> The Project was planned and implemented in line with Turkey's national development plan, "Ninth Development Plan of Turkey (2007-2013)", particularly that relating to its Development Axes of "Increasing Competitiveness" that encourages corridor approach in transportation by looking into alternative modes, "Increasing Quality and Effectiveness in Public Services" that aims at increasing quality and effectiveness in the delivery of public services. Likewise, the Project is one direct response to IMM's "Strategic Plan of Istanbul Metropolitan Municipality (2010-2014)", where establishment of "smart transportation" system for controlled and systematic pedestrian & vehicle traffic is envisaged. This Strategic Plan was prepared 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 that calls for supporting the country's sustainable economic development through improvement of business and investment climate for urban areas.
	Relevance with the requirement by UNESCO World Heritage Committee	Has the Project been in compliance with the requirement by UNESCO to upkeep its status as World Heritage Site?	<ul style="list-style-type: none"> The Project has been in full compliance with the requirement by UNESCO to upkeep its status as a World Heritage Site, as determined by "Istanbul Historic Peninsula Site Management Plan (2011)". Further confirmation was obtained from a Deputy Manager of Director at IMM's Directorate of Historic Sites Protection, 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, further collaboration is envisaged, by the Project feeding its data to this unit within IMM in charge of the UNESCO mandate, so that the alignment is fully recognized by beyond the two parties concerned.
	Relevance with the needs of Transportation Department of IMM	Has the Project Purpose been in line with the needs of the target group? Have the needs of the target group been high? Target Group: Transportation Department of IMM	<ul style="list-style-type: none"> The target group of the Project was determined in its PDM as Transportation Department of IMM. Drawing staff with relevant technical backgrounds and professional mandates within the Department, core Working Group was established for the Project, ensuring relevance of the Project with the needs of the target group. 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. Particularly, the Project laid out opportunities for C/P to navigate and move their agendas in the huge municipality administration system, and from the engagements the C/P came to manage how to involve upper management on technical agendas, how to liaise with in/out agency colleagues, and how to involve stakeholders. Therefore, while "needs" might not have been felt by the already able C/P for capacity development in transportation management issues, the Project served as an opportunity for the target group 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.
	Relevance with the Japan's ODA Policy	Has the Project been in line with the Japanese Government's assistance policies for Turkey?	<ul style="list-style-type: none"> (See above under Relevance with the Government policy of Turkey and Strategic Plan of IMM). The Project is in line with Japan's assistance policy for Turkey. Japan's assistance policy for Turkey has a focus on supporting the country's sustainable economic development through improvement of business and investment climate for which urban environment is a key.
	Comparative empirical and technological advantage of Japan's cooperation	Does Japan have technological and empirical advantages in TDM management for contributing to Turkey/Istanbul?	<ul style="list-style-type: none"> Both Japanese and Turkish sides well recognize that Japan's preexisting TDM examples might not be the ultimate model for Istanbul particularly from the perspective of technological prevalence. Yet, both sides share the view that Japan offers relevant cases for Istanbul in its consideration for how to manage transportation system as a public sector entity.

	Evaluation Questions		Results
	Main Questions	Sub Questions	
Effectiveness	Achievement of the Project Purpose Project Purpose:	What is the prospect of achieving the Project Purpose by the end of the Project period?	<ul style="list-style-type: none"> The goal of achieving 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.
	Transportation Department's implementation capacities of TDM measures for the Istanbul historical area are strengthened.	To what degree was the achievement of the Project Purpose attributable to the successful achievement of the Outputs?	<ul style="list-style-type: none"> The significance of the produced Outputs for the achievement of the Project Purpose was clear. Identification of traffic characteristics and issues of the Istanbul Historical Area (Output 1) was considered as an exercise to shed new light on the already existing inventory of information at the Department. Yet, the fact that such stocktaking was an instrumental step for TDM measure prioritization and planning was an important point that became evident for the achievement of Output 1. Regarding Output 2, planning and execution as well as management of the whole process of the 1st social experiment (smart parking system) having been a new venture for the target group, each step was learned with enthusiasm and professional interest, leveraging on their technical expertise and diligence as municipality staff. In addition, critical takeaway was realized for the need to take care of securing budget and acquiring clearances from within the administrative system of a huge municipality, as well as to manage relationships with outside agencies and stakeholders. Output 3 is outside the narrow sense of implementation but is an instrumental component of the Project to pave a way to ensure similar or improved implementation will become possible beyond the Project period, by documenting the process and lessons into guidelines. At the time of terminal evaluation, the preparation is on track and on schedule, and the end product is expected to contribute to the crystallization of the Project Outputs for the target group's later reference for future TDM measures.
		Has the Important Assumption for achieving the Project Purpose been fulfilled?	<p>Important Assumption: Policy priority on TDM of IMM is not drastically changed during the project period.</p> <ul style="list-style-type: none"> 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 Yenicap 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 even higher as the Project's completion approaches in December, 2013.
	Contributing factors	To what degree has each Output been produced?	<ul style="list-style-type: none"> See Section 1: Project Achievement
		Have there been any other factors that contributed to the achievement of the Project Purpose?	<ul style="list-style-type: none"> N/A
	Hindering factors to Effectiveness	Have there been any other factors that impeded the achievement of the Project Purpose?	<ul style="list-style-type: none"> March 2014 election became a factor for the IMM administration to suspend execution of the 2nd social experiment, as its preparation and implantation requires in-depth involvement of the public beyond the level acceptable to the administration during the time running up to the election.

	Evaluation Questions		Results
	Main Questions	Sub Questions	
Efficiency	Causality of Inputs and Outputs	Have Project activities been appropriately conducted in terms of their timing, duration, and quality to produce planned Outputs?	<ul style="list-style-type: none"> Project activities have been implemented with thorough planning and preparation, but delays occurred from early point in time. The Project concerned parties were well aware of the possibilities for delay, for example, a need to factor in time required for IMM clearances to conduct traffic surveys (Output 1), and consulted during the first JCC (within one month of Project launch) for revising some schedule. The most significant factors for further delay concerned preparation for the 1st social experiment on smart parking system (Output 2). They included time for securing (initially unallocated) budget (due to changes in the parties to shoulder this budget on the Turkish side) and time required for coordinating with inside/outside agencies concerned for the implementation. 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) into Outputs.
	Achievement of Outputs	Has the Important Assumption for achieving the Outputs been fulfilled?	<p>Important Assumption: Cooperation from relevant entities and organizations is secured.</p> <ul style="list-style-type: none"> At points, the Project faced difficulties to gauge understanding and necessary technical support from the parties instrumental for the implementation of the Project. One such instance was prior announcement to the public on the implementation of the 1st social experiment on smart parking system. While it is critical that the public is well informed that such venture is taking place and the Project could not obtain clearances from IMM for full-fledged dissemination of the information prior to the experiment.
	Appropriateness of Inputs by Japan	How appropriate has the assignment of Experts been in terms of the number of experts, their expertise and capabilities, and the dispatched periods and timings?	<ul style="list-style-type: none"> Japanese Experts were dispatched in accordance with the framework of contractual arrangement with JICA. Given large part of the Project needs were of procedural matters for which continual engagement was critical, as a retrospect, some concerns were voiced on the difficulty involved with no-presence of Experts at critical times (i.e. in between dispatches of Experts for whose expertise was called for) affecting effective operation. On that point, suggestions were made to appoint fewer number of experts (if required for budget reason) for longer stretch of time with more permanent resident status.
		How appropriate has CP training in Japan and in the third countries (if applicable) been in terms of the number of participants, training contents, and the dispatched period and its timing?	<ul style="list-style-type: none"> 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 exist in Turkey, but from such comparisons included, the C/P gained firsthand knowledge on the real applications of TDM, and established reference points for further practice through their job.
		How appropriate has the provision of machinery and equipment by the Japanese side been in terms of its quality, quantity and timing?	<ul style="list-style-type: none"> Procurement of equipment by the Japanese side was adequate and was smoothly conducted to support the timely implementation of the Project activities.
	Appropriateness of Inputs by IMM	How appropriate has the assignment of CP been in terms of the number, placement (i.e. balance between their regular tasks and Project activities) ownership and level of participation?	<ul style="list-style-type: none"> 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. This seems particularly the case since the 2nd social experiment came at a halt. 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.

	Evaluation Questions		Results
	Main Questions	Sub Questions	
Efficiency		How appropriate has the provision of facilities and equipment by the IMM side been?	<ul style="list-style-type: none"> • IMM provided office space for the JICA Expert Team to function effectively for the Project..
		Has the IMM budget for the Project been appropriate in scale?	<ul style="list-style-type: none"> • See Section 1: Project Achievement • In the course of preparing for the 1st social experiment (smart parking system), a glitch was identified as to who (Transportation Department or parking system operator) will shoulder the cost. In the end, IMM budget was tapped, requiring the C/P to secure sizable financial resource for the line item not originally included in the budget. Although that delayed the implementation of the experiment, securing this resource within the same fiscal year was a commendable effort, given the difficulty of such practice in the context of municipal governance.
	Cooperation with other organizations/ projects	Has there been any effective cooperation with other organizations or projects that increased the efficiency of the Project?	<ul style="list-style-type: none"> • The Project widely collaborated with relevant transport sector authorities as the particular themes/topics relate to the mandates and work domain of these organizations, including Istanbul Otobus Co., ISBAK Co., BIMTAS, ISPARK Co., Istanbul ULASIM Co, and Fatih Municipality, who were associated with the Project as Working Group members.
	Contributing or hindering factors to Efficiency	Are there any other factors that increased or decreased the efficiency of the Project?	<ul style="list-style-type: none"> • N/A
Impact	Prospects of achieving the Overall Goals	To what degree has the Overall Goal been achieved?	<ul style="list-style-type: none"> • See Section 1: Project Achievement
		Will the Overall Goal be achieved in 3 to 5 years after the completion of the Project? (Are the Overall Goal and verifiable indicators still valid?)	<ul style="list-style-type: none"> • The prospects for achieving Overall Goal through further implementation of TDM is high. 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 for the surrounding theme. The unfortunate suspension of the 2nd 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 (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. • As indicated above, the imminent mission of IMM to develop intermodal system at around Yenikai Station area is a huge undertaking in the Historic Areas, where passengers' transfers among Yenikapi Station, IDO bus terminal, and Aksaray Station need to be managed while preserving archeological sites though measures including passengers' transfer corridors. Such challenge will provide a meaningful test for the Project concerned staff at IMM's Transportation Department to demonstrate capacities developed through TDM experiences with the Project, and visible and tangible improvements as a part of the measures are probable.
		Have the Important Assumptions for achieving the Overall Goals been fulfilled?	<p>Important Assumption:</p> <ul style="list-style-type: none"> • (No assumptions identified in PDM.)
	Other aspects	Are there any unexpected positive and negative impacts?	<ul style="list-style-type: none"> • No unexpected impacts have been identified at the time of the Terminal Evaluation, given IMM has been operating under fluid and dynamic business environment through the course of Project, and consideration to such environment has to be factored in for the business conduct at the institution.

	Evaluation Questions		Results
	Main Questions	Sub Questions	
Sustainability	Institutional aspect	Have roles and responsibilities of IMM Transport Department have been clearly defined and understood by CP?	<ul style="list-style-type: none"> The C/P has fine recognition of their roles and responsibilities of their department.
	Organizational aspect	Has an organizational mechanism for continuous capacity development of IMM Transportation Department in its operation and management been established?	<ul style="list-style-type: none"> 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.
	Financial aspect	Has IMM Transportation Department been able to secure sufficient budget to conduct its TDM based on the experiences with the Project?	<ul style="list-style-type: none"> Particularly as evidenced by the implementation of the 1st social experiment for which the Department ended up securing own budget for the exercise, the Department seems well positioned for financial aspect of the sustainability. The prospect for conducting further TDM relates more to the priority of such measures in the context of Department's wide array of responsibilities.
	Technical aspect	Have core staff of IMM Transportation Department been trained sufficiently in number and knowledge to conduct TDM through the Project?	<ul style="list-style-type: none"> The core staff of Transportation Planning Directorate have been sufficiently trained for TDM. However, them being staff for planning the measures, the level, depth, and prevalence of wider application depends on how other Directorates concerned for the actual implementation come together and get on board. For that, guidance preparation is not adequate, and continual effort for engagement will be required.
	Other factors that will increase or decrease the sustainability of the Project achievements	Are there any other factors that will increase or decrease the sustainability of the Project?	<ul style="list-style-type: none"> 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.

Annex 5: Reporting and Sharing of Project Activities

	Product	Type	Year	Details
1	Traffic Issues of Historical Peninsula	Report	2011	Traffic circulation and traffic demand management problems report of Historical Peninsula
2	General Characteristics of Transportation and TDM in Istanbul and Fatih	Report	2011	General characteristics of transport issues and TDM policies of Istanbul
3	Traffic Survey Report	Report	2012	Traffic related survey reports including traffic count, taxi prove, public transport and others
4	Implementation Report of the 1 st Social Experiment	Report	2013	Implementation report about the 1 st social experiment "Smart Parking System"
5	Presentation Materials for the 1 st Seminar	Presentation	2012	Progress of iSTDM and overall about planned social experiments.
6	Presentation Materials for the 2 nd Seminar	Presentation	2013	Progress of iSTDM and result of the 1 st social experiment
7	Presentation Material of the 1 st JICA Training in Japan	Presentation	2012	Accomplishment report of JICA counterpart training in Japan
8	Presentation Materials of the 2 nd JICA Training in Japan	Presentation	2013	Accomplishment reports of JICA counterpart training in Japan
9	Socio-economic Report of Fatih District	Report and Data	2012	Socio-economic, transport issues, and other information report of Fatih district
10	TDM Project List in Istanbul	Report	2013	Selected TDM project lists for Istanbul
11	Implementation Report of the 1 st Social Experiment	Report	2013	Detail information, results and next steps of the 1 st Social Experiment
12	Implementation Plan Report of the 2 nd Social Experiment	Report	2013	and next steps of the 2 nd Social Experiment

Annex 6: Project Design Matrix (PDM) version 1 (see note below³)

Name of Project: The Project on Traffic Demand Management (TDM) for Historical Area in Istanbul		Period: July 2011 - December 2013	
Target Group: Transportation Department of Istanbul Metropolitan Municipality (IMM)			
Project Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumption
Overall Goal Appropriate Traffic Demand Management (TDM) measures will be implemented in the Istanbul historical area to create comfortable city environment.	1. More than two (2) TDM measures are implemented in the Istanbul historical area. 2. Visible improvements is realized by the TDM measures in the Istanbul historical area.	1. Means of Verification: Based on Interview Survey with the transport department of IMM 2. Means of Verification: Through an Evaluation Survey between before and after TDM	
Project Purpose Transportation Department's implementation capacities of TDM measures for the Istanbul historical area are strengthened.	More than 80% of staffs of the Transportation Department evaluate that implementation capacities of TDM measures are strengthened.	Interview and questionnaire survey with the transportation department staff	Policy priority on TDM of IMM is not drastically changed during the project period.
Output: 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.	1-1 Survey reports are prepared, describing traffic characteristics, transport planning issues and stakeholders' concerns on transportation improvement 2-1 More than 80% officers are trained in training courses and seminars. 2-2 Two (2) TDM social experiments are implemented. 2-3 Implementation reports are developed including analysis results. 3-1 Guidelines for TDM measures implementation are prepared. 3-2 The guidelines are disseminated to relevant departments of IMM.	1-1 A series of Transport Survey Reports 2-1 Records of training courses and seminars 2-2 Project reports of social experiments 2-3 Implementation reports of TDM social experiments 3-1 Guidelines Text 3-2 Project reports	Cooperation from relevant entities and organizations is secured.

³ After preparation of PDM0 that was attached to M/M (signed date of November 5, 2010), numerical indicators were inserted and wording for Project Purpose and assumption were refined at the time of project launch in August 2011. Therefore, the above PDM1 has been referred throughout the project implementation to date.

Activities	Inputs		
<p>1-1 Review outline of relevant entities, organizations and stakeholders that are involved in transportation planning in the Istanbul historical area.</p> <p>1-2 Confirm implementation status of activities proposed in the JICA master plan study as well as relevant laws and regulations that have relations with traffic management plans, public transportation development plans, urban conservation plans, and transportation plans.</p> <p>1-3 Conduct a traffic survey, traffic facilities survey, questionnaire survey, etc.</p> <p>1-4 Analyze the survey results.</p> <p>2-1 Introduce information sharing tool among relevant agencies of IMM in order to review the progress of measures related to the Project.</p> <p>2-2 Review and implement already planned TDM measures to be done urgently in the Istanbul historical area.</p> <p>2-3 Organize seminars and training courses on TDM measures for staff from the relevant departments of IMM.</p> <p>2-4 Formulate an implementation plan of the TDM social experiments.</p> <p>2-5 Perform required permission and authorization procedure to implement the TDM social experiments.</p> <p>2-6 Implement the TDM social experiments in the Istanbul historical area.</p> <p>2-7 Monitor and evaluate the TDM social experiments.</p> <p>3-1 Review results and clarify lessons learned from the social experiments for implementing TDM measures.</p> <p>3-2 Prepare the guidelines describing implementation procedures and activities of the TDM measures.</p> <p>3-3 Share the guidelines among entities and organizations of the relevant departments of IMM.</p>	<p>[JICA]</p> <p>3. Experts</p> <ul style="list-style-type: none"> - Chief Advisor - Transportation Planning - Traffic Management - Social Experiment Management - Public Involvement/Coordinator - Experts in specific areas <p>4. Project Staff</p> <ul style="list-style-type: none"> - Project Assistant <p>5. Counterpart training in Japan</p> <p>6. Equipment provision</p> <p>7. Project costs</p>	<p>[IMM]</p> <p>1. Project Members</p> <ul style="list-style-type: none"> - Project Director - Project Manager - Technical Staff Members <p>2. Vehicle and Driver</p> <p>3. Project office and equipment</p> <ul style="list-style-type: none"> - Project office - Desks, chairs, cabinet, etc. - Copier, printer, scanner, etc. <p>4. Project costs</p> <ul style="list-style-type: none"> - Survey cost - Social experiment cost - Meeting cost - Seminar and training cost that are carried out in Turkey - Administrative cost 	<p>1. IMM project members continue to perform project activities.</p> <p>2. No natural/human disasters cause considerable damage in the Istanbul historical area.</p> <hr/> <p>Pre-condition</p> <p>1. Project members and budgets are sufficiently secured.</p>

