

# **Mid-Term Review**

## **Georgia Green Cities: Integrated Sustainable Transport for Batumi and Adjara Region (ISTBAR)**

**Country: Georgia**

**UNDP PIMS# 4980**

**GEF Project ID# 5468**

**GEF Operational Focal Area: CCM (Climate Change Mitigation)**

**GEF Strategic Program: CCM-4 (Increased investment in less-GHG intensive transport and urban systems)**

**Ministry of Environment and Natural Resources**, Implementing Partner

**City of Batumi**, Responsible Partner

**United Nations Development Programme**, GEF Implementing Agency

**Global Environment Facility**

**January 30, 2018**

**MTR Timeframe: August 1 – October 7, 2017 (and early Dec. 2017 for finalization with UNDP Georgia/PMU feedback and end of Jan. 2018 with UNDP HQ feedback)**

**MTR Mission: September 3 – 13, 2017, Batumi and Tbilisi**

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# Project Information Table

<b>Project Title</b>	Georgia: Green Cities: Integrated Sustainable Transport for the City of Batumi and the Adjara Region (ISTBAR)		
UNDP Project ID (PIMS#)	4980	PIF Approval Date:	Sept. 10, 2013
GEF Project ID (PMIS#)	5468	CEO Endorsement Date:	Feb. 18, 2015
Atlas Business Unit Award #: Proj. ID:	00082231 00091251	ProDoc Signature Date (date project began):	Sept. 18, 2015
Country:	Georgia	Date project manager hired:	Aug. 21, 2015, start date: Sept. 1, 2015
Region:	Europe & CIS	Inception Workshop date:	Dec. 22, 2015
Focal Area:	CCM (climate change mitigation)	Midterm Review completion date:	Oct. 7, 2017 (draft report) Dec. 8, 2017 (response to UNDP CO and PMU comments and final report) Jan. 30, 2018 (response to UNDP HQ comments and final revisions)
GEF Focal Area Strategic Objective:	CCM-4: Increased investment in less-GHG intensive transport and urban systems	Planned project closing date:	Sept. 17, 2019
Trust Fund:	GEF TF	If revised, proposed op. closing date:	NA ( <i>leaving option open for extension to March 17, 2020</i> )
Executing Agency/ Implementing Partner:	Ministry of Environment and Natural Resources (MoENR)		
Other Execution Partners:	City of Batumi		
<b>Project Financing (USD)</b>	<i>at CEO Endorsement (USD) - expected</i>	<i>at Midterm Review (USD) - expected</i>	<i>at Midterm Review (USD) – expenditures realized</i>
[1] GEF Financing:	\$853,000	\$853,000	\$317,143 (as of 13/09/17)
[2] UNDP Contribution:	\$280,000	\$280,000	\$121,201 (as of 13/09/17)
[3] Government:	\$10,384,000	\$10,384,000	\$19,807,469 (of which \$3,970,914 SUT focused)
[4] Government – other projects:	\$0.0	\$6,460,000 (via €5.5 M EBRD loan)	\$6,460,000 (via €5.5 M EBRD loan expected very soon)
[5] Other Parties:	\$0.0	\$1,760,000 (EU E5P grant)	\$1,760,000 (via €1.5 M E5P grant expected very soon)
[6] Total Co-financing [2+3+4+5]:	\$10,664,000	\$18,884,000	\$28,148,670 (or \$12,312,115 SUT focused)
<b>TOTAL PROJECT COSTS (OR EXPENDITURES) [1+6]</b>	<b>\$11,517,000</b>	<b>\$19,737,000</b>	<b>\$28,465,813 (or \$12,629,258 SUT focused)</b>

# Acronyms, Abbreviations, and Other Definitions

**A+S:** German-Ukrainian consultancy that prepared project's sustainable urban transport plan for Batumi, as well as a number of supporting strategies, feasibility studies, and functional plans.

**ARR** – Assistant Resident Representative. Leadership position at UNDP country offices.

**BRT-** bus rapid transit. Refers to dedicated bus lanes that allow buses to travel faster than other vehicles when traffic is congested. May include smart traffic lights that give preference to buses.

**CER** – GEF CEO Endorsement Request. A project design document submitted along with the project document to the GEF once full project design has been completed.

**CTA** – Chief Technical Advisor. In the case of the *Green Cities* project, the CTA is an international transport expert who provides technical input and guidance to the project on a part-time basis.

**DRR** – Deputy Resident Representative. Leadership position at UNDP country offices.

**EBRD** – European Bank for Reconstruction and Development. EBRD is quite active in Georgia and a major source of development loans in the country.

**EOP** – end of project

**GBC Corridor** – Gorgiladze- Baratashvili-Chavachavadze Corridor. The corridor made up of portions of each of the three named streets. This is the corridor initially proposed by the city for project demonstration and included in the project document.

**GCF** – Green Climate Fund. Source of funding for climate change related projects in developing countries. GCF is a more recent source of funding than the GEF. The size of GCF funding per project tends to be much larger than that of GEF funding in the case of GEF projects.

**GEF** – Global Environment Facility. Core funding source of this project.

**GHG** – greenhouse gas

**GHG ER** – greenhouse gas emission reduction

**IP** – Implementing Partner. In a nationally implemented UNDP-supported GEF-financed project, the government agency responsible for implementation.

**MoENR** – Ministry of Environment and Natural Resources of Georgia. The project Implementing Partner.

**MTR** – midterm review. An evaluation of a project taking place midway through its lifetime.

**NPD** – National Project Director. For nationally implemented UNDP projects, a government official responsible for overseeing implementation and providing guidance to the project team.

**PEB** – Project Executive Board: Board for high level decisions and monitoring of the ISTBAR project.

**PIF** – Project Information Form: initial proposal for a GEF project. The PIF is a rough concept document. Once approved, the GEF allocates funds for the full project, but detailed project design must be completed and cleared (via submission of ProDoc and CER) before funds can be released. (The GEF often provides separate funds for detailed project design around the time of PIF approval.)

**PIR** – Project Implementation Review. A template document that is prepared mid-year each year for active UNDP-supported GEF-financed projects. The document reviews progress towards

results and quality of implementation. It includes an update on the status of each project indicator.

**PM** – project manager. For the *Green Cities* project, the person leading the project team and responsible for day to day implementation.

**PMO** – Prime Minister’s Office

**PMU** – Project Management Unit. In the case of the project, the PMU consists of a full-time Project Manager, a half time Administrative and Finance Officer, and a part-time (intermittent) international Chief Technical Advisor.

**PPG** – project preparation grant. Grant for design of GEF projects. The PPG phase is the phase during which this grant is used to prepare a full project document on the basis of the approved project concept.

**ProDoc** – Project Document. A full project design document. In the case of UNDP-supported GEF-financed projects, the ProDoc is submitted to the GEF along with the CER to receive approval of the full project design.

**RP** – Responsible Party: In a nationally implemented UNDP-supported GEF-financed project, an agency responsible for certain aspects of implementation. In this project, the Municipality of Batumi is an RP.

**RTA** – Regional Technical Advisor. For UNDP-supported GEF-financed projects a regionally-based expert and manager who provides technical and management guidance to the design and implementation of UNDP-supported GEF-financed projects in focal areas under his or her purview.

**SUT** – sustainable urban transport

**SUTP** – sustainable urban transport plan. A plan for a city that describes various policies, strategies, and investments that together will improve mobility in the city and reduce negative environmental impacts of transport, thereby improving quality of life. Ideally, the plan will include enough details so that it can lead seamlessly to implementation. Batumi’s SUTP was prepared by the project; and implementation of the measures contained is a key focus of the project going forward.

**TOR** – terms of reference. A document describing work tasks. Often used to recruit consultants or contracting firms for a project.

**UNDP CO** – UNDP Country Office. In the case of the *Green Cities* project, CO refers to the UNDP Georgia Country Office.

# Executive Summary

## 1. Project Background

- The *Georgia Green Cities: Integrated Sustainable Transport for the City of Batumi and the Adjara Region (ISTBAR)* project is a four-year UNDP-supported GEF-financed project with the objective of promoting sustainable transport in the City of Batumi and Region of Adjara.
- The IP is MoENR; and the Responsible Party (RP) is the City of Batumi.
- Launched on Sept. 18, 2015 with ProDoc signing, scheduled close date is Sept. 17, 2019.
- Cash financing from GEF is USD853,000 and from UNDP is USD280,000. Co-financing from the City of Batumi is targeted to be USD10,284,000 and from MoENR, USD100,000.
- The PMU includes a full time PM, a half-time finance and administrative officer, and an international CTA on a part-time/ intermittent basis.
- The project has three main areas of work: (1) development and implementation of an SUTP for Batumi (the main focus of the project to which the majority of funding is devoted); (2) establishment of national mechanisms and policies to promote SUT in Georgia; and (3) a sustainable transport plan covering other municipalities in Adjara or other Georgian cities.
- Project focus is quite relevant. Transport is a key GHG emissions area for Georgia and top source of GHG emissions in Batumi, which has signed Covenant of Mayors, committing it to reduce GHG emissions by 20 percent by 2020. The city is a popular tourist destination and experiences excessive congestion and local air pollution, especially in its old city area.
- Adjara Region (population 339,000) is an autonomous republic, which means it has more latitude to establish its own regulations than other regions in the nation. Besides Batumi (population 155,500), it has five other municipalities: Kobuleti (75,500 people), Khelvachauri (52,000), Khulo (23,500), Kheda (16,900), and Shuakevi (15,200).
- Batumi has about 130 municipal owned buses. Private owned mini-buses also provide public transport, but lack designated stops and stop anywhere as needed. Officially, there are 300 mini-buses on intra-city routes per day, though some estimate a total of 700 intra-city mini-buses based in Batumi. Estimates range from 200 to 250 inter-city mini-buses entering Batumi per day from other municipalities and 400 total such inter-municipal mini-buses.

## 2. Midterm Review Approach

- The purpose of the MTR is to provide (1) transparency/ accountability for funds spent and lessons learned and (2) recommendations for course correction of project going forward.
- In depth interviews, of which about 40 were conducted, most during a ten day mission to Batumi and Tbilisi (Sept. 4-13, 2017), were a key methodology of the MTR. Document review, site visits, and information requests for the project team via templates and email correspondence were also used. Detailed notes of interviews were prepared.

### **3. Project Timeline and Early History, Design, and Management and Governance**

#### **Project Early History and Timeline**

- Project history shows good work in project concept formation. Transport is a key GHG emission area for Georgia and Batumi; an SUT project offers potentially high GHG ERs relative to GEF funds invested; and City of Batumi is highly engaged in the work.
- Project development was relatively timely, though the time between CEO endorsement and project launch, which is equated with project signature date, shows a gap of seven months.
- Shorter delays were between initial and second submission of ProDoc (3.5 months) and between project launch and inception workshop (3 months).
- Implementation has been timely with most work on or ahead of schedule. The exception is implementation of Batumi SUTP, which was targeted to start middle of 2017, but is now delayed until after Batumi municipal elections at the end of Oct. 2017. In the best case scenario, implementation would start in Jan. 2018.

#### **Project Design**

- Strengths - general concept level: Design a good fit for Georgia. Batumi/ Adjara a good choice for introducing green cities concepts to Georgia.
- Strengths – detailed design level:
  - Holistic SUT approach new to Batumi, but highly appropriate (e.g. need both parking restriction/ high hourly parking rates and improved public transport to balance each other). Previous efforts were one-offs.
  - Range of measures expertly presented. Strategy of combining city-wide measures with measures in focused locations (“corridors”) “hedged bets” in case it becomes difficult to get political will for city-wide measures.
  - First transport demand model ever in Georgia and first household mobility survey in Batumi. Seen as innovative and meaningful.
  - Ideas from PIF stage that lacked GHG benefits (e.g. upgrading cable cars in mountainous municipalities) eliminated.
- Some technical issues with design may have been difficult to avoid due to limited resources during design stage and competing opinions on what should be included. These were resolved through adaptive management during implementation.
  - The plan, pushed by City of Batumi, for CNG bus purchase was abandoned during implementation due to high cost of CNG refueling terminal (USD5 to 6 million) and recommendations from EBRD study. Now EBRD is financing purchase of 10 electric and 24 Euro 5 buses.
  - The GBC corridor was found during implementation to be a less impactful place for a demo than one centered on Chavchavadze. Now the project proposes both, but prioritizes the latter.
- Other design issues may have best been dealt with during the design phase, including both the PIF preparation stage and the detailed design (or ProDoc preparation) stage:

- Outcome wording and structure of outcomes and outputs could use more precision, logic, and flexibility. (i) Wording of Outcome 1 and 4 overlap. (ii) Outcome 1 and 2 are difficult to differentiate as one is the SUTP document (perhaps to be seen as a high-level summary) and the other the detailed strategies and plans that are its annexes or constituent parts. (iii) Outcomes 2 and 3 are restricting as they reference corridors, whereas many efforts in the SUTP are to be city wide, such as new parking measures. See right column of Exhibit 3-2 for “hindsight” alternative wording and structuring.
- PIF issue of replication in other Adjara municipalities when most are considered too small for replication of Batumi measures was not dealt with at detailed design stage (i.e. the stage at which the full project document was prepared).
- Indicators, in part due to aforementioned structural issues, are not always a good fit and not always precise. They neglect the key target of instituting high hourly parking fees, focus on corridors rather than broader SUTP measures at times, imply Adjara municipalities will develop SUTPs (despite their scale), exhibit overlap between Batumi indicators and Adjara indicators (without clarifying Batumi is not to be included in Adjara indicators). Minimum proposed changes shown in Exhibit 8-1.

### **Project Management and Governance**

- Project team effective: PM playing extremely positive role. Stakeholder outreach efforts extensive and valuable from different vantage points (e.g. facilitation of consultants, awareness of decision-makers, etc.) and should be recognized as major project activity. Outreach to press and social media also substantial. Work of administrative and financial officer efficient, timely, and of good quality. CTA’s transport expertise and knowledge of Georgia has proven valuable to project and should be leveraged more going forward.
- UNDP providing strong backstopping: Guidance and input to the project is strong and consistent. Responsible persons have impressive knowledge of the project. Procurement has been seamless so far (always achieved in 4 to 6 weeks from posting of opportunity).
- PEB is engaged and knowledgeable about the project, more so than seen in other projects.
- City of Batumi is also engaged and knowledgeable. Relevant persons include elected officials, City Hall staff, and staff of municipal agencies. (A number of these relevant persons are also PEB members.) NPD’s level of engagement may be more limited and something to consider going forward.
- Adjara Government, while having no overall official role in the project, also appears engaged and helpful in dealing with issues related to Adjara work. Some Adjara officials are on PEB.
- MoENR officials met appear to have limited knowledge of the project, perhaps due to personnel change or the focus of most work in Batumi, rather than Tbilisi, where they are based. This is despite ongoing outreach to MoENR by the project. One official noted interest in pursuing GCF funding for SUT project focused on electric bus acquisition. While the official is considering focusing on electric bus procurement only, the Green Cities ISTBAR Project may wish to look to influence the design in order to leverage its broader SUT experience in the substantial funding often associated with GCF projects.



#### 4. Batumi Work: Relevance, Results, and Future Direction

- The Batumi SUTP and various feasibility studies and conceptual designs, which constitute the SUTP's annexes, have been completed, but implementation of the SUTP has not yet begun and is still awaiting decisions by Batumi City Council.
- So far, basic results include: (i) mobility survey; (ii) a transport model incorporating survey results/ can be used to test various measures; (iii) parking strategy/ calls for parking restrictions and high hourly parking rates in city center/ includes drawings for 2 tourist park and ride lots and 3 intra-city parking structures; (iv) plan for optimization of whole public transport network, based on elimination of mini-vans and establishment of passenger transfer terminals; (v) plans for 2 demo corridors with rapid bus lanes and smart traffic lights to favor buses/ includes drawings; (vi) plan for increased bicycling/ includes drawings of expanded bike trails in city areas; (vii) plans for adoption of electric taxis; (viii) Batumi SUTP document (overview of foregoing); and (ix) extensive outreach to key stakeholders in Batumi including elected officials, City Hall Staff, key transport agency staff, and relevant staff of NGOs and academic institutions.
- Stakeholders indicate City Council has been talking about congestion problems for years, but this is the first time the city has had an organized and comprehensive, holistic plan.
- Impacts of note include: (i) Comprehensive SUTP, whereas previous efforts were piecemeal. (ii) Key stakeholders well-informed and enthusiastic. (iii) Transport model, which is the first in Georgia and seen by stakeholders as important in “scientifically” proving the efficacy of proposed measures. (iv) As recommended by project, Batumi has begun to prohibit parking in some places and shift from angled to parallel parking in certain areas. Despite many years of discussion in City Council about congestion, measures were never taken before. (v) Implementation of SUTP incorporated into future budget priorities in *Batumi Priority Document 2017-2020* and *Batumi Priority Document 2018-2021*. (vi) Expected winner of the upcoming mayoral race (end of Oct. 2017) has made positive statement in press regarding project's plan for Batumi. (vii) Project facilitated European clean bus grant of €1.5 M, as SUTP provided needed evidence of Batumi's commitment to transport improvements. (viii) Widespread coverage of the project in the media (especially online media and social media, but also including a few television broadcasts).
- Political will is considered the biggest challenge to implementation of the Batumi SUTP over the next 23 months. While outside financing may be needed, proponents believe this will come easily if the political will is there.
- Main parts of implementation of the SUTP are to be: (i) parking strategy – restriction, high hourly rates, tourist park and ride lots, and intra-city lots; (ii) public transport – optimized bus route plan, bus lanes on corridors, smart traffic lights favoring buses in corridors, prohibition of mini-buses on corridors, bus terminals (one at each end of Chavchavadze corridor) to facilitate passenger transfer; (iii) new and more connected bicycle trails in city areas.
- Implementation of electric taxi plan is not included in ProDoc. It is less of a priority than parking strategy and public transport, which are congestion reducing and interdependent.

Yet, due to Georgia's high share of renewable energy share in grid power (80% from hydro with hydro's share growing), very low power prices, comparatively high transport fuel prices (all petroleum imported), e-taxi idea is compelling. Taxi company that introduced the first hybrids in Batumi (and now has a fully hybrid fleet of over 30 taxis due to cost savings) is very interested in exploring all-electric vehicles.

- In addition to implementation, other plans for the Batumi component are a consultancy to prepare a public awareness plan to be implemented by City Hall's PR Dept. and a study tour for Batumi officials to see a good model of SUT in a selected city.
- Issues of note include: (i) No one at City Hall is working with the transport software; and it is unlikely anyone will work with the transport model, which has been recently delivered to City Hall (in Oct. 2017), if actions are not taken. Likewise no one will have the capacity to monitor GHG emissions with the model. (ii) There is disagreement among experts on the benefit of the intra-city parking structures. The one adjacent to the old city in particular may encourage more rather than fewer vehicles unless overall number of parking spaces is reduced. (iii) There is a lack of clarity on the number of parking spaces in the city and their layout.<sup>1</sup> (iv) There is disagreement as to whether the proposed corridors will have a very significant benefit in terms of reducing travel times much for those who travel by bus.<sup>2</sup> (v) Most stakeholders do not believe the bicycling will catch on quickly. There are almost no cyclers using existing trails in the city areas. This may be due to lack of connectivity of the network. Some suggest that it is difficult to predict the level of usage of the bicycle network until it is completely functional and connects the whole city. They thus suggest the trails need to be built as a long-term investment. Others believe issues such as very short blocks (many crossings) and rainy weather imply Batumi is not suitable to biking in city areas. In order to come to a unified position on this topic and a way forward vis-à-vis whether to implement the proposed expansion of the bike trails, more drill down on likely future scenarios is needed first<sup>3</sup>; and, then, more consensus building is needed.

## **5. National Work: Relevance, Results, and Future Direction**

- Aims of the national work are to set up an institutional mechanism at national level to promote SUT in Georgia's cities, develop and adopt national SUT policies, and set up a national level financing mechanism for funding SUT in the cities.
- Evidence of relevance/ need of work is: (i) Certain policies at national level are problematic for SUT and need to be adjusted (e.g. limitations on fines for parking rule infraction). (ii) The cities are failing to regulate in some areas, such as taxi registration, so national level

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<sup>1</sup> The Infrastructure Agency has given a rough estimate of 4,500 to 5,000 regulated spaces in the city, but more work is needed to confirm the number and provide information on the layout of these spaces in different areas of the city.

<sup>2</sup> One expert stakeholder noted that the benefit in reduction of travel time by bus along the proposed corridors will only be 3 or 4 minutes. Yet, this is said to be because the corridors are not that long. Thus, the stakeholder suggests the main purpose of the corridors and rapid bus transit lanes is to show people how they work so they can eventually be more extensively applied for greater impact.

<sup>3</sup> This might be international comparison, clarity on the estimated time it will take people to use the newly proposed trails to get from point A to point B, and a survey of citizens on how likely they would be to ride bicycles given the estimated ride times.

regulations is needed. (iii) Since most of the government funding in Georgia is at the national level, there is a need for a funding mechanism for SUT, as so far funding is ad-hoc.

- Basic results include: (i) Effort for national-level action on SUT launched ahead of targeted Oct. 2017 start with Feb. 2017 inception meeting in Tbilisi. (ii) Consultancy prepared several reports (e.g. institutional analysis, identification of relevant policies, and assessment of international best practice) and *National Strategy and Policy Framework for Sustainable Urban Transport in Georgia*. (iii) Informal working group of 40 persons set up and attended two workshops related to consultancy's work.
- Impact: MTR team did not find the same level of knowledge and enthusiasm among relevant stakeholders as in Batumi. While the effort is newer, an issue may also be that the content so far is quite broad without highlighted priorities, so it is difficult for stakeholders to grasp onto key causes. Some positive preliminary impacts, however, include: (i) Involved stakeholders expressed conviction for need of national level SUT work. (ii) Preliminary ideas of priorities are percolating (e.g. adjustment of national level regulations on parking and parking fines; national level regulation on taxis; mechanism to get funding to municipalities for SUT; separate priority SUT guidelines for cities in different size ranges. (iii) Project team and UNDP met twice with PMO regarding assigning a ministry to be responsible for overseeing national level SUT work. (Previously, no willing ministry was found, even though two appropriate ministries were attending the relevant working group meetings. The project, however, continued to maintain a high level of advocacy for the process, which has been important to the progress achieved so far.) In October 2017, after the MTR mission, the Ministry of Regional Development agreed to incorporate the national SUT framework strategy into a broader strategy for which it is responsible.<sup>4</sup> It is likely this ministry will become the lead organization for the national-level SUT work.
- Stakeholders have mixed views on whether national level SUT work should include inter-urban transport. Based on findings in Adjara, because municipalities have trouble regulating inter-municipal transport, which causes congestion problems, it appears inter-municipal/regional bus transport should be included under the umbrella of national SUT work.
- Stakeholders outline key next steps for work as: assigning an institution to lead the work, setting up a formal working group for national level SUT policy, developing an action plan for national SUT policy, and adopting the strategy (prepared by the consultancy) and the action plan (to be prepared by the formal working group).

## **6. Broader Adjara (or Other City) Work: Relevance, Results, and Future Direction**

- Broader Adjara work is just in the formulation stage, though the PEB has decided to focus on activities in Adjara rather than replicating Batumi results in another similar-sized city outside the region.

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<sup>4</sup> The Ministry of Regional Development will incorporate the project's national SUT framework strategy into its broader State Strategy for Decentralization, which will be finalized by end of 2017 and hopefully adopted by the government soon thereafter.

- A general plan has emerged from PEB discussions and additional discussions with Adjara officials and officials from the region’s other municipalities. This had been articulated verbally, but not put down on paper at the time of the MTR mission and post-mission analysis and report preparation work. Since that time, however, a TOR has been prepared for the Adjara work.<sup>5</sup> There are many mini-buses coming from various villages (usually passing through their associated municipality) to Batumi. The general plan is to develop a detailed plan for consolidating passengers from different villages in larger buses that will go from the municipalities to Batumi. It has also been suggested that more standard SUT measures can be applied in Kobuleti, the largest of the other municipalities (population 75,500), as it has congestion on two parallel streets and is attractive to tourists. For these streets, corridors with bus lanes are proposed, with tourist park and ride lots at either end.<sup>6</sup>
- Relevance is suggested in that the many inter-municipal mini-buses contribute to congestion problems in Batumi and in that they leave the villages mostly in the morning but have no dependable schedule. GHG emission reduction is expected as passengers move to larger and newer buses, though the mini-buses tend to run at full capacity. Yet, rough estimates are needed to confirm GHG ER potential; and more consultations are needed to confirm political will and financing availability to implement detailed plans were the project to support them.
- While the PEB has decided not to use the basic project funds (from GEF and UNDP) to support an SUTP for Kutaisi, there still may be an opportunity for the project to expand its scope to do this if bilateral donor financing is secured. The MTR team found that Kutaisi is interested in such work. The City of Kutaisi had pursued with UNEP a broader GEF project encompassing SUT work, but due to limitations in GEF funding this cycle, the effort was dropped. While congestion is not as bad in Kutaisi as in Batumi, the number of cars is growing rapidly.

## **7. Expenditures, Co-Financing, and Cost Effectiveness**

- So far, 39 percent of the USD1,133,000 combined GEF and UNDP allocation has been spent. This seems reasonable, since during its second half, the project will have higher expenditures due to implementation of Batumi SUTP measures. Based on 2015 and 2016 City of Batumi provided expenditure documentation, USD19,807,469 in co-financing has been spent in the categories committed to in the co-financing letter submitted with the GEF ProDoc. This amount far surpasses the project’s targeted non-UNDP co-financing of USD10,384,000. This co-financing, however, is quite general; and the majority is in the category “road infrastructure development.” Of the total, USD3,970,914 is in a more SUT-specific sub-category (municipal transport services). When added to the expected-soon EBRD loan and EU grant, which together amount to €7 million, total SUT-specific non-UNDP co-financing

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<sup>5</sup> The TOR proposes three parts to this work: (1) Adjara inter-municipal passenger transportation masterplan / scheme; (2) SUT roadmaps for the five Adjarian municipalities (not specifically for Kobuleti) other than Batumi, and (3) Institutional / organizational model for transportation authority in Adjara.

<sup>6</sup> As noted in the above footnote, in the end, the project team decided to include roadmaps for multiple Adjarian municipalities, not just for Kobuleti as would have been implied by MTR findings.

is USD12,180,914, which still, shortly after mid-term of the project, is expected to surpass the project's total co-financing targets.

- The project's largest contracts are with A+S (Batumi work) and Partnership for Road Safety/Move Mobility (national work). A+S contracts total USD181,980, including USD149,180 for the SUTP, associated detailed plans and drawings, the survey, and the transport model, USD24,800 for the software license, and USD8,000 for two five-day training sessions on the transport model. The contract amount for the national work is USD49,960.
- Other main expenses to date include the CTA, project team salaries, and UNDP payroll.
- Total GEF and UNDP allocated funds remaining were USD680,499 as of Sept. 27, 2017. Main upcoming expenditures noted by the project team are: USD270,000 for implementation of Batumi SUTP measures, USD60,000 for plan for sustainable inter-municipal transport in Adjara (and possibly plan for Kobuleti SUT measures), USD15,000 for study tour of Batumi officials, and USD10,000 for public awareness raising plan for Batumi. The MTR team suggests that more funds may be needed for the awareness work if it is also to include extensive content development and a substantial role in implementation.<sup>7</sup> Preparation of a brochure for USD3,000 is also envisioned. Other likely expenses noted by the MTR team include: salaries, CTA, MTR outstanding payments, workshops, and miscellaneous.
- The project is generally highly cost effective. The SUTP work was obtained at a very good price. Further, the PM has taken on additional roles (such as national SUT consultant) and conducted strong outreach and media work at no additional cost.
- The project may be able to achieve strong additional cost effectiveness if it is able to support city in selecting measures for implementation that achieve high GHG emission reduction benefits for relatively low cost. The infrastructure cost for establishing high hourly parking fees in city center, for example, will be relatively low and returns from revenue will facilitate rapid payback of amounts invested.
- The EBRD loan of €5.5 M and E5P grant of €1.5 M to purchase 10 electric and 24 Euro 5 buses may be considered additional co-financing that was not envisioned at the time of project design. The buses have not yet been purchased, but the funding is quite certain.
- While City of Batumi targeted cash co-financing for the SUTP is over USD9 M, less may be needed if implementation is focused on lower cost measures, such as parking meters. The three parking structures and the park and ride lots will represent relatively higher costs if pursued, but there is a possibility that private investment would be utilized for them.

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<sup>7</sup> Based on expected activity-wise expenditures during the second half of the project (as indicated in the section on expenditures) along with estimates of project management expenditures for the second half of the project (assumed to be about USD113,662 as they were for the first half of the project), about USD208,837 of GEF and UNDP project funding remains uncommitted for the second half of the project. This will cover the CTA, outstanding MTR payments, and the TE, but there should also be room for significant enhancement of the awareness raising budget. If not, funds to enhance awareness may be taken from other areas, which have budget allocations, but are nowhere near firm. For example, the specific SUT measures to be implemented are not yet determined, though USD270,000 towards them has been allocated in the budget.

## **8. Sustainability, M&E, Gender, and Ratings**

### **Sustainability**

- Sustainability of project results will depend largely on what is achieved in the second half of the project. Most critical is implementation of Batumi SUT measures.
- A second risk to sustainability is the lack of persons in Batumi assigned to work with the transport software and model. If no one is assigned to do this, with time allocated daily, the benefits of the model will be lost. The project earlier received agreement from the government that someone would be assigned to this task, but it did not happen.
- If the national work is to be sustainable, there needs to be an institution responsible for it, a national financing mechanism set up for SUT, and initial legislation adopted to promote SUT.<sup>8</sup> If these targets are not met during the project, it seems unlikely that there will be momentum to pursue them afterwards. With post-MTR progress in incorporating this work into a larger strategy pursued by Ministry of Regional Development, the project has increased the probability of sustainability of the national work. Also, it looks likely the ministry will become the institution responsible for national SUT work.
- Sustainability of any plans developed by the project for broader Adjara work will depend on confirmation of political will and potential financing to ensure the plans will be implemented.

### **Monitoring and Evaluation**

- Project M&E to date has been satisfactory and cost-effective.
- A challenge will be assessment of GHG ERs. It is suggested the CTA provide guidance to the project team and City of Batumi on this.
- Progress towards indicators are provided in Exhibit 8-1. All indicators were found either to have been met or on target to be met. None were found to be off-target. Exhibit 8-1 also suggests some minimum improvements in the indicators. Given its importance, an indicator may be added for number of spaces with high hourly parking fees – or this might replace one of the two park and ride lot indicators.

### **Gender**

- The transport survey found women much less likely to drive a car than men. Thus, improving public transport and other options, such as walking and cycling, is very important to women.
- Among the 40 interviews conducted for the MTR about 13 included women on the stakeholder side.
- The two MTR consultants are women, though so far it appears most other consultants to the project have been men. Also, the main UNDP CO persons involved in the project, including the programme officer, programme associate, and head of programme /ARR, are all women.

### **Project Ratings**

- The MTR team's ratings for the project are below. Explanation is given in Exhibit 8-2.

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<sup>8</sup> While these targets were not a part of project design, they are needed to ensure that what was designed and implemented is sustainable (i.e. has impact on into the future) and does not merely become a report on a shelf.

- Overall progress towards results: Satisfactory (S). [Objective: Satisfactory (S); Outcome 1: Highly Satisfactory (HS); Outcome 2: Satisfactory (S); Component 3: Moderately Satisfactory (MS); and Component 4 Satisfactory (S).]
- Implementation: Highly Satisfactory (HS)
- Sustainability: Moderately Likely (ML)

## 9. Recommendations

### General/ Overarching

1. Intense focus on results in second half of project; do-or-die goal of Batumi implementation:
  - Implementation of Batumi SUTP should get top attention from the project team, aiming to influence political will and support selection and detailing of measures to be adopted.
  - For other work areas, project should have intense focus on results, avoiding any desk work not clearly linked to SUTP implementation, policy adoption, and institutional set up for SUT.

### Batumi Work

2. Strategic and immediate efforts to maximize project influence on Batumi political will:
  - The project should intensify its outreach to city officials following October 2017 elections.
    - Project should prepare high-level briefing (i) summarizing SUTP measures, (ii) explaining prioritization of these, (iii) outlining next steps, and (iv) estimating costs.
    - If a high-level study tour is pursued, it should leverage the group time spent together on the trip to incorporate a decision-making process and action plan design.
  - The project should quickly launch public awareness outreach work in Batumi to shift public opinion (to influence political will) and get people to use public transport, walk, and bike.
    - The PMU can: (i) hold outreach meetings in each of the 13 districts; (ii) prepare materials on SUTP measures, priorities, next steps, and what citizens can do.
    - Project should retain expert to design public outreach campaign (reaching majority of residents), design content (taking psychological approach to mindset change), conduct outreach to the press and influencers, and work with City Hall to implement.
3. Emphasis on priority measures and refinement of plans for Batumi to ensure high impact:
  - Project should clearly communicate highest impact, priority measures of the SUTP: (i) high hourly parking fees and parking restrictions in city center and (ii) improvement of public transport (bus route optimization, rapid bus lanes, and 2 bus terminals). Project should push hard for these measures, while having quiet “back-up plan” of least controversial measures.
  - Project should provide support for working out details of Batumi implementation plans, especially for parking strategy, including parking survey, mapping of plan, and selection of parking fee collection method (e.g. parking meters, payment boxes, or mobile apps).

4. Actions related to costing and financing SUTP implementation in Batumi:

- Project team should prepare rough cost estimates of priority SUTP measures corresponding to those communicated and detailed based on recommendation 3 just above. This will show how most impactful measures are not very high cost and may not require outside financing.
- In case co-financing is needed, team should liaise with EBRD and ADB for loans.
- Project should decide with the city how best to utilize USD270,000 in UNDP-GEF funds targeted for SUTP implementation.
  - Ideally these funds may go to highest priority measures (e.g. parking meters).
  - If it is confirmed city will provide full funds needed for priority measures, project funds may be shifted to “soft” uses if so negotiated with city.
- Project team should carry out advance work to determine the best approach to procurement. Separate use of UNDP-GEF and city funds may yield faster results with city funds, while combined procurement may provide greater assurance of use of funds for priority measures.

5. Ensuring Batumi has the capacity to utilize and update the transport model:

- After elections, project should relaunch efforts to ensure two city staff members are assigned responsibility for transport software/model and have large portion of day available to work with these and update model periodically. Otherwise, value of model/software will be lost.

### **Broader Adjara Work**

6. Preparation of written description of Adjara plans for discussion prior to TOR preparation:

- While plans for this work had been well articulated verbally, at the time of the MTR mission and follow up analysis and report writing, a fairly detailed description of work envisioned for sustainable inter-municipal transport plan and Kobuleti sustainable urban transport plan was needed for discussion and finalization prior to further vetting and preparation of a TOR. It is understood that since the mission and draft MTR report submission, the team has adopted a one-step process, preparing a TOR directly, though has not exactly adopted this recommendation or the following one that a written description be vetted first before a decision is made as to whether to move forward.

7. Vetting of viability of proposed Adjara plans:

- Once the written description of plans for Adjara work are agreed upon (per Recommendation 6), the project team should carry out a vetting process.
  - (i) GHG emissions reduction potential, (ii) funding potential, and (iii) political will should be assessed.
  - Based on results, the Adjara work may move forward, be adjusted, or be discontinued. If discontinued, funds could be shifted to planning for either replication within Batumi or dealing with inter-municipal transport issues within Batumi.



## **National Work**

### 8. Fast tracking of critical items for national-level policy adoption:

- Project team working with stakeholders should identify critical policy items for fast-tracking and promote rapid adoption. Key urgent needs include raising of maximum parking fine and provision of less cumbersome means to collect parking fines.

### 9. Shift to dual strategy, including very practical and specific approach in getting legislation adopted and funds allocated:

- While ongoing efforts to get national SUT strategic framework adopted should continue, at the same time, national work should adopt a parallel and more narrow focused approach of identifying specific priority legislation, getting it adopted, identifying top-pick SUT measures by size categories of city, and devising means to allocate national funds to SUT. To accelerate progress, project team should provide written input on these topics and encourage online discussion between meetings.

## **Other Possible Work (Kutaisi)**

### 10. Possible design of plans for replication of Batumi measures in Kutaisi:

- Project experience and project management can be leveraged in developing an SUTP for Kutaisi, but outside funding would be needed for this.
- The project team may pursue funding of around USD200,000 from bilateral donors.
- Pursuit of funding for Kutaisi work should be contingent on: initiation of implementation in Batumi and team not being stretched too thin vis-à-vis priority of Batumi implementation.

## **Cross-Cutting**

### 11. Focusing the role of CTA on priority implementation needs in the second half of the project:

- CTA role should shift mainly to providing content and outreach support for implementation. Examples of needs are: detailed plans for Batumi parking measures, rough costing estimates for Batumi measures, GHG ER estimates and related capacity building for Batumi, written description of vision for Adjara work, vetting of vision for Adjara work (vis-à-vis GHG ERs and financing), and written input to national working group on priority legislation.

### 12. Support from UNDP to liaise with decision-makers and co-financiers:

- Priority targets are political will for Batumi implementation, assessing political will for Adjara work, pushing forward national work (assignment of leadership to a ministry and adoption of fast-track legislation), and, if needed, fundraising with other donors for Batumi implementation (EBRD or ADB loan) and for Kutaisi SUTP (grant from bilateral donors).

### 13. Possible project extension of six months:

- Because of possible future delays in Batumi implementation and because of the possibility of addition of a Kutaisi SUTP, the option for requesting an extension should be kept open.

14. Stepping up project marketing/ communications:

- The main effort should be focused on raising public awareness in Batumi (as covered in Recommendation 2, supported by a communications expert and Batumi City Hall PR Dept.).
- As secondary efforts, the project may consider whether to: (a) develop a website for SUT in Batumi/Adjara or Georgia generally; (b) promote public awareness nationally (an area of interest, but potentially too high cost); and (c) recruit part-time assistance for the project team in marketing (to support national awareness, website, and general promotion of project, as has so far been carried out by PM) or whether to maintain that function as part of role of PM.

15. Linking of project to international work and holding of international conference in Batumi:

- Project should link up with knowledge sharing of the World Bank's *Integrated Approach Pilot on Sustainable Cities and the Global Platform for Sustainable Cities* and exchange with other UNDP-supported GEF-financed projects in sustainable transport.
- If Batumi implementation is successful, the project should consider holding an international conference in Batumi at project end to feature results, perhaps with a smaller city focus.

# Acknowledgements

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1. Project team: Mr. Lasha Nakashidze, Project Manager, UNDP-GEF *Green Cities ISTBAR* Project; Ms. Guranda Kartvelishvili, Project Administrative and Financial Officer, UNDP-GEF *Green Cities ISTBAR* Project; Mr. Michael Saunders, *Green Cities: ISTBAR* Project Chief Technical Advisor
2. UNDP Georgia: Ms. Nino Antadze, Energy and Environment Team Leader, UNDP Georgia; Mr. Shombi Sharp, Deputy Resident Representative, UNDP Georgia; Ms. Natia Natsvlishvili, Assistant Resident Representative, UNDP Georgia
3. UNDP Regional Headquarters: Mr. John O'Brien, Regional Technical Advisor (RTA)/ UNDP-GEF Regional Head, Climate Change Mitigation, Europe and CIS Region, UNDP-GEF and UNDP Bureau for Policy and Programme
4. Batumi Municipal Government – Elected Officials: Mayor Giorgi Ermakov, Mayor of Batumi Municipality; Mr. Irakli Chavleishvili, Deputy Chairman, Batumi City Council, and also PEB member; Mr. Tengiz Apkhazava, Chairman of Financial and Economic Development Committee, Batumi City Council, and also PEB member
5. Batumi Municipal Government - City Hall: Mr. Emzar Kavjaradze, Head of Urban Transport Division, Batumi City Hall, and also, PEB member; Ms. Etuna Lomadze, Head of the Division for Strategic Planning, Investments and Economic Development (with responsibility for sustainability), Batumi City Hall
6. Agencies and Companies Affiliated with Batumi Municipal Government: Mr. Giorgi Chkeidze, Head of Agency, Batumi Transport Infrastructure Development Agency, and also PEB member; Mr. Besik Datiashvili, Head of Marketing Division, Municipal Bus Company (“Batumi Autotransport”)
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and Logistics Development Policy Department, Ministry of Economy and Sustainable Development

9. Private Sector: Mr. Badri Shervashidze, General Director, Taxi+ and Batumi Car Tour; Mr. Paata Dumbadze, former Director, Batumi Municipal Bus Company, and currently Branch Director, Tegeta Motors; Mr. Malkhaz Turmanidze, Head of one of the major mini-bus companies in Batumi

10. Consultants to the Project: Mr. Daniel Wolf, Team Leader for Batumi Integrated Sustainable Urban Transport Plan, A+S GmbH; Mr. Girogi Gigauri, GIS and Transport Modelling Specialist, and Mr. Zurab Beradze, both of A+S Georgia; Mr. Gela Kvashilava, Chairman, Partnership for Road Safety; Mr. Tite Aroshidze, Project Manager, Institute of Democracy, and local Batumi consultant involved in design of project and A+S work; Mr. Roland Wong, International Consultant for Design of the *Green Cities ISTBAR* Project Document and for Project Inception

11. NGO Sector: Ms. Natia Apkhazava, Head of Batumi Branch, Civil Society Institute, also PEB Observer, and also former Chairman of Citizen's Advisory Committee of City Council; Mr. Tamaz Turmanidze, Deputy Chairman, Adjara Chamber of Commerce and Industry, and also Chairman of Association of Transport, Logistics, and Shipping; Ms. Gulo Surmanidze, Project Manager, Black Sea Eco Academy

12. Academia: Professor Ketevan Goletiani, Dean of Logistics Faculty, Batumi Navigation Teaching University

13. City Halls of Other Municipalities in Georgia: Mr. Bada, Head of Economic Development Department, Kutaisi Municipality; Tbilisi City Hall's Department of Urban Transport, including (1) Head, (2) Mr. Malkhaz Tchampuridze, Deputy Head, and (3) one other team member

14. Other Donors: Ms. Tea Melikadze, Associate Banker, Infrastructure and Energy, EBRD; Ms. Tea Papuashvili, Associate Project Analyst, Georgia Resident Mission, Asian Development Bank

15. Citizens of Batumi: Various citizens of Batumi who offered their input to the team on transport and mobility issues

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# 1. Project Background

**Background on the project:** The objective of the *Georgia Green Cities Integrated Sustainable Transport for the City of Batumi and Adjara Region (ISTBAR)* project is to promote sustainable transport in the City of Batumi and Region of Adjara in Georgia. The project aims to promote sustainable transport in cities in Georgia so as to reduce greenhouse gas emissions from transport, improve local air quality, and improve mobility. These aims are to be achieved by reducing traffic congestion (discouraging use of private vehicles) and offering improved public transport, cycling, and walking alternatives to personal cars. The project was signed by the Government of Georgia and UNDP on September 18, 2015 and is scheduled to close on September 17, 2019. At the time of preparation of this report, it is roughly halfway through its targeted four-year duration. The project's basic funding is USD853,000 from the Global Environment Facility, with USD280,000 in co-financing from UNDP and a targeted USD10,384,000 in co-financing from government sources in Georgia, the vast majority of which is targeted to come from the City of Batumi. The project is a nationally implemented project of UNDP with the Ministry of Environment and Natural Resources (MoENR) as the Implementing Partner (IP). The City of Batumi is designated a Responsible Party (RP) of the project. In practice, it has played a much more active role in the project than the IP. The project team consists of a full-time project manager (PM), a half-time project finance and administrative officer (who splits her time between two UNDP-supported GEF-financed projects), and a part-time (intermittent) chief technical advisor (CTA), who is an international transport expert based in Tbilisi, Georgia, and who has Georgian language capabilities.

**Background on project efforts in Batumi:** The majority of project efforts and funds are focused on the City of Batumi, for which the project has developed a comprehensive Sustainable Urban Transport Plan (SUTP), which it terms Sustainable Urban Mobility Plan (SUMP). The SUTP includes detailed annexes for certain sustainable urban transport (SUT) measures, which the project terms "detailed feasibility studies and optimization reports". The plan covers parking strategy, for which it promotes institution of parking restrictions and high hourly parking fees in city center, parking zones and residential parking permits, establishment of three multi-story parking structures within the city, and establishment of two tourist park and ride lots outside of the city. The plan also extensively addresses public transport, proposing adoption of a public bus optimization plan that reduces duplication of bus routes and has been tested by a transport model developed for the city. The public transport work further proposes rapid bus lanes along two major corridors in the city that may include smart traffic lights offering priority to the buses. The public transport work also proposes two bus transfer terminals at the ends of one of the corridors. The SUTP includes plans for extensive expansion and increased connectivity of bicycle trails within the city areas and various options for promoting electric taxis. The project aims in its second half to implement parts of the Batumi SUTP.

**Background on Batumi:** Located on the Black Sea in southwestern Georgia, Batumi is very popular with tourists in its summer months. The city has a population of about 155,500 people, which is almost

half of the total population of Adjara of around 339,000.<sup>9</sup> Batumi is attractive to tourists both for its seaside areas and for its old city areas. Yet, traffic in the old city can get quite bad, especially in summer when there are tourists and then, again, once school starts and parents are delivering their children to various schools. Cars are very popular with Georgians. It has been said that if a Georgian could drive two cars at once, he would. Visitors have noted walking down the streets of Batumi's old city the smell of vehicle fumes. The number of private vehicles in Batumi is rising annually. The municipality operates a fleet of about 130 public buses, though more citizens use private mini-buses for "public" transport than use the municipally operated buses. The number of mini-buses operating daily on intra-city routes has been said to be officially 300, though, with violations, the number is said to reach 450 at times. In total, there are 700 to 750 intra-city mini-buses based in Batumi operating under four loose-knit companies.<sup>10</sup> In addition, it is estimated that 200 to 250 mini-buses from other Adjara municipalities flow into Batumi daily and that there are a total of 400 such inter-municipal mini-buses that flow in and out of the city over time.

**Background on Adjara Region:** Adjara Region is designated an autonomous republic of Georgia, which gives it a greater degree of self-governance than the nation's nine other regions. Adjara has its own regional government and the power to develop local legislation, while the other regions have a governor but no other regional government and no local legislative powers. Georgia has two other autonomous regions, Abkhazia and South Ossetia, but these are currently considered as breakaway regions and not currently under the nation's effective control. In contrast to Adjara, where inhabitants are ethnically Georgian, the inhabitants of these two regions are not ethnically Georgian. Adjara was made an autonomous republic as a condition to a border treaty between Russia and Turkey in 1921 that the Muslim population be provided autonomy. Currently, Muslim inhabitants make up about 30 percent of the population, though the majority are Christian, as in other regions of Georgia. Because of its autonomy, regional budget, and ability to enact legislation, Adjara is an attractive location for the project's efforts to introduce new models of sustainable urban transport (SUT) into Georgia.

**Other municipalities in Adjara Region:** There are a total of five municipalities, besides Batumi, in Adjara Region, all of which have less than half the population of Batumi. Of these, the largest is Kobuleti, which has an estimated population of 75,500. Kobuleti has two main roads, which are parallel and said to experience congestion during the summer tourist season. Kobuleti, like Batumi, is popular with tourists. The other municipalities are Khelvachauri (population of 52,100), Khulo (population of 23,500), Kheda (population of 16,900), and Shuakevi (population of 15,200).<sup>11</sup> These municipalities are said to be rural and mountainous in nature, without any urban traffic to speak of. The municipalities and many of their surrounding villages have private operators of mini-buses providing public transport to Batumi.

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<sup>9</sup> Based on estimated population at the beginning of 2017 as provided by the National Statistics Office of Georgia at [http://www.geostat.ge/index.php?action=page&p\\_id=473&lang=eng](http://www.geostat.ge/index.php?action=page&p_id=473&lang=eng), accessed on Oct. 4, 2017.

<sup>10</sup> This difference in daily and overall number comes from the fact that, especially on those routes which are in high demand and have high passenger turnover, individual mini-vans operate not daily but on a rotating basis.

<sup>11</sup> Ibid.

**Background on project efforts at the national level:** In February of 2017, the project initiated efforts to develop a national level strategy and policy framework for SUT in Georgia’s cities. In this regard, the project supported preparation of various background and assessment documents related to a national SUT strategy and policy framework, developed a draft *National Strategy and Policy Framework on SUT* for Georgia, and is also pursuing establishment of an institutional structure (e.g. a designated ministry) to oversee national SUT efforts. Since the time of the MTR mission and subsequent analysis and report drafting, the project has made strong progress in potentially integrating the national SUT strategy into a broader *State Strategy of Decentralization* being developed by the Ministry of Regional Development. It is also likely this ministry will become the institution leading national SUT efforts.

**Background on project’s broader Adjara efforts or efforts elsewhere in Georgia:** Throughout its design and during the early part of its implementation, the project has had some uncertainty about the region for which the project will carry out additional sustainable transport planning work, to build on expected experience in Batumi. On the one hand, the project in its title and objective has always designated that local efforts would be focused on Batumi and Adjara. On the other hand, the concept of “replication,” which is encouraged in GEF project design, was found not to be suitable to the expansion of project activities from Batumi to other municipalities in Adjara. The problem is that the other municipalities are for the most part too small and too rural for replication of the Batumi demonstrations. At one point, there was discussion of preparing a “replication plan” for the city of Kutaisi (located in another region) instead of preparing such plans for other Adjara municipalities. With a population of 147,200, Kutaisi is the third largest city in Georgia and is considered suitable to replication of the Batumi demonstrations.<sup>12</sup> In the end, however, the Project Executive Board (PEB), most of whom are from Adjara, decided that the project should focus its efforts on the sustainability of inter-municipal transport in Adjara and some limited SUT efforts in Kobuleti and possibly other municipalities.<sup>13</sup>

## 2. Midterm Review Approach

**Purpose of midterm review:** The midterm review (MTR) of the Georgia Green Cities ISTBAR project has two main purposes. The first purpose is to provide transparency, so that there is accountability for funds spent and so that the successes and challenges of the project halfway through its course can be known by all. This transparency also provides insights and lessons learned that may be applied to other projects. The second purpose is, based on findings, to provide recommendations to the project for course correction to improve results and/or for staying the course according to plans, as relevant.

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<sup>12</sup> Ibid.

<sup>13</sup> Recent updates from the project team at the time of finalization of the MTR report indicate the project will propose support for SUT roadmaps for Adjara municipalities generally and not necessarily only for Kobuleti in particular.

**Methodology of midterm review:** The MTR team has included multiple methods in its approach. In particular, the team adopted an interview-intensive approach, carrying out 40 consultations, most relatively in-depth. Stakeholders interviewed include Batumi elected officials, Batumi City Hall staff, leadership of key agencies in Batumi (the Municipal Bus Company and the Transport Infrastructure Agency), Batumi based NGOs, transport experts from academia and the business sector, Adjara Region officials, major contractors to the project, UNDP, other donors, national level government officials, and municipal officials from Tbilisi and Kutaisi. A listing of interviews is given in Exhibit 2-1. Most of the interviews were carried out during a ten day mission to Batumi and Tbilisi, Georgia, though one was carried out by Skype beforehand and three others were carried out by Skype afterwards. Sequence and timing of the interviews is provided in Annex 1, *Mid-Term Review Mission and Other Consultations – Realized Schedule*. It is noted that the interviewees, along with the citizens of Batumi and Georgia, are the main stakeholders of the project. The list of stakeholders interviewed in Annex 1, who are also appreciated by category in the acknowledgements section of this report, covers most of the key stakeholders and stakeholder organizations of the project, aside from the National Project Director, who was not available to be interviewed. Based on an initial document review and an initial pre-mission call with the project manager, the MTR team prepared a master interview template to identify key questions and generally guide their interview process.

In addition to interviews, other methods were also incorporated into MTR work. The MTR team carried out an extensive document review, covering almost all documents prepared in association with the project. These documents were mainly provided by the project manager (PM) early in the course of work, though some additional ones were requested by the MTR team or added by the project team later in the review process. A listing of documents is provided in Annex 4. The MTR team also prepared a template for requested expenditure information and exchanged emails with the project team on various outstanding questions after the mission. Finally, the MTR team conducted site visits guided by the PM. Sites visited included: (1) potential site for tourist park and ride lot, (2) potential sites for two of the intra-city multi-level parking garages, (3) corridor associated with Chavchavadze Avenue, (4) corridor associated with Gorgiladze Avenue, and (5) existing cycling trails at seaside and within city center.

The MTR team was made up of an international consultant and national consultant. The two frequently took advantage of any openings in the schedule to discuss findings and formulate recommendations. Following the mission, they continued to exchange via email on outstanding questions and finalization of recommendations. The vast majority of interviews were set up by the national consultant, who also provide expert interpretation for about half of the interviews. A few select interviews were set up by the PM. The international consultant prepared detailed notes from all 40 interviews so that content could easily be accessed for analysis and preparation of the MTR report.



## Exhibit 2-1. Stakeholder Interviews

### 40 Interviews Conducted

<b>Project Team and UNDP</b>	
Project Manager – (3 meetings and 1 Skype call)	UNDP CO Energy and Environment Team Leader
Project Administrative and Finance Officer	UNDP-GEF Regional Technical Advisor (Skype)
Chief Technical Advisor	UNDP CO: DRR, ARR, and Energy and Environment Team Leader
<b>Key Municipal Agencies in Batumi</b>	
Municipal Bus Co. – former head	Transport Infrastructure Agency – Head
Municipal Bus Co. – Head of Marketing Dept.	
<b>Batumi City Hall Staff</b>	
Urban Transport Division – Head	Strategic Planning Division – Head
<b>Batumi Elected Officials</b>	
Mayor	Head of City Council Financial and Economic Committee
Vice Chair of City Council	
<b>Academic and Business Sector Transport Experts</b>	
Batumi Navigation University – Chair of Logistics Department	Adjara Chamber of Commerce and Industry – Vice Chair
mini-bus company – head	Taxi+/Batumi Car Tour – General Director
<b>NGO Sector</b>	
Citizens’ Advisory Committee of City Council – former head and Regional Director of Civil Society Institute	Black Sea Eco Academy – Project Manager
<b>Adjara Government</b>	
Adjara Spatial Planning Dept. – Head	Adjara International Affairs Dept. – Head and Chief Specialist
<b>Regular Citizens of Batumi</b>	
Batumi schoolteacher	Batumi taxi driver
<b>Consultants to Project</b>	
A+S Georgia - two persons	Partnership for Road Safety – Founder
A+S Headquarters – team leader (via Skype)	Batumi based consultant (project design consultant and contractor to A+S)
Project Design Specialist - PPG (via Skype)	
<b>Other Cities – City Hall Staff</b>	
Tbilisi City Hall Urban Transport Dept. – Head, Deputy Head, and a team member	Kutaisi City Hall Economic Development Department – Head
<b>National Government</b>	
MoENR – Head of Climate Change Division	MoENR – Head of Integrated Management Dept.
MoENR – GEF Focal Point	Min. of Economy and Sustainable Development - Transport and Logistics Dept. Deputy Head
<b>Other Donors</b>	
EBRD Georgia – Associate Banker, Infrastructure and Energy (Municipal Transport Team)	ADB Georgia – Project Analyst

**Content of midterm review report:** This report has three preliminary sections, nine sections of main text, and six annexes. The preliminary sections include: the project information table; a listing of

acronyms, abbreviations, and definitions; and an executive summary. The executive summary roughly follows the structure of the nine sections of main text. The reader is in particular encouraged to pay special attention to the ninth sub-section of the executive summary, which summarizes the MTR team's recommendations for the project.

The main text includes all the key content of MTR findings and analysis. The first section of the main text, which precedes this one, provides background, both on the project and the relevant situation in Batumi and Adjara. This section, which is the second section, covers the purpose of the MTR, methodology used, and contents of the report. The third section covers the project timeline and early history, project design, and project management and governance, in three sub-sections, respectively. The fourth through sixth sections of the main text cover project relevance and results, focusing on project activities in each of three main areas. Section 4 focuses on activities related to the design and implementation of an SUTP in Batumi. Section 5 focuses on activities related to adopting SUT policies and mechanisms at the national level. Section 6 focuses on broader Adjara work (or work in other cities), the purpose of which will be to develop plans for SUT or other sustainable transport measures for other municipalities in Adjara or other cities in Georgia. Section 7 presents information on and assessment of project expenditures to date, funds allocated, expected future expenditures, cost effectiveness, and co-financing. Section 8 covers other topics pertinent to the review including: sustainability of project results, project monitoring and evaluation (M&E), gender, and MTR team ratings for the project. Section 9 presents the MTR team's recommendations for the project going forward and is considered the "heart" of the MTR report, given its importance.

The six annexes of the report provide supplementary material and evidence to back up the findings and analysis of the main text. Annex 1 presents the realized schedule for the MTR mission and other consultations carried out. Annex 2 presents a preliminary outline of scope of work for a communications/ marketing expert that will be focused on influencing public opinion and public mindset in Batumi. Annex 3 explains in some detail the situation with regard to parking fines in Georgia. As instituting high priced hourly parking fees is a key measure to discourage car use in city center and achieve SUT, this background may be helpful to understanding the policy and capacity building needs associated with successfully implementing a new parking strategy for Batumi. Annex 4 presents the documents included in the MTR document review. Annex 5 presents a listing of project workshops and one-on-one or small group meetings organized by the project team. This listing is considered important evidence of the extensive outreach and coordination work carried out by the project team, an outstanding aspect of the project to date. Annex 6 presents a listing of links to media and social media coverage of the project. The listing is considered important evidence of the strong media and online outreach carried out by the project team during the first half of the project.

# 3. Project Timeline and Early History, Design, and Management and Governance

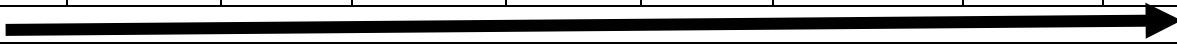
## 3.1 Project Timeline and Early History

**Project timeline and early history overview:** Exhibit 3-1 summarizes the project timeline. From initial idea to project launch, most steps in the process met expectations in terms of timeline. The time between CEO endorsement and project launch, which is equated with project signature date, shows a gap of seven months, which seems excessive. The delay was due to formal government clearance procedure, typical in Georgia, and beyond the control of UNDP.

**Exhibit 3-1. Project Timeline**

Note: Notable time gaps are indicated with red ovals, with size of ovals roughly scaled to significance of time gap.

Initial Idea	PIF Submission	GEF Approval of PIF	ProDoc and CER Submission	GEF ProDoc clearance	Project Manager start date	Signing of ProDoc/launch of Project	Inception Workshop	MTR mission start
2012	June 25, 2013 July 19, 2013	Sept. 10, 2013	Oct. 14, 2014 Feb. 3, 2015*	Feb. 18, 2015	Sept. 1, 2015	Sept. 18, 2015	Dec. 22, 2015	Sept. 1, 2017



Planned project close date: Sept. 17, 2019. It is recommendation to leave option open for possible extension of six months if needed for new close date of March 17, 2020. Decision to be made about six months prior to current close date, or around March 17, 2019.

\*The two dates indicate first and second submissions of the ProDoc and CER to GEF.

The project’s early history shows good big picture and logical thinking in generating the initial project idea. Proponents had noted that both buildings and transport are major sources of greenhouse gas (GHG) emissions from the energy sector in Georgia. They became interested in the Green City concept and decided to pursue a transport project, partly because of the promising potential of the scale of GHG emission reduction vis-à-vis funds invested – the cost effectiveness. They realized that, with the probable scale of GEF allocation for the project (less than USD 1 million), funds may be too limited for a Tbilisi project and began to look at Georgia’s cities in the 100,000-plus population range. The national government was enthusiastic about working in Batumi, though one other city was also considered. Recent work at the time had shown that Batumi’s largest source of GHGs was from the transport sector. Also, Batumi had recently joined the Covenant of Mayors, with a commitment to lower GHG emissions by 20 percent by the year 2020. The project partners eventually settled on working with Batumi, encouraged by the enthusiasm and interest of the city for such a project, as well as the autonomous republic status of Adjara.

**Timeline of project design and clearance:** The timeline of proposal preparation and approval/clearance generally meets expectations, except for a 3.5 month delay between first and second

submissions of the project document (ProDoc) and CER. The PIF (a project concept document) was submitted in June and then again in July 2013 and approved in Sept. 2013. The PIF approval signifies the GEF had allocated the requested funds for the project. Along with the PIF approval, the GEF provided a USD50,000 grant for project design. The maximum time allowed from PIF approval to clearance by the GEF of full project design is 18 months. UNDP recruited an international consultant and national consultant for full project design. The first submission of the full project design was achieved within about 13 months on Oct. 14, 2014, which is quite acceptable. The reason given for the delay from first submission of the ProDoc and CER to second submission on Feb. 3, 2015, which is about 3.5 months, was that additional time was needed to consult stakeholders and get input from project consultants to address GEF comments, which were provided on Oct. 24, 2014. The holiday season was also said to be a factor in the delay

The most significant delay is seen between the time of clearance of project design on Feb. 18, 2015 and signing of the ProDoc on Sept. 18, 2015, an interval of seven months. The reason for this delay was internal Government of Georgia procedures in their approval process. This is a standard and lengthy process in Georgia, in which the project is discussed with “sister ministries” of the implementing partner. The date of ProDoc signing is considered the official date of project launch and determines the project close date. In this case, with a four year duration, the project close date will be Sept. 17, 2019, unless an extension is sought.

**Timeline of implementation and related issues:** Implementation has generally proceeded at a good pace, with just one area of marginal concern. The generally strong pace of the project is considered by the MTR team to be a strength of the project and reflection of good management by the project team and good backstopping from UNDP. On a very positive note, major procurements have all been achieved with just four to six weeks between opportunity posting and contract signing. This reflects strength of the UNDP CO and contrasts with problems sometimes seen elsewhere in the world. The project manager began work on Sept. 1, 2015. This reflects proactive work by UNDP to hire the project manager to be on board by the time the ProDoc was signed (Sept. 18, 2015) and the project officially launched. The inception workshop did not take place until 3.5 months later, on Dec. 22, 2015. While this is a bit of delay, it is understood that time was needed to translate the project design into the on-the-ground reality and that three months between project document signing and project inception workshop is fairly typical, given the need to get various parties on board for the event. In terms of implementation of the activities associated with the project’s various targeted outputs and outcomes, implementation is on or ahead of schedule for Components 1, 2, and 4 (via its completion of the Batumi SUTP, completion of the Batumi feasibility studies and functional plans, and initiation of national work, respectively). Yet, it is behind schedule for Component 3, implementation of Batumi SUT measures, which, according to the Inception Report were to begin in the middle of 2017. In the best scenario, these activities will begin at the beginning of January 2018 or about six months late. Implementation of Batumi SUT measures are delayed by the municipal elections in Batumi, scheduled for the end of October 2017. Due to elections and perhaps issues of political will, the current mayor and city council did not move forward with implementation of the SUT measures. Findings suggest good potential for the next mayor to have the political will to move forward with measures in a timely

fashion. Yet, as discussed later in this report, the project will need urgently to put substantial work into influencing both the new city council and mayor and the public opinion to which elected officials tend to be sensitive.

**Leaving the option open for possible extension:** While implementation of Batumi measures is about six months behind schedule (in the best case scenario), the project team believes they will be able to achieve this implementation in the 20.5 months between the beginning of 2018 and project close on Sept. 17, 2019. The MTR team believes that it is good for the project team to push to achieve the original timeline if possible. Yet, the team also recommends that the option be left open for extension of the project close date by six months to March 17, 2020 for two reasons. The first reason is potential delays in implementation of the Batumi measures. After the new mayor and city council come on board, assuming they do have the political will to move forward immediately with the SUTP, there will still be many decisions to be made in terms of which particular SUT measures they will implement and the details of each of these.

The second reason for a possible extension is that the project is considering adding as a major activity the preparation of an SUTP for Kutaisi. The rationale behind this addition is discussed later in this report. As this addition should wait until after implementation of Batumi measure are launched and as it will depend on securing co-financing from other donors, completion may require project extension. Project extension due to addition of a Kutaisi SUTP would not be considered a project extension due to delays, but rather an extension due to the project finding a new opportunity to leverage its experience with co-financing in a very meaningful and significant way.

It is recommended that the project delay its final decision of whether to request an extension to about six months prior to the current close date, which means making this decision around March 17, 2019. Project extensions of GEF projects can only be requested once, so the decision and the length of time requested should be carefully considered. By March 2019, it should be clear whether only six more months or a full year is needed to complete targeted activities.

## **3.2 Project Design**

**Strengths of project design:** Overall, the project design has strengths both on the general conceptual level and on the detailed design level that contribute to making *Georgia Green Cities ISTBAR* a good project with high potential for meaningful impact. On the general conceptual level, the overall design, with its focus on urban transport, is a very appropriate fit for needs in Georgia. Further, selection of Batumi and Adjara Region is a particular good choice for piloting the green cities transport concept in Georgia. As noted, transport is a top contributor to GHG emissions in Georgia and the number one such contributor in Batumi. Car ownership in Georgia's urban centers is rising rapidly. In places like Batumi and Tbilisi, this has already resulted in serious traffic congestion issues. Batumi is a particularly good fit for the project given its scale being appropriate to the funding level of the project and potentially being an easier place than Tbilisi to pilot SUT measures, as well as a being a city that

has shown strong enthusiasm for a sustainable transport project.<sup>14</sup> Thus, the project design gets high ratings for its relevance.

On the detailed design level, there are a number of strengths. The project document stresses the importance of holistic planning of sustainable transport of Batumi, rather than one-off measures as have been adopted in the past. This holistic approach is central to the details of the design when it comes to reducing the number of cars in city center by increased parking fees and parking restrictions, as the alternative of improved public transport is needed to balance the intended reduced flow of cars into city center. It demonstrates a sort of “systems thinking” approach to transport that stakeholders indicate is new to Batumi. Another strength is to be found in certain activities put forward in the detailed design. In Component 1, as part of the work for Batumi’s SUTP, a detailed traffic survey and a computer model of traffic in Batumi are both proposed. As will be discussed later in achievements, these two activities have turned out to be among the most innovative and meaningful results so far. Further, the detailed design includes and expertly presents a range of measures (many of which were also included in the PIF) to achieve SUT in Batumi. These include park and ride lots, a new parking strategy, improved public transport through elimination of duplicate routes and development of dedicated bus lanes and new bus terminals, low emission buses, improved cycling paths, and a plan for electric taxis. An important aspect of this mix of measures is that some are city-wide and some (namely the corridor measures) are to be carried out in a limited location as a sort of showcase. This strategy allows the project to push for change in two ways, limited demonstration and comprehensive change, thus offering a way to “hedge bets,” in case comprehensive change is not possible. While one stakeholder notes that most of these measures (besides the survey and model) are not new to Batumi, others emphasize that the project represents the first time all such ideas have been put forward in a comprehensive way, which is a strength linked to the project design stage. The detailed project design process also took care to eliminate ideas proposed at the concept stage that did not turn out to offer the GHG emission reductions (GHG ERs) that are a core criteria in GEF climate change mitigation projects. In particular, the upgrade of cable cars in small, mountainous municipalities of Adjara was eliminated from the design for this reason.

**Weaknesses of project design:** The MTR mission also identified a number of weaknesses with project design. These include: (1) inclusion of CNG buses, though not appropriate to Batumi’s situation; (2) selection of corridor that was not the optimal one; (3) lack of precision of outcome wording (particularly problem with overlap in statements of Outcome 1 and Outcome 4); (4) inclusion of plan to prepare SUTPs for other Adjara municipalities when they are really too small for such work; and (5) indicators that are in some cases not strong enough or not clear enough. Yet, it should be emphasized that some of these weaknesses would have been difficult to avoid given the limited resources available

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<sup>14</sup> It should be noted that the project’s limited UNDP-GEF budget of USD853,000 from GEF and USD200,000 from UNDP, for a total of USD1.053 million has been a challenge in terms of commissioning the SUTP for a city the size of Batumi. The project was fortunate that it landed a good “deal” and was thus able to “make do” with its budget. The project team suggests a USD2 million UNDP-GEF budget may be more appropriate for an SUT project for a city the size of Batumi. Here, however, we wish to emphasize that, given limited funding, the choice of Batumi over Tbilisi was of course quite appropriate as the problems in commissioning an SUTP for Tbilisi and implementing impactful measures with such a small budget would have been much greater.

at the project design stage and the competing interests and opinions as to what should be included in the project. The international consultant that prepared the project document had just a 40 day contract, which required two trips to Georgia. There was a national consultant as well, though communications were more limited than is typical in this set-up as the two consultants did not share in common a working language; and there was no dedicated person to facilitate communications throughout the process.<sup>15</sup> Indeed, greater communications support for this process may be a lesson learned. With regard to technical issues with the project design (as detailed below), a recommendation made by one stakeholder is that such projects, during their design phase, could in the future hire an internationally recognized sustainable transport expert for a short consultancy (e.g. 5 days) to review the project technically. This kind of expert review may also help in managing the “push” for various activities coming from different quarters. The challenge with this suggestion is that the issues to address are quite broad (ranging from CNG buses, to parking, to bicycling trails), so that it is unlikely that any one person would have the expertise to technically check all plans in a short period of time. It should also be emphasized that most of the design weaknesses identified are being addressed by adaptive management, as they should be, and have not created any insurmountable problems for the project. Still, the MTR team agrees that when possible, the addition of a very short-term subject area expert to project design teams to answer questions and technically review plans is something that should be considered in future full project design efforts.

Some activities included in the project document were determined later not to be ideal to the situation of Batumi (and thus “weaknesses”) and were adjusted or changed through adaptive management during implementation. Two important cases (“weaknesses”) are mentioned here. It is noted that in both cases (“weaknesses”), the push for the proposed activities came from the city. First, the CNG buses are considered a weakness of project design. They are an idea that was pushed by the municipality during the design phase, but were later dropped during project implementation. In the end, EBRD supported procurement of ten electric buses and 24 Euro 5 buses, after an analysis they commissioned showed these buses were more suitable to the situation of Batumi than were CNG buses. During the design phase of the UNDP-supported GEF-financed project, there had already been concern about whether the CNG buses were suitable to Batumi. At the time of inception, the international design consultant checked on pricing of a CNG terminal (which would eventually be required for refueling CNG buses) and determined the cost would be USD5 to 6 million. In the end, the loan that EBRD provided for the 34 new buses was €5.5 million, which was accompanied by a €1.5 million grant. A second key issue or weakness in appropriateness to the situation of Batumi was the selection of the demonstration corridor for adoption of bus lanes, parking restriction, and smart traffic lights. During implementation, it was found that a longer corridor associated with Chavchavadze Avenue would provide greater benefits than the one associated with Gorgiladze Avenue and originally selected during project design. The latter was selected by the city during project design as it is a central street attractive to tourists and having high visibility. At present, the project is now proposing to implement corridor demos in both places if possible, but to prioritize the Chavchavadze corridor over

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<sup>15</sup> The national consultant did not speak much English and the international consultant did not speak Georgia/ Russian. Often, strong interaction between the national consultant and the international consultant can be important to the strength of the project design.

the Gorgiladze one (if a choice must be made) due to the greater benefits in reducing congestion and GHG emissions along the former.

Aside from the foregoing technical issues (“weaknesses”), which have been dealt with through adaptive management, the MTR team identified some other design issues (“weaknesses”) that might have received more attention at the design stage to strengthen clarity at future stages in the project. First, the outcome wording and organization of the outcomes and outputs might have been approached with more precision and stronger logic, as well as greater flexibility. Second, a challenge (“weakness”) the project had faced since the PIF stage, of targeting replication of Batumi measures in other Adjara municipalities when they are generally too small for such replication, was not fully dealt with during the full design process. Lastly, and related to the first issue of structure and organization of the outcomes, is the weakness that indicators could have been stronger measures of project achievement. Each of these additional areas of weakness in project design is covered in more depth in the sub-sections below

Outcome wording and project structure: Exhibit 3-2 shows, in its left column, the original wording and structure of the project outcomes and outputs. It also shows, in its right column, how, in hindsight, the outcomes might have been worded differently and the project structured differently. Of course, hindsight makes this much easier. Yet, some basic improvements might have been achieved at the design stage, suggesting outcome wording is a weakness of project design. First, the wording of Outcome 1 (“Sustainable transport plans adopted in Batumi and Adjara Region”) and that of Outcome 4 (“Sustainable transport plans developed and adopted in Batumi and other municipalities in Adjara Region and Georgia”) in the ProDoc are too similar, creating confusion.

Further, the difference between an SUTP (Outcome 1) and the various “feasibility studies” and “functional plans” (blueprint designs) is not entirely clear, so that these might have been grouped together. This is what was essentially done in implementation: An overview document was provided to which were attached several more detailed documents, such as the parking strategy and drawings for transit corridors and parking lots.

Lastly, the wording of Outcome 2 and Outcome 3 specify “selected corridor” or “selected corridors” as the focus, whereas some of the key measures and plans of the project were to have a broader scope. As such, it may have been better if these outcomes referred to SUT measures generally (e.g. “Sustainable urban transport measures successfully implemented in Batumi”) rather than specified these measures are to be the ones along certain corridors. As a result of the corridor wording in two of the project’s four outputs, including the one dealing with the investment portion of project activities, one stakeholder noted his frustration and impression that the project is all about demonstration along “corridors.” He feels (as do a number of other stakeholders) that the corridor work may have less of an impact than a comprehensive parking strategy. And, he was unaware that a comprehensive parking strategy is also to be a part of the project. When, at a project meeting, he raised his point that comprehensively dealing with the cars will have a more substantial impact than the demo corridor, he was told (or understood that he was told) that the project has to stick with its outcomes as written and



thus must focus on the corridor approach rather than consider other options. While the project has continued to promote a city-wide parking strategy in addition to rapid bus lane corridors, the narrowly worded outcome statements, a weakness of project design, continue to have some detrimental impacts on perception of the project by stakeholders.

### Exhibit 3-2. Outcome Wording and Project Structure

Note: The left column shows the outcome wording and project structure in the ProDoc. The right column shows how, in hindsight, outcome wording and project structure might be changed. While the left column will remain the official version, the right column might be used for internal planning and management purposes. In the future, design phase work may seek greater precision in outcome wording and structure, as well as more flexibility of scope in outcome wording.

<b>Objective: To promote sustainable transport in the City of Batumi and Region of Adjara</b>	
<b>Original Outcomes and Outputs</b>	<b>An alternative with improved clarity and structure of Outcomes and with Outputs, revised in hindsight (<i>This might be used “unofficially” for internal planning and for explaining the project to outside parties.</i>)</b>
<p><b>Outcome 1. Sustainable transport plans adopted in Batumi and Adjara Region</b>            Output 1.1 Draft integrated sustainable urban transport plan (SUTP) for the City of Batumi.            Output 1.2 Adopted SUTPs for other municipalities of Adjara</p>	<p><b>Outcome 1. Sustainable transport plan, with feasibility studies and engineering drawings, developed for Batumi</b>            Output 1.1 Mobility survey and transport model for Batumi            Output 1.2 Parking strategy for Batumi, including drawings for tourist park and ride lots and intra-city parking structures            Output 1.3 Optimized bus route and bus terminal plan, tested with transport model, and drawings for bus terminals            Output 1.4 Plan for demonstration corridors with rapid bus lanes, including drawings            Output 1.5 Plan for increased cycling, including drawings of expanded bike trails            Output 1.6 Plan for electric taxis            Output 1.7 Comprehensive SUTP strategy document for Batumi, incorporating Outputs 1.1 to 1.7            Output 1.8 Outreach to government officials and other influencers in Batumi regarding Batumi SUTP, <i>possibly including study tour</i>            Output 1.9 Raising of public awareness in Batumi regarding Batumi SUTP            Output 1.10 Institutional mechanism and capacity for managing Batumi transport model and estimating GHG emissions from transport sector</p>
<p><b>Outcome 2. Specific feasibility studies and functional plans developed to lower carbon intensity of urban transport along selected corridors in Batumi</b>            Output 2.1 Feasibility study for SUT along Gorgiladze-Baratashvili-Chavachavadze corridor            Output 2.2 Functional plan for dedicated bus lane, bus stops, synchronized signals and a park-and-ride lot along demonstration corridor            Output 2.3: Detailed plan for the procurement of CNG buses for Batumi            Output 2.4: Functional plan for an expanded, integrated and safe bicycle network in the old city area of Batumi            Output 2.5: Feasibility study on Batumi’s overall parking strategy            Output 2.6: Feasibility study on hybrid electric or electric vehicles for taxi fleets</p>	<p><b>Outcome 2. Sustainable urban transport measures successfully implemented in Batumi</b>            Output 2.1 Investment in improved parking system for Batumi city-wide (including system for collecting high</p>
<p><b>Outcome 3. Sustainable urban transport measures successfully implemented along a selected corridor in the City of Batumi</b>            Output 3.1 Investment in improved traffic flow</p>	

<p>Output 3.2 Investment in improved public transit services</p> <p>Output 3.3 Investment in the cycling network</p> <p>Output 3.4 Institutional mechanism for monitoring carbon reductions from SUT measures in Batumi and to raise public awareness of SUT</p>	<p>hourly fees in city and park and ride lots and parking structures)</p> <p>Output 2.2 Investment in improved public transit system for Batumi city-wide and along key corridors (including optimized bus routes, bus terminals, and, along corridors, bus lanes and possibly smart traffic lights)</p> <p>Output 2.3 Investment in cycling network</p> <p><i>Output 2.4 (possibly) Investment in electric taxis</i></p>
<p><b>Outcome 4. Sustainable transport plans developed and adopted in Batumi and other municipalities in Adjara Region and Georgia</b></p> <p>Output 4.1 Institutional mechanism for promoting sustainable urban transport and green urban development</p> <p>Output 4.2. Functional plans for SUT measures in other Adjara municipalities</p> <p>Output 4.3 National Workshops on development of SUT and GUD plans for other cities</p> <p>4.4: National sustainable urban transport policies</p>	<p><b>Outcome 3. Sustainable transport plans developed for Adjara as region and Kobuleti as city and possibly for another city in Georgia</b></p> <p>Output 3.1 Regional institutional mechanism for promoting sustainable inter-municipal and urban transport in Adjara</p> <p>Output 3.2 Plan for sustainable inter-municipal transport in Adjara</p> <p>Output 3.3 Sustainable urban transport roadmaps for other five municipalities of Adjara besides Batumi</p> <p><i>Output 3.4 (possibly) Sustainable urban transport plan for Kutaisi</i></p> <p><b>Outcome 4. National level sustainable urban transport policy and mechanisms established</b></p> <p>Output 4.1 National institutional mechanism for promoting sustainable urban transport in Georgia</p> <p>Output 4.2 National sustainable urban transport strategy, action plan, and policies<sup>16</sup></p>

Issue of replication plans for other municipalities in Adjara Region: As noted, there has been ongoing confusion with regard to the intention of the project design for Adjara work beyond Batumi, particularly because other municipalities of Adjara are too small and too rural for SUTPs. This is considered an important weakness of project design. The PIF had a component called “Replication and Dissemination,” which had the associated outcome of “sustainable transport plans developed and adopted in at least 3 other municipalities in Adjara Region.” The ProDoc does not use the term “replication” in the component title and adjusts the outcome to “sustainable transport plans developed and adopted in Batumi and other municipalities in Adjara Region and Georgia,” but still refers to “replication” of Batumi work in other municipalities in Georgia. Given limited resources during design, it may have been difficult to come up with the alternative focusing on inter-municipal transport that the project executive board and project team has now settled on. Also, despite statements to the contrary about Adjara municipalities generally, it does appear certain SUT measures, such as bus lanes, park and ride lots, and bicycle lanes, may be appropriate to Kobuleti (one of the other Adjara municipalities), which is said to have congestion issues in the summer along its two main, parallel

<sup>16</sup> The strategic framework has been completed by consultants. Further work, in the areas of action plan or specific policies would be undertaken by the working group without any more consultant expenditures, though perhaps some expenditures for meetings.

corridors. The design team also faced the challenge that replication outside of Adjara was not really political tenable, given that the project had been designated an Adjara and Batumi project. Still, as the concern about “replication” in Adjara municipalities was clearly raised at the time of detailed design, it may have been useful at that time to come up with an alternative, such as (i) replication within Batumi itself, (ii) dealing with inter-municipal mini-buses congesting traffic in Batumi, (iii) focusing on Kobuleti only, etc. This sort of clarification at the design stage might have ensured that the ProDoc did not create any confusion about replication of Batumi measures in the very small, mountainous municipalities of Adjara, where replication does not make sense. In the end, post-MTR mission, a decision was made to cover all five of the other municipalities in Adjara with SUT roadmaps, rather than focus on Kobuleti alone.

Project indicators: The project indicators could in some cases be strengthened and made clearer and are thus also considered a weakness of project design. In general, they suffer from the lack of “tightness” and clarity in the project structure and outcome wordings, as well as the confusion about replication in the other municipalities of Adjara. Among the objective indicators, the end of project (EOP) GHG target should clearly cover all Batumi SUTP measures implemented, not just those along the Gorgiladze- Baratashvili-Chavachavadze Corridor (GBC Corridor). As for Outcome 1, the indicator that is “number of versions” of the Batumi SUTP might be more challenging were it to assess whether the SUTP has entered the adoption pipeline, such as being discussed extensively at City Council meetings. The second indicator for Outcome 1 “number of municipalities with adopted SUTPs” is problematic given the aforementioned issue that most other Adjara municipalities are not really suitable for having detailed SUTPs.

As for Outcome 3, there is also room for indicator improvement. The indicator of “average number of passengers per bus” has a baseline value (50) and target value (80) that are much too high given the standard size of buses in Batumi. It is possible the indicator target was envisioning the large CNG buses, though at baseline the MTR team found the city has smaller buses which are not very full, so that there are usually less than 20 persons per bus. Outcome 3 indicators also include two indicators assuming operation of park and ride lots. As these lots may take time for land acquisition and setting up, it is not clear if these indicators will be met. At the same time, a more critical, immediate target of the project is to start charging high hourly parking fees in city center. As this can be implemented much more quickly and should be a priority target of the project for immediate implementation, an indicator related to the number of spaces in which high hourly parking fees are implemented would have been desirable.

The indicators for Outcome 4 might also have been stated with more precision. The ProDoc activity description for an institutional mechanism implies that mechanism will be at the national level. Yet, the indicator reads “number of institutional mechanisms to support SUT and GUD development in Batumi, the Adjara Region, and Georgia.” At the same time, consultations suggest that an institutional mechanism at the Adjara Region level could also be useful, so this type of output is now included in the “hindsight” column in Exhibit 3-2. The second indicator under Outcome 4 is “number of feasibility studies and functional plans for SUT in Batumi and other Adjaran municipalities by EOP.” This seems

redundant with regard to Batumi as in Outcome 2, there is an indicator that reads “Number of feasibility studies for sustainable transport measures in Batumi.”

The third and last indicator for Outcome 4 reads “Number of national SUT policies developed for sustainable urban transport by EOP.” The original target for this indicator was six, but was revised down to one at inception. The reason, perhaps, is that the project is targeting to have one strategy and one action plan adopted. Yet, if the project design mentioned the types of policies that were to be developed in the indicator (e.g. “one point for policies for each of (i) increased maximum level of parking fines, (ii) increased flexibility for municipalities in collecting parking fines, (iii) registration rules for taxis, (iv) national funding mechanism for SUT”), this may have yielded more clarity on how to “count” the policies that are developed.

The MTR team has discussed with UNDP and the project team whether the indicators should be extensively revamped for greater clarity and also for greater fit with what the project, through adaptive management, has decided to do. In the end, the recommendation from these parties, was to change the indicators as little as possible, with adjustments only when the lack of fit or lack of accuracy is substantial. Given that the indicators have been approved by the GEF as part of the ProDoc, the MTR team agrees that the indicators may be left mostly alone for official purposes, but has suggested some limited adjustments to the indicators in Section 8.2. The MTR team also encourages the project team to keep its own internal “stretch list” of indicators or targets (e.g. “adoption of Batumi SUTP by Batumi City Council”) to push itself to a higher level.

### 3.3 Project Management and Governance

The MTR team has been very favorably impressed with most aspects of project management and project governance. The project team is extremely strong and is getting very good support from the UNDP CO. The Project Executive Board (PEB) during consultations showed good knowledge and strong interest in the project and has been able to make a key decision needed. At the national level, the IP is less knowledgeable than might be expected, but there have been some leadership changes and this may be further explained in that the City of Batumi Government and Adjara Region Government are the *de facto* IP and are well informed via PEB involvement.<sup>17</sup> The project also has a national working group for the national level SUT policy work launched in February 2017. The MTR team found member stakeholders to be interested, but relatively less informed than analogous Batumi stakeholders. Each of these groups involved in the project is covered in more detail below.

**Project management team:** As mentioned, this team consists of the project manager (PM, full time), project finance and administrative officer (half time, with time split between two UNDP projects with adjacent offices in Batumi), and chief technical advisor (CTA, part time/ intermittent).

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<sup>17</sup> The project team has continued to keep MoENR updated on project progress and invite MoENR officials to their workshops, but these officials are usually unable to come to Batumi to attend.

The MTR team found that the project manager is playing an extremely positive role in ensuring the success of the project. As evidence, stakeholders from a number of different vantage points discussed how the PM has been positively driving the project. In addition, the team found evidence in: the way the PM handled various aspects of the MTR, in the number of outreach meetings the PM has been involved in, in the press and social media coverage driven by the PM, and in the knowledge base and ideas the PM has for the project going forward. The PM plays a very active role in facilitating the work of contractors to the project. A staff member of a major contractor for Batumi work emphasized to the MTR team the extensive effort the PM had gone to so as to ensure the success of his firm's work. He explained that he was telling the MTR team this, as he has worked with many projects; and this level of support is uncommon. Another stakeholder explained what he had seen as the PM's impressive approach to outreach work. This stakeholder explained that, prior to PEB meetings, the PM would reach out to each PEB member one-on-one to discuss views and then ensure that all views were expressed at the PEB meeting. The MTR team found that this outreach role of the PM, which goes beyond basic project management responsibilities, was one of the important output areas of the project, albeit unrecognized among major project activities. For this reason, the "hindsight" version of project outputs prepared by the MTR team and provided in the right column of Exhibit 3-2 suggests an additional output on "outreach to government officials and other influencers in Batumi regarding Batumi SUTP." As evidence of the extent of outreach work, Annex 5 provides a list of such meetings, along with project workshops. Finally, the PM has also driven extensive outreach to the press and social media, with guidance from the UNDP CO Communications Officer. Among media outreach achievements, the PM has been featured on local television. The 2017 PIR provides an impressive list of links for media and social activity. These links are reproduced in Annex 6.

The MTR team found that administrative and finance functions, handled by the project's administrative and finance officer, have gone quite smoothly. The officer has been in place since before the Inception Workshop in December 2015 and was trained at UNDP's CO in Georgia. The MTR team noticed the officer's good attention to detail, efficiency, and timeliness, as are important in this work, as well as good knowledge of UNDP procedures. The administrative and finance officer works on the project 50 percent time and spends the other 50 percent of her time on another UNDP-supported GEF-financed project that is also based in Batumi. So, being 50 percent time on the project makes her good performance even more impressive and also reduces management/ administrative costs (such as office rent) and may be considered a good practice showing rational use of funds.

The CTA joined the project in June 2016 with a one-year contract for part-time/ intermittent work; and this has now been extended for another year. The CTA is an international transport expert with the great added appeal, as mentioned, that he lives in Georgia and speaks Georgian. The MTR team finds that the CTA's expertise is valuable to the project and is impressed with his knowledge base and the guidance he has offered the project. For the second half of the project, the MTR team recommends that the CTA's work shift to highly leverage-able input related to SUTP implementation and other upcoming project outputs. The team understands that there is a UNDP requirement that intermittent consultants prepare written reports to confirm work. As such, the MTR recommendation for the CTA work going forward includes, in addition to oral consultations, brief written memos, perhaps even just

two pages, that have high quality information that can be translated into Georgian and shared with stakeholders implementing project activities. For example, for Batumi, there may be a need for information on which to base the decision of a payment system for high hourly parking fees (e.g. parking meters, use of existing payment boxes, or mobile apps) to which the CTA may be able to provide critical written information on costs, likely returns, and international experience to date with different methods.

**UNDP:** The MTR team has found that UNDP has played a strong, positive role in backstopping the project and providing guidance to the PM. UNDP has provided quality technical input as well as good guidance on institutional issues and stakeholder and media outreach. The MTR team was particularly impressed with the strong familiarity with project issues of the UNDP team leader directly responsible for the project. And, even top leadership of the CO showed knowledge of and concern for the main issues facing the project. The MTR team was also glad to see that administrative issues run smoothly through the Georgia UNDP CO. So far, all procurements have taken a maximum of four to six weeks from advertisement posting to contract signing, which is considered quite reasonable.

**Project Executive Board:** The MTR team had the opportunity to carry out consultations with a number of members of the PEB. Their level of knowledge about the project, particularly the Batumi SUTP, was impressive and beyond that typically found with such projects. And, these individuals also proactively shared their own ideas and views for the project. The PEB has met three times in the roughly two year lifetime of the project to date. As the project moves towards the implementation stage, the PM will likely need to organize a subset of PEB members or other relevant persons in Batumi to make up a technical committee to work out the details of implementation.

**City of Batumi:** The City of Batumi is officially indicated as a Responsible Party in the ProDoc. There are three main types of stakeholders from the city: elected officials, non-elected officials working at City Hall, and persons working at key agencies (namely, the Municipal Bus Company and the Transport Infrastructure Agency) under City Hall. Many of these individuals are also involved in the PEB. As with the PEB members, the MTR team found City of Batumi stakeholders very engaged in and knowledgeable about the project. At the same time, despite the enthusiasm on the part of the Mayor and the two City Council Members with whom the team met, plans of the city for implementation of the project supported SUTP remain vague. This is due partly to the timing of elections, but also may be related to political will. Yet, the SUTP has been included in the city's indicative list of budget priorities for subsequent years. One point to consider going forward with regard to the city is the engagement of the current National Project Director (NPD) or of whoever ends up holding that post after the elections. The project may benefit from an increased level of NPD engagement. The MTR team did not end up meeting with the NPD as planned during its mission, but got the impression he is not as engaged as the many stakeholders they did meet with. In general, the City of Batumi has so far taken a hands-off approach to the project. Stakeholders provide much feedback, but do not interfere in the day-to-day activities of the project.

**Region of Adjara:** The Region of Adjara has no official role as a Responsible Party in the project. Yet, by virtue of the project's geographic focus on Batumi and Adjara, Adjara government stakeholders express strong ownership towards and interest in the project and some have PEB membership. They enthusiastically shared with the MTR team their ideas about the options for extending project work to other municipalities in the region.

**Ministry of Environment and Natural Resources:** According to the ProDoc, MoENR is the official national Implementing Partner (IP) of the project. The MTR team met with three officials at MoENR, but found their knowledge of the project relatively limited. This may be partly explained in that the department now responsible technically for the project has newly been assigned the project and has a new head. Also, one person in the former department responsible for the project (now a division) that was most involved was not available during the MTR mission. Further, logistics to some extent may determine this limited involvement, with MoENR located in Tbilisi and the project team and majority of activities to date being in Batumi. Yet, as noted, the project has continued to keep MoENR informed and invited to events, though responsiveness has been minimal. Part of the problem is that MoENR does not feel a strong sense of ownership of the project. As the project ramps up its national component, which holds meetings in Tbilisi, MoENR stakeholders should be encouraged to become more active, though so far they have not become that engaged in the national work, despite outreach. The MTR team sees strong potential interest from MoENR that might be leveraged by the project, as one key stakeholder from MoENR mentioned the possibility of pursuit of a large Green Climate Fund (GCF) project in sustainable transport for a loan for the purchase of electric buses. While the stakeholder does not see this potential project as addressing other types of SUT measures, perhaps with further awareness building this would be a possibility. The stakeholder did mention that the *Green Cities* project would make a positive contribution to the application for the GCF project, showing a commitment to SUT.

## 4. Batumi Work: Relevance, Results, and Future Direction

This is the first of three sections covering the outcomes, outputs, and activities of the *Georgia Green Cities ISTBAR* project as delivered during the project implementation phase. The purpose of these three sections is to describe the work, assess its relevance, assess results and especially notable impacts of results to date, and describe future plans and needs for the work. This section covers the work related to the preparation and implementation of the Batumi SUTP. Most of the project results and attention so far have been concentrated on Batumi work. Thus, this section can be considered the key section in terms of content on impact of project results to date.

**Description of work and status of work:** The Batumi work makes up the largest area of work of the project and that to which the most funds are allocated. The Batumi work consists mainly of development of an SUTP for Batumi, along with several components or annexes to that SUTP that

contain detailed plans and drawings, and implementation of the SUTP. For a review of the main components of this work (in hindsight), the right column of Exhibit 3-2 might be reviewed for its Outcomes 1 and 2. So far (at the time of the MTR mission, analysis, and report preparation), the planning work has been completed, but the plan and its measures have not been officially adopted. And, implementation of the measures has not begun. As for adoption, due to an upcoming election of city officials in October 2017, the project decided it would be more effective to wait for the new mayor and city council members to be in place to adopt the plan/ measures, because in this way they would have more ownership and be more likely to implement what they adopted.

**Relevance:** As indicated, the Batumi work is considered highly relevant. Transport is the largest sector responsible for GHG emissions in the city; and the city has a commitment via the Covenant of Mayors to reduce emissions by 20 percent by 2020. As a tourist city, Batumi has strong incentive to reduce local air pollution, traffic noise, congestion, and an overabundance of cars in what is an otherwise very attractive old city area. According to stakeholders, the city council has been talking about how to address the traffic problems in Batumi for years, but before the project never had an organized comprehensive plan of how to address the issues. The vast majority of Batumi stakeholders consulted see the project's work so far as highly relevant and highly welcome in Batumi.

**Basic Results:** The main results to date have been as follows: (1) mobility survey of Batumi (first of its kind in Batumi); (2) a transport demand model for Batumi that incorporates survey results and can be used to test various approaches (the first of its kind in Georgia); (3) a parking strategy for Batumi, including drawings for two tourist park and ride lots, one on each end of the city, and for three intra-city parking structures; (4) plans for optimization of the whole public transport network with passenger transfer terminals, including drawings for two passenger transfer terminals; (5) plans for two demonstration corridors with rapid bus lanes (and bike lanes) and smart traffic lights to favor the buses, including drawings; (6) a plan for increased bicycling, including drawings of expanded bike trails in city areas; and (7) plans for adoption of electric taxis. These have been incorporated at the overview level into the (8) Batumi SUMP document and attached at the detailed level as annexes. Further, the project has achieved (9) extensive outreach to key stakeholders in Batumi including elected officials, City Hall Staff, key transport agency staff, and relevant staff of NGOs and academic institutions. It has also achieved (10) purchase and transfer to City Hall of state of the art transport modeling software.

**Impact-Level Results:** Beyond the basic results listed above, stakeholders shared either other results or other aspects of the basic results that are evidence of the positive impact of the project. While the project still awaits a much more major impact with implementation, this early evidence half-way through the timeline of the project is very positive. It shows that the project has made good progress and could potentially have a great impact, if political will to adopt and implement the SUTP is achieved. This evidence is as follows:

- Batumi now has a comprehensive and holistic SUTP. Previous efforts were piecemeal.



- Key stakeholders in Batumi exhibited a strong knowledge of, enthusiasm for, and suggestions for the SUTP and project, showing the project outreach by the PM and various group meetings and events of the project have had an impact. (Annex 5 shows evidence of the extensive outreach work the project has carried out in Batumi.)
- Thanks to the project, Batumi now has a comprehensive transport model that is used with special transport software. This is the first such transport model in Georgia. While Tbilisi has transport software, it is out of date; and they do not have a comprehensive model to use with this software. Stakeholders see the model as very important as it is a way to test various transport plans (particularly bus route optimization plans) to show whether they will achieve the desired results or not and how they might be improved.
- In March 2017, Batumi began to prohibit parking on portions of Chavchavadze Avenue. Stakeholders find that this measure has led to noticeable alleviation of congestion. Stakeholders further believe that, while it cannot be proven incontrovertibly, this measure is a result of the influence of the project. They point to the project's plan to prohibit parking on main corridors and the fact that Batumi City Council has been discussing congestion problems for years, but this year is the first time they have taken such serious action.
- In 2017, Batumi also began in several locations to shift parking that is at a 90 degree or 45 degree angle to the curb to parallel parking only, which effectively both reduced the number of parking spaces and improved traffic flow. For the same reasons as for the above item (similarity to the SUTP and lack of action for many years until now) stakeholders believe this result is due to the influence of the project's recommendations.
- Implementation of the Batumi SUTP prepared by the project has been incorporated into Batumi's future budget priorities in *Batumi Priority Document 2017-2020* and *Batumi Priority Document 2018-2021*.
- The expected winner of the upcoming (end of October 2017) mayoral race has made a positive statement in the press regarding the project's plan for Batumi.
- The project has served to facilitate a European grant to go towards ten electric and 24 Euro 5 buses for Batumi that will also receive an EBRD loan. The loan will be €5.5 million and the grant will be €1.5 million. The grant providers wanted to see evidence of Batumi's commitment to transport improvements and found this in that the city has been working on its SUTP with the project.
- There is widespread coverage of the project in the media (especially online media and social media, but also including a few television broadcasts). This coverage is so far mainly about work in and plans for Batumi. (See Annex 6 for a listing of the extensive media links.)

**Future direction of Batumi work:** Going forward, the project still has substantial work left to do in Batumi. Detailed recommendations for Batumi work going forward are given in the section on recommendations (Section 9). Here, future envisioned activities are described with a summary of suggestions.

The key work in Batumi during the coming 23 months of the project will be implementation of the short-term priority measures of the Batumi SUMP, which is a long-term plan for measures to be taken out to 2030. To achieve this, political will on the part of the mayor and city council will be needed.

While it is not written into the activities of the project document and inception report, the project team will need to continue and ramp up the pace of its outreach to decision-makers and influencers after the election. This outreach may include a study tour. If it does, it is suggested that a decision-making and planning process for Batumi SUTP implementation be cleverly interwoven with other study tour activities.

The project also plans a public awareness campaign. This will be important in order to influence public opinion with regard to the SUTP (thus facilitating political will on the part of decision-makers) and also to change the mind-set of citizens to be proud to take public transport, walk, or cycle instead of driving a car. The project plans to recruit an expert to prepare a public outreach campaign. The MTR team suggests that the plan of modes of outreach be a smaller part of the assignment, while the greater part consists of creating content for the campaign (including mindset changing approaches), conducting outreach to the press and other influencers, and guiding and working with the City Hall PR Department to implement the campaign.

The project also has a need to ensure that two persons be assigned responsibility for managing the Batumi transport model and spending a good portion of each working day working on it. This target should be incorporated into the project team's outreach to decision-makers and influencers. In addition, capacity will also need to be built in Batumi for estimating GHG emissions from the transport sector. The CTA has already written some suggestions on how this may be done with the transport model. It is suggested that the project team, led by the CTA, provide further guidance to relevant stakeholders in estimating Batumi GHGs from transport. These stakeholders may be the same persons assigned responsibility for the transport model, as the model has a function for generating GHG ER estimates.

Implementation of the Batumi measures is critical to the success of the project and might be divided into three or four parts. If the Batumi measures are not implemented, despite a very good start, the project might be judged as not very successful and only creating "documents for the shelf." Among the three or four parts of implementation, first is implementation of the recommended parking strategy. This is recommended to include as a top priority a system for collecting high hourly fees for parking in city center, while at the same time allocating special spaces for residents. It will also include prohibition of parking in certain areas, such as along the proposed pilot corridor or corridors. (There may be one or two of these.) And, it may involve park and ride lots for tourists, one at each end of the city, and three intra-city parking structures. The second part of implementation of Batumi measures is public transport. This will involve implementing the optimized bus route system (that eliminates duplication of routes along the main corridor or corridors), prohibition of mini-buses along main corridor or corridors, implementation of dedicated bus lanes along the corridor or corridors, and setting up of two bus terminals for changing buses, one at each end of a corridor. The third part of implementation of Batumi measures will be the extension of cycling trails or lanes within the city. Fourth, though implementation is not included in the ProDoc, proponents may wish to consider whether to implement the electric taxi plan.

The MTR team sees an urgent need to clarify to stakeholders the priority measures, among the many measures included in the SUTP, and provide additional support in detailed planning and costing of such measures, if needed. In particular, institution of the parking prohibitions and high hourly parking fees in city center should be considered top priority. If these measures are not implemented, the rest of the elements of the SUTP are unlikely to have the desired impact of reducing congestion and traffic flow. That is, even a better public transit system and park and ride lots will not attract most car drivers until there is more pain associated with driving a car. At the same time, improved public transit is a priority too, since those who are priced out of parking in city center need an alternative. It is suggested that the project ensure that priority measures associated with parking and public transit indeed become the priorities for implementation. The project team may also need to provide more support to the city so that it can detail an effective parking plan and understand associated costs. At present, even the total number of street parking spaces in Batumi's congested areas is quite unclear; and a survey is needed. (The project team, following preparation of the draft MTR report, indicates that the Infrastructure Agency has conducted a survey and estimated the number of spaces, but stakeholders consulted suggested that more information, such as location and further confirmation of parking space numbers, is needed to come up with a good detailed parking fee plan.) Further, the city will need advice on the most effective means to collect parking fees (e.g. new parking meters, existing payment machines, or mobile apps); and the costs of the various options. As for the parking lots (tourist park and ride and intra-city parking structures), these may present special challenges and take more time to achieve. The MTR team found that exact locations for each lot had been determined and decided based on ownership and the likelihood that the city could either acquire the land or work with the existing owner. Yet, more work and potentially investment will be needed to secure the land.

Further, the MTR team found that there was some disagreement in opinion among experts regarding the three proposed intra-city parking structures. One view is that if the city is trying to reduce traffic flow within the city, the last thing they should do is create more spaces. The other view is that the parking structures are needed to lessen the blow of parking restrictions and create a more orderly means of parking. According to this view, it is still very important to decrease the total number of parking spaces in congested areas. Thus, until the parking survey is done and it is determined how many street parking spaces will be eliminated, it is not really clear whether the parking structures would make sense or not. It may be found that the one intra-city parking structure that is targeted to be right on the edge of the old city is not appropriate, but that the one planned for the other end of the Chavchavadze corridor may be more appropriate for an intra-city "park and ride" approach.

Finally, implementation of the cycling trails and electric taxi plan, in the view of the MTR team, are lower on the urgency list than parking strategy and public transport improvement, as elimination of congestion in the near-term does not depend on these. Yet, both are attractive options. Concern with the potential for the cycling initiative to deliver near-term impact stems from the fact that the MTR team saw almost no bikers within the city, despite several locations that have bike trails painted on the sidewalk already. There are bikers along the seashore, but not in the city. Most stakeholders in Batumi were hesitant to assert that the bike trails will be a great success, though several suggested it is important to try, as the current bike trails within the city are too disconnected to be used. Those less in

favor of following through with the bike trails in the city point out the frequent intersections and rainy weather in Batumi. Yet, Batumi already has a group of biking enthusiasts who meet to demonstrate their support for cycling. Thus, increased awareness may serve as a means of promoting biking. At the same time, before further investment in bike trails is made, more validation/ evidence on their potential to actually be used needs to be presented. This may include potential user surveys or solid international comparisons (e.g. to cities with short blocks, to cities with rain/ similar temperatures, etc.).

As mentioned, implementation of the electric taxi plan is not included among ProDoc activities and thus may be set aside. Further, it is less closely tied to reducing congestion than the parking and public transport measures, though would certainly improve air quality. The very interesting point to note, however, is that electricity prices are quite low in Georgia, whereas the cost of vehicle fuel, all imported, is very high. Also, the nation's electricity use is estimated to be 80 percent hydropower with the share of hydro continuing to rise. Thus, electric vehicles in Georgia offer both very low carbon emissions and the potential for cost savings. During their mission, the MTR team met with the head of a taxi company in Batumi who had been the first to introduce hybrid taxis (Priuses) in the city. Eventually, he found he saved so much on fuel costs that he converted his entire taxi fleet of 35 cars to hybrids. This businessman is currently researching all-electric vehicles, but does not yet have enough information to know if they will save him money. He is also unsure as to how frequent charging needs will impact operation hours. In addition to potential savings on fuel, he notes that Georgia's import tariffs on electric cars are much lower than those for internal combustion engine cars.

As for the financing of implementation of Batumi's SUTP measures, stakeholders appear most concerned about political will and less so about ensuring that financing is available. One finding of the MTR team is that some of the priority measures that are most urgent (parking restrictions and high parking fees in city center) are relatively low cost options that may generate very good revenues and quick payback on any investment, such as parking meters. Nevertheless, the city may need help from the project with estimating costs of various measures in order to make informed decisions. And, there may be a need for an outside loan, depending on which measures are settled upon. As discussed in the recommendations section (Section 9), ERBD and ADB have been identified as two of the best potential sources for debt financing for the urban transport sector in Batumi. Each, through different avenues, may offer a relatively quick timeline from concept to loan issuance.

## **5. National Work: Relevance, Results, and Future Direction**

This is the second of three sections covering the outcomes, outputs, and activities of the *Georgia Green Cities ISTBAR* project as delivered during the project implementation phase. It covers the project's national work, which is much less advanced than its Batumi work, covered in the last section.

**Description of work and status of work:** The national work of the project aims to set up at the national level policies and mechanisms to promote sustainable urban transport in Georgia's cities. These will include an institutional mechanism (at least one ministry responsible for overseeing this work or alternatively an inter-ministerial commission), relevant policies, and (based on stakeholders' recommendation) a mechanism for funding local sustainable urban transport measures with national-level funds. The simple design of this work, in hindsight, is given in the right column of Exhibit 3-2, under its outcome 4.

**Relevance:** While urban transport is generally handled at the local level, stakeholders point out that there are certain issues that need to be handled at the national level. This may be, for example, policies regarding parking fines, which are already regulated at the national level, but require adjustments to national level policy to facilitate effective local implementation. Or this may include measure that cities are empowered to take at the local level, but simply do nothing about, such as taxi regulation.<sup>18</sup> Lastly, there is an issue of funding for sustainable urban transport measures. Most government funds in Georgia are at the central level; and the localities simply do not have enough money to implement extensive urban transport measures. Today, such measures are financed in one-off ways, such as through donor loans. Thus, another aspect of the national level work is that it could organize at the national level a needed financing mechanism for local SUT measures.

**Basic results:** While national level institutional work was not slated in the Inception Report to begin until October 2017 and national level policy work was targeted to begin in March 2018, the project team and UNDP decided to launch this work earlier, in February of 2017, with an inception workshop in Tbilisi. The MTR team believes this was a good move, as success of Batumi's SUTP and similar work now underway in Tbilisi (with support of ADB) requires adjustment of national policy. In addition to the workshop, the project has set up a national level working group (with roughly 40 members) and held two workshops for the group, one to launch a consultancy and the second to review the findings of the consultancy. The consultancy work, conducted by the Partnership for Road Safety (a Georgian NGO) and Move Mobility (a Dutch organization) prepared several reports in various areas, covering topics such as institutional structure, policies relevant to SUT, and international best practice. They also prepared a national level SUT strategy and policy framework for Georgia.

**Impact-level results and associated issues:** Based on stakeholder consultations with members of the national working group, the MTR team did not uncover the same level of understanding and engagement as Batumi stakeholders have with regard to the work going on there. This may be partly due to the nature of the topic and the more limited amount of time that has passed. A general impression, however, is that this work so far is very broad and covers so many topics that it may be difficult for stakeholders to find a few key critical issues to grab on to and become engaged in. At the same time, these consultations did reveal some evidence that the work is beginning to have an impact on stakeholder thinking. Preliminary impacts are as follows:

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<sup>18</sup> This is the view the MTR team heard from one municipality. Another stakeholder offered a somewhat different view, stating that municipalities are not empowered to regulate taxis and that is why national regulation is needed. Regardless of which view is correct, both imply a need for national involvement in taxi registration and regulation policy.

- Involved stakeholders expressed conviction that there is a need for national level SUT work.
- While stakeholders seem a bit hazy on the key issues for this work, stakeholder consultations revealed a few key topic areas, evidence that the ideas are beginning to percolate among these stakeholders. These topics are:
  - National level regulations on parking and parking fines
  - National level regulation on taxis (as the municipalities have failed to regulate taxis)
  - An orderly mechanism to get national level funding to the municipalities for urban transport
  - Priority SUT guidelines/ suggestions of SUT measures for municipalities broken into categories based on municipality size (e.g. guidelines for cities over 1 million persons, guidelines for cities of 100,000 to 200,000 persons, and guidelines for cities for 40,000 to 80,000 persons)
- The Prime Minister’s Office (PMO) has met twice with the project team and UNDP CO regarding this work. At the second meeting, the Prime Minister’s Office agreed to move forward with assigning a ministry to oversee the national level SUT work. (A challenge so far has been that neither or the two most suitable ministries want to take up the task. Stakeholders believe, however, if the task is assigned by the PMO, the relevant ministry will take the task up and carry out it responsibly.) After the MTR mission, further progress was made in that it was proposed that the national SUT strategy become part of a broader decentralization strategy being prepared by the Ministry of Regional Development. Based on this progress, it also appears likely that the Ministry of Regional Development will become the lead ministry for the national SUT strategy.

One issue that came up in consultations is whether this national level work should include inter-urban transport. Stakeholders have a mixed view on this. Yet, based on findings in Adjara that inter-municipal transport is unregulated and quite disorderly (causing congestion in Batumi) and given that individual municipalities cannot regulate such transport, it appears that inter-municipal “public” passenger transport (whether carried out by public or private entities) should be included under the umbrella of national level SUT work.

**Future direction of national work:** Now that a proposed national SUT strategy and policy framework has been drafted by consultants, stakeholders have outlined their key recommended next steps of this work as: assigning an institution to lead the work, setting up a formal working group for national level SUT policy, developing an action plan for national SUT policy, and adopting the strategy (prepared by the consultants) and the action plan (to be prepared by the working group).

The MTR team believes that the national work going forward should aim to achieve a higher level of focus by selecting burning issues/ needs to address. This work could be seen as the “short-term” section of the action plan. Recommendations are provided in more detail in the recommendations section (Section 9). Because success of the Batumi SUT work and perhaps of the Tbilisi SUT work depends, to some extent, on improved national level policy, the MTR team suggests the national level working group identify a limited number of policy revisions to fast track for adoption, before other aspects of the national level work are complete. As for the rest of the work, the MTR team also

suggests that more specific priorities be identified as areas of focus and that any further work be tightly connected to results (such as policy adoption, setting up of an institutional mechanism for funding, and setting up of an institutional mechanism for overseeing national-level SUT work). To ensure greater focus and that working group members have key topics to drive their thinking, the project team may undertake preparing a brief list of key topics and action items before meetings and possibly generate online discussions about these among members in between meetings.

## **6. Broader Adjara (or Other City) Work: Relevance, Results, and Future Direction**

This is the third of three sections covering the outcomes, outputs, and activities of the *Georgia Green Cities ISTBAR* project as delivered during the project implementation phase. It covers the project's broader Adjara (or other city) work, which is much less advanced than either the Batumi work or national work covered in the preceding sections.

**Description of work and status of work:** The broader Adjara (or other city) work at the time of the MTR mission and follow up analysis and report writing was just in the formulation stage. As mentioned earlier, from the time of project design there has been a lack of clarity about this work and a tendency to talk about “replication plans” for other cities of Adjara, and also a tendency to indicate the other cities in Adjara are too small to have SUTPs and to replicate the activities in Batumi. The project team has actively pursued discussions on this topic during PEB and other meetings, to which representatives of other municipalities were invited, and has held individual consultations with Adjara officials and officials from these other municipalities. At the time of the MTR mission and follow up work, what had emerged was a general plan, not yet clearly documented, to develop a plan to improve inter-municipal transport between each of the five other municipalities and Batumi. Because of funding and timing constraints, the project work will be focused on developing a plan, rather than implementation. In the review of a draft version of this report, the project team reported that they have now prepared a detailed TOR for the Adjara work.

Some stakeholders have also raised that Kobuleti, with its population of about 75,500 persons, is suitable for some replication of measures pursued in Batumi, but on a smaller scale. This includes rapid bus lanes on its two main, parallel corridors that get congested in summer and tourist park and ride lots (the city is popular with tourists), one at each end of one of the corridors. Thus, this report has proposed that broader Adjara work may also include a plan for SUT measures within Kobuleti. Yet, in the review of the draft of this report, the project team has indicated the project will instead include SUT roadmaps for each of Adjara's other five cities besides Batumi. This will then include Kobuleti, but not be limited to it.

Earlier, there had been a proposal from the project team to shift the “replication plan” work to a city outside of Adjara, as Adjara cities were considered too small for replication. The city of Kutaisi was

proposed, having a similar population to Batumi and a growing density of cars. Yet, the PEB this year made a definitive decision to keep project activities in Adjara. At present, it is assumed the Kutaisi work will only be pursued if outside co-financing is secured.

**Relevance:** In terms of local needs, all three areas of work discussed above for the “broader Adjara (and other cities) work” have relevance. At present, the most obvious problem with inter-municipal transport in Adjara is that many mini-buses from the other five municipalities and their villages enter Batumi each day without regulations and drive down main roads, including Chavchavadze, stopping in random locations based on the needs of passengers and holding up traffic. Estimates by sources of the number of such mini-buses flowing into Batumi from the municipalities range from 200 to 250 per day, with a total of 400 such mini-buses used for these inter-municipal routes. This compares to an estimated 300 or more active mini-buses per day involved in intra-municipal transport in Batumi and an estimated total fleet of up to 700 for intra-municipal routes in Batumi. A number of stakeholders pointed to the mini-buses from the other municipalities as an important source of traffic problems in Batumi. Further, many of these vehicles are very old, with high emissions, and initially designed for transporting goods rather than people. Another issue related to convenience of passengers is that the mini-buses from the other municipalities mostly leave for Batumi in the morning without a fixed schedule, so provide neither flexibility nor dependability to passengers in departure time. Finally, these issues with inter-municipal transport in Adjara appear to be similar to those in other places in Georgia. Discussions with Kutaisi City Hall revealed that the city, based in Imereti Region, faces the same challenge of outside mini-buses from other municipalities that the city feels it lacks the power to regulate.

Yet, at the same time as these local needs imply some degree of relevance, more work is needed to confirm full relevance. It is believed that proposed measures of consolidating village mini-bus passengers bound for Batumi in larger, newer buses once they reach the nearest municipality or other confluence point will reduce GHGs. Yet, the benefit needs to be confirmed, as most mini-buses heading from the villages to Batumi arrive full of passengers. Further, it needs to be confirmed whether Adjara Region has the political will to implement a new inter-municipal transport plan and, if so, whether funds are likely to be available. These aspects of relevance are still unclear.

SUT planning measures proposed for Kobuleti also seem relevant in terms of local needs to reduce congestion and improve the tourist appeal of the city, but more information is also needed. In particular, the political will of the municipality to implement such measures should be assessed. And the likelihood of funding to eventually implement the measures needs to be assessed. In reviewing the draft of this report, the project team reports that SUT roadmaps will be prepared for all five of Adjara's municipalities besides Batumi. Because most of these municipalities are quite small and quite rural, the relevance of these other SUT roadmaps may be weaker than in the case of Kobuleti.

Development of an SUTP for Kutaisi is perhaps the most clearly relevant idea among those considered for this segment of the project's work. Kutaisi actually tried to develop a broader urban development project with a strong sustainable transport component for GEF funding, but it was decided that there



was not enough GEF allocation remaining for Georgia during the current cycle. With an estimated population of 147,200, Kutaisi is the most suitable city for replication of the project's Batumi measures.

**Basic results to date:** While at the time of the MTR mission and follow up analysis (September 2017) there has been no actual project activities for the Adjara work besides activities to plan the work, there is a basic result of an improved concept for the broader Adjara work. The project team and other stakeholders have verbally conveyed a plan in which village mini-bus routes to Batumi will be consolidated at points where they begin to overlap, especially in municipalities. An expected result of the work will be a plan in which village mini-buses only transport villagers to the nearest municipality or other key transfer point. There, according to the plan, the villagers will shift to a larger bus along with those from other villages, for a consolidated bus going to Batumi. These buses, according to the vision, will follow a strict schedule and will have departure times spaced reasonably throughout the day. They will be required to drop passengers off at a specified terminal in Batumi, although some early morning buses may have drop-off privileges at the market, where many of their riders have business. It is expected that both because the buses are larger than the mini-buses and because they will be much newer, per passenger GHG emissions will be reduced substantially. Further, it is expected that more orderly regulation of inter-municipal public transport vehicles entering Batumi will also lead to a reduction in GHG emissions from congestion. As noted, since the time of the MTR mission and follow-up, the project team has prepared a TOR for Adjara work that will cover: inter-municipal transport, SUT roadmaps for the five the municipalities (besides Batumi), and an SUT institutional mechanism for the Adjara Region.

**Future direction of Adjara (or other city) work:** The broader Adjara (or other city) work proposed to date appears promising, but as of the time of the MTR mission and follow up analysis and report writing, it was noted that more work is needed to solidify and validate plans before going forward. Suggestions are detailed in the recommendations section (Section 9). Briefly, it is suggested that the project team provide a relatively detailed written plan for the inter-municipal transport work and the Kobuleti work and finalize this plan based on consultations with the PEB and other key stakeholders. This should be done before fielding a TOR for the work. Then, also before fielding a TOR, the viability and relevance of the work should be validated per the comments in the "relevance" subsection above. It should be assessed by back-of-the-envelope estimates whether GHG emission reductions are attractive. And it should also be determined, via consultations, whether there would be political will and financing available to implement any detailed plans that the project may support. If all of these assessments are positive, the work may move forward. If they are not positive, the broader Adjara work may shift to more viable work within Batumi. This may involve an inter-municipal bus terminal and regulation of inter-municipal transport within Batumi, to lessen associated congestions and GHG emissions. Or, it may involve preparation of detailed plans in Batumi for replication of measures included in the city's SUTP and implemented, such as plans for an additional corridor with rapid bus transit. As noted, after the draft version of this report was submitted, the project team indicated that it had prepared a TOR for Adjara work. The recommendation here for preparing and vetting a more

detailed plan before TOR preparation was not adopted by the project team, though preparation of the TOR does represent progress in documenting plans for this work.

Because the Kutaisi SUTP planning work offers high potential for leveraging the experience of the project team and of the project in developing Batumi’s SUTP, the project may consider pursuing outside bilateral funding this effort. Yet, pursuit of outside funding should be contingent on initiation of implementation in Batumi and the project team not being stretched too thin with its main priority of Batumi implementation.

## 7. Expenditures, Co-Financing, and Cost Effectiveness

This section presents a number of tables covering project expenditures, project full budget, and realized and expected co-financing. It aims to present this material at a high, simplified level, so that it will be useful for management to get a feel where the bulk of the money is going and how spending so far compares to total allocations. It organizes much of this information according to the four components of the original design of the project. It further provides MTR team assessment on these items, as well as on the overall cost-effectiveness of the project.

**Expenditures and allocated amounts:** Exhibit 7-1 shows the project budget broken down by component and expenditures to date as of Sept. 11, 2017. The main sources of cash co-financing to date have been the USD853,000 allocation from GEF and the USD280,000 allocation from UNDP, which together total a USD1,133,000 allocation. The project has spent roughly 39 percent of these funds combined. This appears reasonable midway through a project that expects to be expenditure

### Exhibit 7-1. Project Budget and Expenditures to Date by Component and by Funding Source (in USD and %)

Note: Covers GEF and UNDP funding. Does not include in-kind funding from government sources to date and expected and does not include expected cash co-financing of Batumi implementation from government sources.

Component	2015 spent	2016 spent	2017 spent to Sept. 11	Total spent to Sept. 11, 2017	Total budgeted	% spent by Sept. 11 2017
1. Batumi SUTP	5,267	127,631	17,338	150,236	192,400	78.1%
2. Batumi detailed plans	0	27,614	94,334	121,948	147,660	82.6%
3. Batumi implementation	0	0	0	0	349,180	0.0%
4. Adjara and National work	0	30,009	22,395	52,403	124,160	42.2%
Project Management	10,549	58,882	43,744	113,175	319,600	35.4%
Total	15,816	244,137	177,810	437,763	1,133,000	38.6%

Source: Project CDRs and relevant computations prepared by the project team.

heavy in the second half due to implementation of the Batumi SUTP. On a component basis, the majority of the Batumi SUTP and Batumi detailed plans components (Components 1 and 2) have been spent, while nothing has yet been spent on the Batumi implementation component (Component 3) and

about 42 percent has been spent of the targeted amount for the national and Adjara work (Component 4). These proportions seem roughly on target given what has been done so far and what still needs to be done.

Exhibit 7-2 shows project expenditures of GEF and UNDP funds, respectively, on an annual and total basis. Cumulatively, GEF funds were 37.2 percent spent and UNDP funds were 43.3 percent spent as of Sept. 13, 2017.

**Exhibit 7-2 Annual Expenditures of GEF and UNDP Funds Combined**

<b>Funding Source</b>	<b>2015 spent</b>	<b>2016 spent</b>	<b>2017 spent to Sept. 13</b>	<b>Total spent to Sept. 13</b>	<b>Total allocated</b>	<b>% spent by Sept. 13, 2017</b>
GEF	15,816	174,329	126,997	317,143	853,000	37.2%
UNDP	0	69,807	51,394	121,201	280,000	43.3%
<b>Total</b>	<b>15,816</b>	<b>244,137</b>	<b>178,391</b>	<b>438,344</b>	<b>1,133,000</b>	<b>38.7%</b>

Source: Project CDRs and relevant computations prepared by the project team.

**Exhibit 7-3. Activity-wise Expenditures of Component 1 – Batumi SUTP (in USD)**

<b>Main activity area</b>	<b>Expenditure as of Sept. 26, 2017</b>
1. transport modelling software (A+S Consult)	24,800
2. training in the use of transport modelling software (A+S Consult)	3,200
3. baseline data collection and transport model development (A+S Consult)*	57,272
4. passenger count and traffic count in Batumi (A+S Consult)**	2,430
5. acquisition of PC for Batumi City Hall for hosting transport model	1,595
6. workshops and seminars	5,478
7. audio visual	1,547
8. international consultants (CTA and part of inception consultant contract)	35,787
9. travel	3,249
<i>Sub-total</i>	<i>135,358</i>
10. miscellaneous	17,000
<b>Total</b>	<b>152,358</b>

\*Very rough breakdown based on release of tranches, as A+S contract consolidates several activities and does not break these down by cost.

\*\*Additional work, as City Hall was unable to provide all the information needed as planned

Source: project team

Exhibits 7-3, 7-4, 7-5, and 7-6 show expenditures for each component, respectively, itemized by major activity area. The purpose of these tables is to give management a general idea of the type of activities to which the bulk of funds are going. For Component 1 (Batumi SUTP), the main expenditures (expenditures of over USD10,000) are the transport software, transport survey, and transport model for Batumi (all provided by A+S), as well as international consultants (CTA and portion of inception consultant contract). For Component 2 (detailed plans and drawings for Batumi SUTP), the main expenditures are the SUTP and associated detailed plans and drawings (all provided by A+S), as well as international consultants (mainly the CTA). There have been no expenditures for Component 3 to

date. For Component 4 (Adjara Work and National Work), the main expenditure to date has been the national SUT strategy work (provided by Partnership for Road Safety working with Move Mobility).

**Exhibit 7-4. Activity-wise Expenditures of Component 2 –  
Detailed Plans and Drawings Annexed to Batumi SUTP (in USD)**

Main activity area	Expenditure as of Sept. 26, 2017
1. feasibility study, functional plans, final ISUMP (A+S Consult)*	76,908
2. feasibility study (baseline assessment) on use of electric taxi in Batumi (A+S)	15,000
3. advanced training in the use of transport modeling software (A+S Consult)	4,800
4. audio visual	1,881
5. international consultants (CTA and small portion for int'l MTR consultant)	17,859
6. travel	884
7. workshops and seminars	6,251
<i>Sub-total</i>	<i>123,583</i>
8. miscellaneous	1,066
<b>Total</b>	<b>124,649</b>

\*Provided as aggregate figure rather than breaking down into individual studies as one large contract was signed with vendor.

source: project team

**Exhibit 7-5. Activity-wise Expenditures of Component 3 –  
Implementation of Batumi SUTP (USD)**

Main activity area	Expenditure as of Sept. 26, 2017
<b>Total (no expenditures to date)</b>	<b>0</b>

source: project team

**Exhibit 7-6. Activity-wise Expenditures of Component 4 –  
National Work and Broader Adjara Work (USD)**

Main activity area	Expenditure as of Sept. 26, 2017
1. national strategy and policy framework on SUT (Partnership for Road Safety)	49,960
2. international consultants (CTA)	8,400
3. travel	1,912
4. workshops and seminars	421
5. local consultant (nat'l MTR consultant)	642
<i>Sub-total</i>	<i>61,335</i>
6. miscellaneous	497
<b>Total</b>	<b>61,832</b>

source: project team

Exhibit 7-7 shows the main areas of expenditure to date for project management. The main expenditures are salaries for the project team and partial allocation to UNDP CO payroll. Office rental was not discussed, but may come out of another budget or co-financing.

**Exhibit 7-7. Main Areas of Expenditure to Date for Project Management (USD)**

Main Expenditure Category	Expenditure as of Sept. 26, 2017
1. project management team staff salaries	74,497
2. UNDP Country Office payroll	27,316
3. office furniture	878
4. workshops and seminars	709
5. acquisition of computer hardware	1,436
6. audio visual	2,815
7. travel	1,250
<i>Sub-total</i>	<i>108,901</i>
8. miscellaneous	4,761
<b>Total</b>	<b>113,662</b>

source: project team

Exhibit 7-8 shows a summary of contract amounts for major company contractors. These contracts overlap with the expenditures shown in Exhibits 7-3, 7-4, and 7-6, but there may also be some outstanding amounts not yet paid. The breakdown of some of the A+S expenditures is estimated in Exhibits 7-3 and 7-4, whereas in Exhibit 7-8 the figures are broken down into items based on specific contract amounts.

**Exhibit 7-8. Contract Amounts for Major Sub-Contractors of Project (USD)**

Contracting Company	Contract Content	Amount of Contract
A+S Consult	survey, transport model, feasibility studies, drawings, overall SUTP	149,180
A+S Consult	transport modelling software (license)	24,800
A+S Consult	training in the use of transport modeling software (5 day course x 2)	8,000
<i>Subtotal for A+S</i>	<i>--</i>	<i>181,980</i>
PFRS & MM*	national strategy and policy framework on low-carbon urban transport	49,960
<b>Total</b>	<b>--</b>	<b>231,940</b>

\*Partnership for Road Safety and Move Mobility

source: project team

Exhibit 7-9 shows the main expected upcoming areas of expenditures going forward as conveyed by the project team (items 1-5). Additional line items are added in by the MTR team to convey other major expenditure areas for the project going forward. The amounts proposed appear reasonable, though the MTR team may envision a somewhat larger contract for the consultant hired for the Batumi public opinion campaign, depending on the number of days and scope of work decided upon. (Discussion on this topic is included in the recommendations section, Section 9, with a possible draft scope of work given in Annex 2.) Implementation of initial, priority measures of the Batumi SUTP, which is allocated USD270,000, is the largest anticipated expense, though it is expected that co-financing of implementation will be much larger than this amount. Further, as noted in the recommendations (Section 9), there may be room to discuss with the city the specific use of these funds. The second largest protected expenditure is for the Adjara work, which, as discussed, needs further vetting before a final decision to move forward is made. The third largest item, the study tour,

as raised earlier, will be most effective if a decision making process for the Batumi SUTP and associated measures is interwoven with the travel agenda.

### **Exhibit 7-9. Main Expected upcoming Areas of Expenditure as Conveyed by Project Team (USD)**

Note: Items 1 to 5, which include expected forthcoming expenditure amounts, were conveyed by the project team. Items 6 to 10 were added in by the MTR team to give a fuller picture, but do not show expected forthcoming expenditure amounts. The total of USD680,499 given at the bottom is the amount indicated by the project team to be remaining of the project's allocated GEF and UNDP funds as of Sept. 26, 2017.

<b>Main Activity Area for Anticipated Expenditure</b>	<b>Amount expected to be spent Sept. 27 2017 – Sept. 17 2019</b>
1. implementation of Batumi SUTP (minority financing to go along with city funds)	270,000
2. plans for sustainable inter-municipal transport in Adjara (and possibly Kobuleti SUT)	60,000
3. study tour for Batumi officials	15,000
4. awareness raising plan, content development, and implementation support	10,000
5. design of brochure to explain SUTP to decision makers and citizens	3,000
<i>sub-total of amounts estimated by project team</i>	<i>358,000</i>
6. salaries (PMU and partial allocation to CO payroll)	TBD
7. CTA	TBD
8. MTR outstanding payments	TBD
9. workshops	TBD
10 miscellaneous	TBD
<b>Total</b>	<b>680,499</b>

source: project team

**Cost effectiveness:** In general, the project appears to be highly cost effective. The work done on the SUTP, including survey, transport model, and detailed associated plans and drawings for a total of US\$149,180, in particular, is considered quite a good deal. In addition, the PM has taken on the role of the national transport advisor (due to lack of suitable outside candidates), further conserving on expenditures. The strong outreach conducted by the project manager to decision-makers and influential persons as well as outreach to the press and social media has come at no additional expense beyond basic project management costs. The project may be able to achieve very strong additional cost effectiveness in the second half if it is able to support the city in selecting measures for implementation that achieve relatively high GHG emission reduction benefits for relatively low cost. Establishing high hourly parking fees in city center, for example, will be one way to do this. The infrastructure cost will be relatively low and returns from revenue will facilitate rapid payback of amounts invested.

**Co-financing:** As mentioned, UNDP is providing cash co-financing of USD280,000 to the USD853,000 in GEF funds. This co-financing has been realized at a good rate and is expected to be fully realized by project end. The project is also very close to achieving (with certainty of near 100 percent) co-financing not envisioned at project design of a coordinated E5P grant of €1.5 million and EBRD loan of €5.5 million, for a total of €7 million, for the city of Batumi to purchase ten electric buses and 24 Euro 5 buses. Initially, besides UNDP co-financing, the City of Batumi pledged USD10,284,000 to the project and MoENR pledged USD100,000. So far, based on the types of

measures it said it would support in its co-financing letter to UNDP submitted with the ProDoc and CER to GEF, Batumi has far surpassed its co-financing commitment. In 2015 and 2016 alone, it spent USD19,807,469 on these types of measures, which include two main categories, road infrastructure development and transport infrastructure and services development. Thus, in official terms, the City of Batumi co-financing commitment to the project has been met. Yet, if we look at the co-financing in more detail and focus on that co-financing that is specifically SUT oriented, the sub-category of Batumi spending on “municipal transport services development” in 2015 and 2016 is the main expenditure area of note. Spending in this sub-category in 2015 and 2016 totaled USD3,970,914. While this is less than the total targeted non-UNDP co-financing amount of USD10.384 million, when it is added to the €7 million in electric and Euro 5 bus funding expected soon (which is also considered specifically SUT oriented), the total reaches USD12,230,194, which surpasses the project’s full co-financing target.

As for City of Batumi investment in *ISTBAR Green Cities* project-specific SUT measures, none has occurred yet, but it is anticipated that city funding will be made available for this purpose, once a clear short-term plan is ready. Based on initial analysis of potential measures, Batumi may be able to achieve a substantial portion of low-cost high impact measures for a lesser amount of investment than committed. Yet, if the parking lots are pursued, this will add substantially to investment needs or require that private sector partnership be pursued.

#### 7-10. Project Co-financing Realized to Date and Expected (USD)

Source	Spent as of Sept. 13, 2017	To be Spent Very Soon with High Certainty	Total Committed at Start of Project	% of initial commitment spent or almost spent with high certainty
UNDP	121,201	0	280,000	43.2%
MoENR*	0	0	100,000	0.0%
City of Batumi*	19,807,469 (or SUT-focused: 3,970,914)	0	10,284,000	192.6% (or 38.6% SUT-focused)
<i>Sub-Total of commitments at project start</i>	<i>19,928,670 (or 4,092,115 SUT focused)</i>	<i>0</i>	<i>10,664,000</i>	<i>186.9% (or 38.4% SUT focused)</i>
E5P grant for buses	0	1,760,000	--	100%
EBRD loan for buses	0	6,450,000	---	100%
<b>Total (originally and newly committed)</b>	<b>19,928,670 (or 4,092,115 SUT focused)</b>	<b>8,210,000</b>	<b>10,664,000</b>	<b>263.9% (or 115.3% SUT focused)</b>

\*In kind amounts included in these totals are USD100,000 for MoENR and USD473,000 for City of Batumi. While there has been investment of the time of city staff and officials and MoENR officials, the value of this time has not been computed.

Source: CDRs and computations by project team. MTR mission interviews. City of Batumi letter on spending provided to project. City of Batumi co-financing letter submitted with ProDoc and CER to GEF.

Exhibit 7-10 shows co-financing realized to date and expected soon by source. It also shows original size of committed co-financing at project start. Finally, it shows the percentage of committed co-financing realized or soon to be realized (both for all eligible “official” co-financing and for the narrower category of SUT-specific co-financing).

While the inclusion of the EBRD and EU bus financing essentially puts total SUT-specific co-financing over the total amount committed to the project, it will still be very important for the City of Batumi to provide significant additional co-financing to implementation of short-term SUTP priority measures over the next two years if the project is to be a success. Initial indications is that the city is quite willing to do so.

## **8. Sustainability, M&E, Gender, and Ratings**

This section briefly covers four topics not fully covered elsewhere in this report: sustainability of results, monitoring and evaluation (M&E) implementation and design suggestions, gender, and project ratings as assessed by the MTR team.

### **8.1 Sustainability**

Sustainability of project results is largely dependent on what is achieved in the second half of the project. Most critical is implementation of the Batumi measures. If these are not implemented, then the SUTP may just become a document on a shelf. An additional area that is very important for sustainability of results is that Batumi institutionalize a role for two persons to be responsible for the transport model. Review of project documentation shows that there was strong effort from the project team to achieve this in the first half of the project and that agreement was obtained from the city. Yet, despite the agreement, plans did not reach realization. After the upcoming elections, efforts should be relaunched. What is needed is City Hall staff that will be asked to devote a good part of each day to working with the transport model. Experts believe this is the only way the model will be maintained. Otherwise, investment in the model and transport software will not be sustainable. And, as such, Batumi’s ability to update its bus routing, parking plan, and other aspects of traffic and mobility management will not benefit from the testing and validation that can be facilitated by the model. Finally, sustainability will also be difficult if political will falters, even if this happens after city council decides to implement the Batumi SUTP. As political will is influenced by public opinion, project efforts to influence public opinion in favor of the SUTP and shift mindsets from a “car mentality” to a “public transport, walking, or biking” mentality will be important in contributing to long term sustainability of SUTP efforts in Batumi.

Sustainability of other aspects of the project also depend on solid achievements in the second half of the project, beyond studies. In particular, if the national work is to be sustainable, there will need to be



an institution responsible for it, a national financing mechanism set up for SUT, and initial national legislation adopted to promote SUT. While these items may, as noted by the project team, be beyond the scope of the project as defined, if these targets are not achieved during the life of the project, it is possible the work to date (the strategy and policy framework prepared by the Partnership for Road Safety and Move Mobility) will just become documents on a shelf and therefore not really “sustainable.”

As for broader Adjara (and other city) work, the target during the lifetime of the project is that plans are developed. The project does not include a target of implementation of these plans. Yet, it is very important in advance of spending project funds on these plans to determine the likelihood of implementation. Assessment of the likelihood of implementation will depend on both political will and potential access to funds to implement plans. Thus, this assessment should be carried out before any funds are committed to preparing detailed plans.

Sustainability may be assessed in four sub-categories: financial, institutional, socio-economic, and environmental. The above discussion has largely focused on institutional sustainability, which is linked to financial sustainability, as government funding of initiatives is critical for sustainable transport in Georgia. At the same time, political will, as mentioned above, is related to socio-economic sustainability and will depend on the project achieving good success in its public awareness raising work, particularly in the case of Batumi efforts. Generally, the project contributes to environmental sustainability, though construction projects (such as parking garages), if undertaken, must include proper environmental assessment and adherence to environmental standards during construction.

## **8.2 Monitoring and Evaluation (M&E)**

**M&E implementation:** Monitoring and evaluation of the project to date has been satisfactory. The project has a Project Results Framework (PRF), as is standard for UNDP-supported GEF-financed projects, and this table has indicators for the project objective and each of the four project outcomes. Some comments on the design of these indicators has been provided in Section 3.2 on project design. The project team has evaluated and provided comments on each indicator in the PIR, an annual review document for UNDP-supported GEF-financed projects, finalized in September 2017. No PIR was prepared in the summer of 2016, because the project is a medium-sized one and a full year of work had not yet been completed at that time, so that the PIR was not required. Two annual reports have been prepared by the PM (one for 2016 and one for 2017). Further, the CTA in September 2017 prepared a lessons learned document. The PEB has met three times since project inception to review project results and outstanding issues. Finally, MTR team findings indicate the UNDP CO and RTA are consistent in their monitoring of project work and provide quality guidance and suggestions along the way.

One issue that may arise with regard to project monitoring is assessment of GHG emission reduction results. Transport sector GHG ERs can be challenging to assess. It has been recommended earlier in this report that the CTA provide guidance in this area. He has already provided a memo on this topic

indicating the City of Batumi can use the transport model to estimate GHG emissions and emission reductions. Yet, the city may need guidance on how to do this. While the PIR indicates that there have been no GHG ERs to date, as this report has highlighted, the project is assessed to have had a strong influence in the adoption already of parking improvements that have relieved congestion in Batumi. In recent discussion between UNDP and the PMU, it has been decided that GHG ERs from these improvements can be included at this time in project achievements and in the GHG tracking tool. For this work and for guidance on calculating GHG ERs achieved later in the project, the team may refer to the GEF document *Manual for Calculating Greenhouse Gas Benefits of Global Environment Facility Transportation Projects*, which is available online.

The GEF Tracking Tool (at mid-term) was provided to the MTR team in January 2018. The MTR team agrees with the mid-term assessments in the tool, notably that policy has been proposed and that capacity has been strengthened. GHG ERs achieved are indicated to be nil in the document, as the demos have not been implemented. While some implemented improvements to parking regulations at select Batumi locations are attributed to project influence and may be reducing GHG ERs to some extent, the calculations will be quite complex and require a number of assumptions. In view of cost effectiveness (discussed further below), it makes sense to postpone estimates of GHG ER reduction benefits from these measures at select locations to the time that estimates are made for GHG ER reductions due to the project organized demos, which are expected to be much more extensive.

**Resources for M&E and cost-effectiveness of M&E tools:** The MTR Team finds that sufficient resources are being allocated to M&E and M&E measures to date are cost-effective, though care should be taken to ensure continued cost effectiveness. The PMU is monitoring project indicators and capably organized and fully supported a thorough MTR, thus achieving cost effectiveness. While there has been some discussion of contracting an outside party to handle the eventual GHG ER calculations, as indicated, the MTR team suggests this work be handled internally, led by the CTA with participation from the City of Batumi. In this way, the effort will be both more cost effective and transfer skills to stakeholders, enhancing sustainability.

**Progress towards the indicators and suggestion of revision of a few select indicators for better fit to project:** Exhibit 8-1 shows the current status of project indicators and includes a color coded scheme (as suggested by UNDP MTR guidance documents) in the far right column to show if the target has been met (green), is on track to be met (yellow), or not on target to be achieved (red). In this scheme, all of the *Green Cities ISTBAR* project indicators are judged to have either a “green” (already met) or “yellow” status (on track to be met). None are “red” (not on track to be achieved). The table also shows with “strikethrough” and red italic font minimum recommended changes in the indicators to make them a better fit for the project. The MTR team suggests for Batumi SUTP implementation prioritization of institution of high hourly parking fees over the park and ride lots, though both are targets of the project. The team thus suggests the addition of one indicator in this regard, though the indicator might also replace the park and ride lot indicator. The tourist park and ride lots are an important target of the project, but it is not clear whether the project will be ready to have them fully operational by project close. Official allocation of land is an important intermediary target to consider

**Exhibit 8-1. Progress towards Indicator Targets**

Strategy	Indicator	Baseline	Target	Level at MTR
<b>Project Objective: To promote sustainable transport in the City of Batumi and Region of Adjara</b>	Cumulative direct CO2 emission reductions resulting <del>from implementation of the Batumi SUTP the GBC demo project and technical assistance to municipalities for SUT functional and detailed engineering plans</del> by EOP, tons CO2	0	877 by EOP	Need to calculate benefit from parking changes
	Cumulative direct energy saving (MJ) from improved traffic efficiency measures for public transit through <del>2-2 km GBC project corridors</del> , and the avoidance of gasoline consumption from cars in the park-and-ride and modal switches to public transport <i>as well as from other Batumi SUTP measures</i>	0	13.6 million	0
<b>Outcome 1.</b> Sustainable transport plans adopted in Batumi and Adjara Region	Number of versions of the Integrated Sustainable Urban Transport Plans for Batumi prior to adoption by the City by EOP	0	2	3
	Number of municipalities <del>with adopted ISUTPs</del> <i>included in Adjara inter-municipality sustainable transport plan</i> by EOP	0	3	0
<b>Outcome 2.</b> Specific feasibility studies and functional plans developed to lower carbon intensity of urban transport along selected corridors in Batumi	Number feasibility studies for sustainable transport measures in Batumi	0	4	4
	Number of specific functional plans to lower carbon intensity of urban transport <del>along selected corridors</del> in Batumi	0	2	2
<b>Outcome 3.</b> Sustainable urban transport measures successfully implemented along a selected corridor in the City of Batumi	Kilometers of corridor improved with dedicated bus lanes, restricted private car access, synchronized lighting and improved access to bicycles as public transport by <del>Year 3 EOP</del>	0	2.2	0
	Average number of passengers per bus along improved corridor by EOP	<del>50</del> 12	<del>80</del> 20	12
	% increase in average speed of buses through the selected corridor by EOP	0	25	0
	<i>Number of city parking spaces shifted to high hourly parking fees that are actively implemented</i>	0	500	0
	Total MJ of energy saved from passengers leaving cars at park-and-ride facilities <i>or at home or hotel (estimated based on increased bus ridership)</i> in favor of public transit by EOP	0	13.6 million	0
	Kilometers of bicycle network improved by EOP	0	6	0
<b>Outcome 4.</b> Sustainable transport plans adopted in Batumi and other municipalities in Adjara Region and Georgia	Number of institutional mechanisms to support SUT <del>and GUD development in Batumi, the Achara Region and Georgia</del> by EOP	0	1	0
	Number of national SUT policies developed for sustainable urban transport by EOP	0	1	0
	Number of SUT roadmaps <del>Batumi and</del> for other Adjarian municipalities by EOP	0	<del>6</del> 5	0

as an alternative to fully operational parking lots. Further, as has been mentioned, the intra-city, multi-level parking lots are a controversial issue, with at least one expert suggesting they are counter to the

objective of discouraging cars from coming to the center of the city. Others see a benefit of such lots, just so the total number of parking spaces in city center is reduced. The MTR team notes that one of these lots is adjacent to the old city (so perhaps the more controversial one), while the other one is further out and located near the other end of a corridor that starts in center city. Thus, that other location (further from city center) may be the greater priority location for an intra-city parking structure, as it may fit better with the concept of “park and ride.” The one closer to the city center, however, is considered a sort of “trade-off” or “selling point” to the general public to get them to accept and support parking restrictions and establishment of high hourly parking fees in the old city.

### 8.3 Gender

The most important gender aspect of the project is the importance of public transportation and other non-auto transport modes to women. The transport survey in Batumi found that women are much less likely to drive a car than men. As such, improving public transportation and other options, such as walking and cycling, are very important to women.

The project also has women among the stakeholders involved. Among the 40 interviews conducted for the MTR about 13 included women on the stakeholder side. The two MTR consultants are women, though so far it appears most other consultants to the project have been men. Also, the main UNDP CO persons involved in the project, including the programme officer, programme associate, and head of programme /ARR, are all women.

### 8.4 Project Ratings

The Exhibit 8-2 below gives the MTR team’s ratings in various areas for the project, offering an explanation for each. The overall progress towards results rating is Satisfactory, the implementation rating is Highly Satisfactory, and the sustainability rating is Moderately Likely. The MTR team is very positive about the potential of this project, if political will issues can be overcome and the very proactive approach of the project team to outreach is continued and ramped up, to achieve a highly satisfactory rating on results overall at the time of the terminal evaluation.

**Exhibit 8-2. Project MTR Ratings**

Measure	MTR Rating	Achievement Description/ Explanation
<b>Progress Towards Results</b>	<b>Satisfactory (overall)</b>	Overall, project has, through quality outreach to key stakeholders and presentation to them of high quality SUTP work: (i) achieved a substantial foothold in the decision making and influencer space of Batumi, (ii) served to influence other donors supporting sustainable transport in the city, and (iii) stimulated earlier-than-expected changes in city parking policy. Thinking at the national level has also begun to change as involved stakeholders agree on the need for a national SUT policy and begin to articulate their ideas of priorities for such a policy. Project has the

		potential for highly satisfactory overall rating on results at time of terminal evaluation if it is able to influence political will and get priority measures of the Batumi SUTP implemented.
Objective Achievement	Satisfactory	As per achievements outlined below, project is on good track to promoting SUT in Batumi and Adjara and achieving targeted GHG emission reductions via project implementation. All plans for Batumi have been completed. Initial work influencing political will is shown through stakeholder interviews to have been effective and will need to be ramped up with a public outreach campaign added to reach the majority of Batumi residents.
Outcome 1 Achievement	Highly Satisfactory	Outreach to decision makers and influencers on SUTP measures has been effective as evidenced by stakeholder knowledge levels and enthusiasm; European Grant of €1.5 million for new buses influenced by city's commitment as shown by SUTP; strong media and social media presence achieved; SUTP incorporated into Batumi's priority budget measures for coming years; first transport model in Georgia achieved; first transport survey of Batumi in over 30 years carried out.
Outcome 2 Achievement	Satisfactory	Parking strategy prepared; drawings for 2 tourist park and ride lots and 3 intra-city multi-level parking lots prepared; bus route optimization strategy tested and modified; plans and drawings for corridors and bus terminals prepared; plans and drawings for bike trails prepared; electric taxi strategy prepared; all aspects introduced to stakeholders at workshops. Quality of work is considered good.
Outcome 3 Achievement	Moderately Satisfactory	In March 2017, Batumi adopted new parking measures (no parking on certain parts of Chavchavadze Ave. and shifting of angled parking to parallel parking in other places); project is a bit behind schedule in implementing SUTP and is now waiting for end of October elections before re-launching outreach campaign to influence political will.
Outcome 4 Achievement	Satisfactory	Project has launched national level work and studies on policies and strategy for SUT at national level have been presented; an inception meeting and two working group meetings have been held at national level; Adjara work has been defined more clearly, though still needs to be written up and vetted before work can begin.
<b>Project Implementation and Adaptive Management</b>	Highly Satisfactory	Project team is very professional, timely, and thorough in its work and UNDP level of involvement and guidance is strong. As a result, project is well on track with spending and achievements, aside from a delay in implementation in Batumi, due to the upcoming election. Team has done especially well in adaptive management – in translating the initial plans in the ProDoc to activities that suit the real situation on the ground. Team has also done well in leveraging a limited amount of money to achieve results. Team has done especially well in stakeholder outreach. Post MTR, there is a need to shift all project work to an intense practical focus, with team expertise leveraged most in implementation of the Batumi demos, design and vetting of the Adjara work, and very specific advice on national policies to be promoted. TOR design should also reflect this very practical results-oriented focus.

<b>Sustainability</b>	Moderately Likely	Sustainability will depend on implementation of the Batumi SUTP near-term priority measures and adoption of policies and an action plan at the national level. So far, by building stakeholder knowledge and enthusiasm, the project has contributed to the potential for sustainability, though more effort is needed in achieving actual long-term results. One concern is that no one at Batumi City Hall is using the transport software and no one is likely to use the transport model (once transferred to City Hall). Yet, the project and UNDP are optimistic this will be addressed soon as, following the MTR mission, a new mayor who is very supportive of the project was elected.
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## 9. Recommendations

Please see Annex 12 for a full version of the recommendations. During the review of the draft version of this report, it was requested that the recommendations section be drastically shortened. Thus, only the core sentences are being maintained here with much of the additional explanation and elaboration available only in Annex 12 now.

### Overarching General Recommendation

**1. Intense focus on action and results in second half of project: In its second half, the project must put unwavering top priority on implementation of sustainable urban transport measures in Batumi. Further, in all areas of work, now that the basic groundwork is laid, the project must ensure sharp focus on outputs that lead directly to (i) action (implementation of sustainable urban transport measures) and (ii) meaningful policy and institutional results.**

a. Going forward, implementation of Batumi measures should get top attention from the project team. Their work in this regard should include active efforts to influence political will, support in the selection and refinement of measures to be adopted, and efforts to ensure the success of measures adopted.

b. Going forward, for all work areas, there should be an intense focus on action and results. The project should avoid any documentation or paper producing work that is not clearly linked to specific results in the following areas: implementation of sustainable transport measures, adoption of policies needed to promote sustainable transport measures, and setting up of institutions to promote sustainable transport measures and building their capacity.

### Recommendations for Batumi Work

**2. Strategic efforts to maximize project influence on Batumi political will -- critical area requiring immediate attention: Project should aim to have the greatest influence possible in securing the political will in Batumi to implement priority measures of the SUTP. This entails a**

**two pronged approach: (a) influencing city officials, particularly elected ones, and (b) influencing public opinion, which will, in turn, influence the political will of city decision makers.**

(a) The project should continue and intensify its outreach to city officials once the new mayor and new city council members are elected in late October 2017. In the first half of the project, the project manager (PM) successfully led this outreach to promote the project to decision makers and should continue to do so. To assist in outreach, he may, on an as needed basis, bring in the Chief Technical Advisor (CTA), UNDP CO management, core Project Executive Board (PEB) members, or perhaps even other recruited team members for a working group, if deemed appropriate. For the stepped up outreach, a high-level briefing (i) summarizing key SUTP measures, (ii) explaining prioritization of measures, (iii) outlining next steps, and (iv) providing cost estimates should be prepared for decision-makers. If a high-level study tour is pursued, it should leverage the group time spent together on the trip to incorporate a decision-making process and action plan design during various windows of the journey.

(b) The project should very quickly launch its public awareness raising work in Batumi. Key goals of the work will be to (i) influence public opinion, which, in turn, will affect the political will of decision makers, and (ii) encourage people to utilize public transport, walking, and bicycle trails instead of personal vehicles, so as to support the success of SUTP implementation. Public awareness work will include: (i) outreach meetings in each of the 13 districts of the city (which can be led by the PMU and begin shortly after elections); (ii) preparation of materials that summarize the SUTP measures and explain priorities and next steps, as well as explaining what citizens can do to actively support the plan (materials can be prepared by the PMU); (iii) extensive media campaign; (iv) extensive social media campaign; (v) outreach to schools, and (vi) other measures to be determined. While the project has already been quite successful in achieving media and social media recognition, at this point in the project lifecycle, broader, deeper coverage of Batumi's citizenry is needed. Further, the work may benefit from expertise in psychological aspects, as there is a need to change people's thinking in Batumi from a "cars are cool" to "the environment and public transport are cool" mindset. Thus, the project should consider retaining an expert consultant strong in design and implementation of public outreach campaigns and strong in content design for mindset change. The role of the expert will be to design the outreach campaign, prepare materials/ content for various aspects of the campaign, and then work with City Hall's PR Department in implementing the campaign.

**3. Emphasis on priority measures to be carried out over the next two years and refinement of plans for Batumi to ensure high impact implementation: Given the many measures proposed in the Batumi SUTP, the project should clarify and clearly communicate the highest priority measures. The project should also determine whether further project support, such as input from the CTA, is needed in working out the details of implementation plans, particularly that for instituting high hourly parking fees and parking restriction.**

(a) Clarification and clear communication of top priority measures of the SUTP: In terms of impact, these measures are: (i) institution of high hourly parking rates and parking restrictions in central areas of city and (ii) improvement of public transportation via bus route optimization, rapid bus lanes on Chavchavadze, and setting up of two bus terminals. The project should work hard to push these

highest-impact measures with decision-makers, while at the same time having a quiet “back-up plan” of least controversial measures in case political will becomes an insurmountable issue.

(b) Further support for working out the details of Batumi implementation plans – particularly with regard to the parking strategy: While some stakeholders believe that the City should be able to build on the information provided in the Batumi SUTP to develop detailed implementation plans, findings of the MTR suggest that some project support may be needed to facilitate the process. Implementation plans for the parking strategy is an area where project support may be particularly important. Given that the city still has a high degree of uncertainty about the number and distribution of its parking spaces, guidance or assistance may be needed in conducting a survey and coming up with a space-by-space plan for increased parking fees in city center. Further, uncertainty in the best means of collecting parking fees (e.g. via parking meters, payment machines, or mobile apps) needs to be addressed with up-to-date information on international experience and costing. The CTA’s expertise should be leveraged in providing needed guidance and input in these regards.

**4. Costing and financing SUTP implementation in Batumi: The project team should prepare rough cost estimates of SUTP measures (especially priority measures) for the city. This may include assessment of how the city can pursue the lowest cost, most impactful items (such as high hourly street parking fees) to reduce total financing needs. If co-financing is needed, the project team (particularly the project manager and CTA, with the possible support of UNDP) can support the project in liaising with donors (especially EBRD and ADB) regarding potential debt financing. The project should discuss with the city how best to utilize the USD270,000 in UNDP-GEF funds currently targeted to support SUTP implementation. Lastly, the project team should do advance work to determine the optimal means of handling procurement (e.g. via UNDP or via City of Batumi processes or via separate processes for UNDP and Batumi funds, respectively).**

(a) Determining rough implementation costs and assessment of low cost options: The SUTP provides very rough ranges of costs. Yet, the current ranges offered are too large to be useful in budgetary decision-making. Thus, the project team should work to provide more practical estimates, once it has decided what measures at what scale it will propose to the city. The team may also emphasize to the city that the most critical items, including high hourly parking fees (and associated infrastructure to collect fees), parking restriction, bus route optimization, rapid bus lane on Chavchavadze, and two bus terminals, are relatively low cost items, with a total cost perhaps in the low single digit million USD.

(b) Securing donor loan co-financing for implementation: The project team should stay in close touch with EBRD, ADB, and other high potential donors (if any) for Batumi implementation, keeping them informed of progress with implementation and potential interest by the City of Batumi in debt financing of measures. As part of this effort, the team should promote the high potential of the project for impact and financial viability to these donors.

(c) Determining use of GEF funds: The project team and its partners have some flexibility in planning the use of the USD270,000 in UNDP-GEF funds currently slated for implementation of Batumi SUTP measures. The expectation is that these funds would go towards partial support of the highest priority measures (hourly parking fee implementation and parking restriction, along with bus route optimization, bus terminals, and rapid bus lane). At the same time, if it is fully confirmed the City of



Batumi will be providing full funds for the priority measures and wishes the project to provide more soft funds instead for further development of plans and capacity building, this alternative use of funds may be negotiated with the city.

(d) Carrying out advance work to determine the best approach to procurement: At the same time that the project discusses priority measures with the mayor and city council, it should discuss main options for procurement. These include: (1) transfer of city funds to UNDP for joint procurement; (2) transfer of UNDP-GEF funds to the city for joint procurement; or (3) separate procurement with city funds and UNDP-GEF funds, respectively. The first two options are attractive in unifying the project and city expenditures, but the last option could be much faster in terms of procurement with city funds. Of course, if it is decided as discussed in item 4c above to use the GEF funds for other, “soft” purposes, then the procurement for SUTP implementation may be handled exclusively by the city, which would also save time.

**5. Ensuring that Batumi has the capacity to update and utilize the transport model:** Once the new mayor and city council are on board, the project should relaunch its efforts to ensure the City of Batumi assigns a few capable staff members responsibility for updating and utilizing the transport model. These staff members need to have the traffic model as their priority responsibility, so that the majority of their day is spent working with it.

## **Recommendations for Broader Adjara Work**

**6. Preparation of written descriptions of Adjara sustainable inter-municipal transport plan and Kobuleti sustainable urban transport plan for discussion prior to TOR preparation:** The project team should prepare a fairly detailed description of the work they envision being carried out to improve inter-municipal transport in Adjara Region and municipal transport in Kobuleti. The document should then be discussed with key stakeholders for finalization before carrying out Recommendation 7 (below) and then, if still relevant, fielding a TOR for consultants to prepare detailed plans and other tools for implementation. Note: In feedback on the draft version of this report, the project team indicated that the TOR has already been prepared. This recommendation, then, has thus not really been adopted, but progress has presumably been made in outlining a more detailed plan in the TOR.

**7. Vetting of viability of proposed Adjara plans in terms of GHG benefits and potential for funding and implementation:** Once the written description of plans for Adjara work has been agreed upon (see Recommendation 6 above), the project team should carry out a vetting process to address three major concerns as to whether the Adjara work makes sense for the project: (i) GHG emissions reduction potential, (ii) funding potential, and (iii) political will. Based on the vetting process, the team may recommend either the Adjara work move forward as planned, the Adjara work be adjusted so that it becomes viable, or the Adjara work be discontinued. If the work is discontinued, funds could be shifted to support more work within Batumi, either planning for replication of measures already undertaken or planning for dealing with inter-municipal transport within Batumi.

## Recommendations for National Work

**8. Fast tracking of critical items for national-level policy adoption:** The project team, in consultation with the cities of Batumi and Tbilisi and along with the full national working group, should identify critical items for fast-tracking of policy adoption and promote rapid adoption of relevant policies. In particular, adjustments to national parking policy are needed so as to (1) increase the maximum amount of parking fines and (2) provide a less cumbersome way for cities to collect fines. If needed, UNDP may support fast-tracking of selected national policy initiatives through high-level liaison work.

**9. Move to very practical and specific approach in getting legislation adopted and funds allocated:** The national work already has commissioned a broad and comprehensive study of legislation and needs. Going forward, the project should focus much more narrowly on identifying specific priority legislation, getting it adopted, identifying top-pick measures for cities of various sizes, and devising a means through which national funds can be allocated for sustainable urban transport. While final priorities and mechanisms will be determined by the working group, the project team (PM and CTA) should provide expert guidance by identifying and providing written input on priorities and mechanisms prior to meetings and encourage online discussion between meetings. In terms of adoption of proposed policies and mechanisms, high level UNDP facilitation support may be brought in as needed.

### Recommendation on Other Possible Work (Kutaisi)

**10. Possible design of plans for replication of Batumi measures in Kutaisi, if outside donor co-financing can be obtained:** While the PEB has determined remaining project funds should be used to extend work in Adjara Region, the project is still ideally placed to develop replication plans in the form of a sustainable urban transport plan for Kutaisi. Further, replication is a highly desired attribute of GEF projects. Thus, it is recommended the project consider seeking additional funding to prepare a replication plan – a sustainable urban transport plan for Kutaisi. Pursuit of such funding, however, should be contingent on: (1) initiation of implementation in Batumi and (2) the project team not being stretched too thin with other responsibilities, particularly that of putting its main focus on Batumi implementation.

### Cross-Cutting Recommendations

**11. Focusing the role of CTA on priority implementation needs in the second half of the project:** Due to pressing content needs and reduction in the requirements for managing consultants, the CTA's role, in the second half of the project, should shift mostly to providing content support and outreach support for project implementation.

Areas with needs for CTA support in regard to content are: (1) providing support for developing detailed implementation plans as needed for Batumi measures, particularly with regard to parking; (2) providing rough estimates of cost of priority measures and pros and cons of implementation options (e.g. parking meters versus mobile parking payment apps) for Batumi measures; (3) providing capacity building direction to Batumi agencies as needed (e.g. Infrastructure Agency) with regard to project

implementation; (4) performing GHG emission reduction estimates for the project and, relatedly, providing guidance to City of Batumi personnel in using the transport model to generate GHG emission reduction results (as conveyed in memo already prepared by CTA on this topic); (5) working with the PM to prepare a full description of the vision for Adjara work; (6) working with the PM to roughly assess GHG emission reduction potential of Adjara work and to assess potential funding availability and level of political will to implement; (7) if relevant, working with PM to assure Adjara TOR is targeted to generate outputs that will be a set of highly actionable plans/ tools; (8) if relevant, working with PM to assure Kutaisi TOR is targeted to generate outputs that will be a set of highly actionable plans/ tools; (9) working with PM to provide input to national working group on priority policies for fast-tracking; and (10) working with PM to provide written input to national working group on top priority legislation to be pursued and on design of proposed financing mechanism to be pursued. Any special reports, if needed, should be prepared specifically for guiding project stakeholders in implementation in the foregoing areas and should be translated into Georgian.

Areas with needs for CTA support in regard to outreach are: (1) Support of PMU as needed in reaching out to new city council members and new mayor of Batumi to explain technical issues and garner political will for implementation; (2) support of the PMU as needed in reaching out to Adjara Region Government and municipalities to explain technical aspects of Adjara work and garner political will for implementation; (3) if needed, outreach to donors providing loans (especially EBRD and ADB) to promote the project's work and to seek funds for Batumi implementation; (4) outreach at national level to promote fast-tracking of certain policies, designation of specific ministry of oversee national SUT work, and adoption of SUT Strategy and Action Plan; and (5) if needed, outreach to donors providing bilateral grants to promote the project's work and seek funding for Kutaisi SUTP.

**12. Support from UNDP to liaise with decision-makers and co-financiers: UNDP support in liaising with decision makers should continue and now be focused on critical targets for the second half of the project. Top priority should be on Batumi implementation. Other possible areas for UNDP liaison support include Adjara work, national work, and fundraising with other donors.** Targets of proposed UNDP liaison work include: (1) achieving implementation of priority SUT measures in Batumi (new mayor and new city council); (2) assessing level of commitment of Adjara for financing and implementation of Adjara work (Adjara Governor, etc.); (3) adoption on fast-track of priority policies for national work (relevant ministry for parking policy); (4) adoption at national level of institutional plan, strategy, and action plan for sustainable urban transport (continuation of liaison with prime minister's office and liaison with relevant ministries); (5) if needed, liaison with EBRD or ADB for loans to support Batumi implementation; (6) if needed, liaison with bilateral donors to promote project and seek funding for Kutaisi Sustainable Urban Transport Plan (probably roughly USD150,000 to USD200,000).

**13. Possible project extension: Because of possible delays in the future of Batumi implementation and because of the possibility of extension of work to include a Kutaisi SUTP, the option for requesting an extension of up to six months should be kept open and applied for, if needed, about six months prior to current close date.**

**14. Stepping up project marketing/ communications: The main marketing/ communications effort should be focused on raising public awareness in Batumi (as covered in Recommendation 2**

and supported by a communications expert and Batumi City Hall PR Department). The purposes will be to influence public opinion, facilitating political will of decision makers for implementation of the SUTP, and to stimulate behavior change in transport habits of the public. As secondary marketing/ communications efforts, the project may consider: (a) whether to develop an ongoing website for sustainable urban transport in Batumi/Adjara or Georgia generally; (b) whether to promote public awareness nationally (an area of interest, but potentially too high cost); and (c) whether to recruit additional assistance for the project team in marketing (to support national awareness, the website, and general promotion of the project, as at present being carried out by the project management) or whether to maintain that function as part of the role of the project manager.

**15. Linking of project to international work and holding of international conference in Batumi:**

The project should strengthen its linkages to international work in the field of Green Cities. In particular, the project should link up with knowledge sharing of the World Bank's *Integrated Approach Pilot on Sustainable Cities and the Global Platform for Sustainable Cities* and exchange with other UNDP-supported GEF-financed projects in sustainable transport. If Batumi implementation is successful, the project should consider holding an international conference in Batumi at project end to feature results. Linking with these other international efforts would allow the project to connect with efforts in major cities such as New Delhi, Shanghai, and San Paolo (via the World Bank program) and with efforts in small and medium cities (which the UNDP-supported GEF-financed projects tend to focus on), such as via the UNDP-supported GEF-financed projects in Syria, Belarus, Kazakhstan, and Russia. An international conference in Batumi at the end of the project may consider a focus on smaller cities similar in scale to Batumi.

# **Annex 1. Mid-Term Review Mission and Other Consultations – Realized Schedule**

## **Consultation Segments**

Pre-Mission: August 23, 2017

Mission: September 4 – 13, 2017

Post-Mission: September 19, 21, and 22, 2017.

## **1. Pre-Mission**

### **Wednesday August 23, 2017**

9:00 – 10:45 am Dallas time: Mr. Lasha Nakashidze, Project Manager, UNDP-GEF *Green Cities ISTBAR* Project (by Skype) (consultation #1)

## **2. Mission**

### ***Batumi***

#### **Monday, September 4, 2017**

9:30 - 11:00 am: Mr. Lasha Nakashidze, Project Manager, UNDP-GEF *Green Cities ISTBAR* Project (consultation #2, part a)

11:15 am – 12:15 pm: Ms. Nino Antadze, Energy and Environment Team Leader, UNDP Georgia (consultation #3)

12:30 pm – 1:30 pm: Mr. Lasha Nakashidze, Project Manager, UNDP-GEF *Green Cities ISTBAR* Project (consultation #2, part b)

2:00 – 3:15 pm: Mr. Badri Shervashidze, General Director, Taxi+ and Batumi Car Tour (consultation #4)

4:30 – 5:45 pm: Mr. Paata Dumbadze, former Director, Municipal Bus Company; currently Branch Director, Tegeta Motors (consultation #5)

6:20 – 7:20 pm: Ms. Natia Apkhazava, Head of Batumi Branch, Civil Society Institute; also PEB Observer; also former Chairman of Citizen’s Advisory Committee of City Council (consultation #6)

## **Tuesday, September 5, 2017**

9:15 – 11:00 am: Mr. Besik Datiashvili, Head of Marketing Division, Municipal Bus Company (“Batumi Autotransport”) (consultation #7)

12:00 – 2:00 pm: Mr. Giorgi Chkeidze, Head of Agency, Batumi Transport Infrastructure Development Agency; also PEB member (consultation #8)

2:30 – 3:30 pm: Mayor Giorgi Ermakov, Mayor of Batumi Municipality (consultation #9)

4:00 – 5:30 pm: Mr. Lasha Nakashidze, Project Manager, UNDP-GEF *Green Cities ISTBAR* Project (consultation #10)

## **Wednesday, September 6, 2017**

9:00 – 11:00 am: Mr. Emzar Kavjaradze, Head of Urban Transport Division, Batumi City Hall; also, PEB member (consultation #11)

11:00 am – 12:00 pm: Ms. Etuna Lomadze, Head of the Division for Strategic Planning, Investments and Economic Development (with responsibility for sustainability), Batumi City Hall (consultation #12)

1:00 – 3:00 pm: Mr. Irakli Chavleishvili, Deputy Chairman, Batumi City Council; also PEB member (consultation #13)

3:30 – 5:30 pm: Mr. Tengiz Apkhazava, Chairman of Financial and Economic Development Committee, Batumi City Council; also PEB member (consultation #14)

## **Thursday, September 7, 2017**

9:15 – 11:00 am: Mr. Nugzar Dzneladze, Head of Spatial Planning and Technical Supervision Department, Ministry of Finance and Economy, Government of Adjara Region; also PEB member (consultation #15)

11:15 am – 12:30 pm: Mr. Aleksandre Davitadze, Head of International Affairs Department, Government of Adjara Region; and Ms. Indira Khozrevanidze, Chief Specialist of International Affairs Department, Government of Adjara Region, and also PEB member (consultation #16)

12:45 pm – 1:45 pm: Mr. Tamaz Turmanidze, Deputy Chairman, Adjara Chamber of Commerce and Industry; Chairman of Association of Transport, Logistics, and Shipping (consultation #17)

2:30 pm – 3:45 pm: Mr. Malkhaz Turmanidze, Head of one of the major mini-bus companies in Batumi (consultation #18)

4:30 pm – 6:00 pm: Ms. Guranda Kartvelishvili , Project Administrative and Financial Officer, UNDP-GEF *Green Cities ISTBAR* Project (consultation #19)

### **Friday, September 8, 2017**

9:00 – 10:15 am: Professor Ketevan Goletiani, Dean of Logistics Faculty, Batumi Navigation Teaching University (consultation #20)

10:30 am – 12:00 pm: Ms. Gulo Surmanidze, Project Manager, Black Sea Eco Academy (consultation #21)

1:00 – 2:00 pm: Mr. Bada (tbc), Head of Economic Development Department, Kutaisi Municipality (consultation #22)

3:00 – 4:30 pm: Internal meeting of MTR team to discuss findings, including national consultant interviews with ordinary citizens (interviews written up as consultation #23)

5:00 – 6:30 pm: Mr. Tite Aroshidze, Project Manager, Institute of Democracy, and consultant involved in design of project and A+S work (consultation #24)

### **Saturday, September 9, 2017**

11:00 am – 3:00 pm: Mr. Lasha Nakashidze, Project Manager, UNDP-GEF *Green Cities ISTBAR* Project

4:00 – 5:00 pm: Site visits with Mr. Lasha Nakashidze including proposed site of tourist park and ride lot (north), intra-city bus terminal and parking lots sites (north and south), and main two corridors (Chavchavadze and Gorgiladze).

5:00 – 6:30 pm: Mr. Lasah Nakashidze, Project Manager, UNDP-GEF *Green Cities ISTBAR* Project

### **Sunday, September 10, 2017**

Travel from Batumi to Tbilisi by train.

### ***Tbilisi***

### **Monday, September 11, 2017**

11:00 am – 12:00 pm: Mr. Gizo Chelidze, Head of the Integrated Management Department (Water, Air, Land, Climate Change), Ministry of Environment and Natural Resources (MoENR) (consultation #27)

12:00 pm – 1:00 pm: Mr. Grigol Lazrievi, Head of Climate Change Division, MoENR (consultation #28)

12:30 pm – 1:00 pm: Ms. Nino Tkhillava, GEF Focal Point, MoENR (consultation #29)

2:00 pm – 3:00 pm: Mr. Gogita Gvenetadze, Deputy Head of Transport and Logistics Development Policy Department, Ministry of Economy and Sustainable Development (consultation #30)

3:15 pm – 4:15 pm: Internal meeting of MTR team regarding MTR recommendations

4:30 pm – 5:30 pm: Tbilisi City Hall's Department of Urban Transport: (1) Head, (2) Mr. Malkhaz Tchampuridze, Deputy Head, and (3) one other team member (consultation #31)

## **Tuesday, September 12, 2017**

10:00 am – 12:00 pm: Mr. Michael Saunders, *Green Cities: ISTBAR* Project Chief Technical Advisor (consultation #32)

12:00 – 2:00 pm: Mr. Girogi Gigauri, GIS and Transport Modelling Specialist, and Mr. Zurab Beradze, both of A+S Georgia (consultation #33)

2:00 – 4:00 pm: Mr. Gela Kvashilava, Chairman, Partnership for Road Safety (consultation #34)

4:00 – 5:00 pm: Ms. Tea Melikadze, Associate Banker, Infrastructure and Energy, EBRD (consultation #35)

## **Wednesday, September 13, 2017**

5:00 – 6:00 pm: Ms. Tea Papuashvili, Associate Project Analyst, Georgia Resident Mission, Asian Development Bank (by telephone) (consultation #36)

6:00 – 7:30 pm: Mission Debriefing with UNDP Georgia Country Office: Mr. Shombi Sharp, Deputy Resident Representative; Ms. Natia Natsvlishvili, Assistant Resident Representative, and Ms. Nino Antadze, Environment and Energy Team Leader (consultation #37)

## **3. Post-Mission**

### **Tuesday, September 19, 2017**

9:30 – 10:45 am Dallas time: Mr. John O'Brien, Regional Technical Advisor (RTA)/ UNDP-GEF Regional Head, Climate Change Mitigation, Europe and CIS Region, UNDP-GEF and UNDP Bureau for Policy and Programme (by Skype and with Mr. Lasha Nakashidze, Project Manager, UNDP-GEF Green Cities ISTBAR Project ISTBAR) (consultation #38)



**Thursday, September 21, 2017**

12:00 – 1:15 pm Dallas time: Mr. Daniel Wolf, Team Leader for Batumi Integrated Sustainable Urban Transport Plan, A+S GmbH (by Skype) (consultation #39)

**Friday, September 22, 2017**

8:30 – 10:00 am Dallas time: Mr. Roland Wong, International Consultant for Design of the *Green Cities ISTBAR* Project Document and for Project Inception (by Skype) (consultation #40)

## Annex 2. Preliminary Outline of Scope of Work of Communications/ Marketing Expert

**Introduction:** The *UNDP-GEF Green Cities: Integrated Sustainable Urban Transport in Batumi and Adjara Region* (“ISTBAR”) project is a four-year project now entering its third year. During the first two years, the project developed a detailed sustainable urban transport plan (SUTP) for Batumi. The goal of the plan is to reduce congestion, reduce greenhouse gas emissions (GHGs) and local air pollution, increase the mobility of local residents and visitors, and improve the quality of life and attractiveness of Batumi as a tourist destination. The SUTP consists of several key elements including: (1) parking restriction; (2) institution of high hourly parking fees in city center to discourage car use and reduce congestion; (3) bus route optimization to reduce duplication of bus routes; (4) development of two main transit corridors that include bus rapid transit lanes (bus lanes that do not allow other vehicles) with smart traffic lights catering to the buses, with mini-buses not being allowed to enter the corridors; (5) two bus transfer terminals, one at each end of the main transit corridor; (6) three intra-city multi-level parking lots (two may be adjacent to the two bus terminals); (7) two tourist park and ride lots just outside of town; (8) extension of bicycle trails within the city; and (9) strategies for promoting electric taxis.

The project now faces the critical juncture of moving from planning to implementation of its Batumi SUTP. Among the many proposed measures, the most critical for implementation, in terms of potential impact, are the parking restrictions and institution of high hourly parking fees, along with improvement of public transit (bus route optimization, rapid bus transit lanes in key corridors, and the two bus terminals) to offer an alternative to citizens in the face of higher parking fees and more limited parking spaces. In order for these key aspects of the SUTP to be implemented, the new mayor and new city council (to be elected at the end of October 2017) will need to have the political will to adopt needed measures, despite the inconvenience they may bring to citizens fond of driving their vehicles and parking in city center. Public opinion has significant influence on political will to implement the SUTP. Further, once implemented, public mindset with regard to public transportation versus driving one’s own car will be important in determining the success of measures. Thus, the project aims to influence public opinion and public mindset and seeks an expert in these areas to assist in achieving the desired influence.

**Scope of work of communications and marketing expert:** The project seeks a communication and marketing expert to carry out the following tasks:

- Liaise closely with the project management team to understand the technical content of the project and its priorities and needs with regard to public opinion and public mindset change
- Design public outreach campaign for City of Batumi with two main objectives:
  - Influence the majority of residents of Batumi to support implementation of the Batumi SUTP
  - Change the mindset of Batumi residents from that of “cars are cool” to that of “taking public transportation and walking and biking is cool,” so that residents will be willing to leave their cars at home and use other means to get around city center.

- Include in the design of the public outreach campaign, consideration of and, as relevant, design of various subcomponents:
  - Media campaign, including outreach to journalists
  - Social media campaign
  - Outreach to schools
  - Outreach to residential complexes
  - Public events
  - Public postings around town
  - Citizen meetings
  - Batumi SUTP website
  - Other subcomponents to be agreed with the project management team
- Include in the design an estimate of Batumi residents that will be reached by each subcomponent. The design should target that a strong majority of Batumi residents (at least 75 percent) are reached by multiple types of public outreach.
- Liaise with the project management team, city council, city hall, and mayor's office to determine the most effective subcomponents to include in the public outreach campaign
- Design a psychological strategy for changing citizen mindset about the attractiveness of taking public transport, walking, and biking, as compared to driving
- Prepare content for each of the agreed upon subcomponents of the public outreach campaign. This will include text content, drawings as needed, and video content if relevant
- Play a key role in implementation of the public outreach campaign as follows:
  - Conduct critical outreach with journalists, TV stations, radio stations, social media personas and other key influencers of public opinion
  - Work together with Batumi City Hall PR Department to implement the public outreach campaign. The communications/ marketing expert in this regard will provide guidance, direction, and advising to the City Hall team.
- Once implementation has begun, report back to the project team monthly with estimates of the number of persons reached by each subcomponent of the public outreach campaign. Make suggestions for course correction of the design of the outreach campaign as needed. Ensure that the target of "multiple hits" for 75 percent of Batumi residents is achieved.

*Note:* While planning the subcomponents of the public outreach campaign will be a critical aspect of this assignment and basis for the other work of the assignment, it is envisioned that the bulk of the expert's time will be dedicated to preparing specific opinion-influencing and mindset-changing content for the campaign and working on implementation of the campaign. Time spent on implementation will include liaising with the press and social media channels and working with City Hall PR Department on carrying out various sub-components of the plan.

**Level of effort:** The level of effort is expected to be roughly 100 work days over nine months or approximately 50 percent time over the period. Roughly 10 days will be spent on designing the plan and its subcomponents and liaising with the project team and other stakeholders to gain their input on the plan. Roughly 40 days will be spent on designing content and the other 50 days will be spent on implementation including outreach and working with the City Hall PR Department on implementation. Given the urgency of influencing public opinion in order to impact political will of Batumi decision makers to adopt the SUTP, it is envisioned that work towards the beginning of the contract (first few

months) will be especially concentrated and will be focused on the first of the assignment's two main objectives.

**Desired background of expert:** Experience in planning and carrying out public outreach campaigns. Experience with the psychology of communications/ marketing and effectuating mindset change. Proven track record in liaising with the press, conducting social media campaigns, effectuating mindset change, and creating attractive content. Experience and extensive contacts in Batumi will be viewed favorably.

**Possible extension for additional work:** Based on needs of the project, an extension of the number of days of work in the contract may be discussed for carrying out additional work in other areas of communication and marketing needs of the project. These other areas may include:

- Design and launching of a website on sustainable urban transport in Georgia generally. The website may include a function for discussion on various "hot topics." It will also host all documents prepared under the project.
- National level public awareness raising campaign on sustainable urban transport: design of campaign, preparation of content, and implementation of campaign. This work will be coordinated with the project's national work, which seeks to develop a national institutional mechanism, working group, strategy, action plan, and financing mechanism for sustainable urban transport in all Georgian cities of around 40,000 persons or more.
- Support of project in promoting its successes in the media and on social media within Georgia and on international Green City platforms.

## Annex 3. Current Situation in Georgia with Regard to Parking Fines and their Collection

**Overview:** Parking fines and their collection in Georgia are a complex topic. Some critical basic background is that patrol police fine vehicles that obstruct traffic flow when parked in an inappropriate place. (Note: This is not officially classified as a parking violation.) Patrol police can impose fines for impeding traffic flow in all municipalities across the country. In addition, two municipalities, Tbilisi and Batumi, can impose and collect fines for other types of parking violations, such as lack of payment of parking fee or parking in places where parking is not allowed. Other municipalities cannot impose such fines. The tools in the hands of the patrol police to fine and collect fines for parking that obstructs the flow of traffic are far superior to the tools of these two municipalities, Tbilisi and Batumi, in imposing and collecting fines for other types of parking violations. Further, the amounts that the municipalities are able to collect are relatively low (and much lower than what the patrol police can collect), also rendering their work in this area less effective. Tbilisi has moved further ahead than Batumi, however, in developing a system for collecting municipal parking violation fines. It has subcontracted this work to a company that uses registered letters (letters that require a signature) for fine collection. Yet, it is recognized that this approach is relatively cumbersome. As noted in the recommendations, there is a need both for national policy improvement with regard to municipal parking fine collection and for improved capacity in Batumi to collect such fines. At the national level what is needed for Batumi and Tbilisi is a much higher maximum level for parking fines and a less cumbersome process for the municipality to collect fines. And, other municipalities also need to be able to impose and collect parking fines in the first place. In Batumi, there is in addition a need for capacity building of its Transport Infrastructure Agency to issue parking violations and collect fines. More details on the situation of fines for parking violations are given below.

**Rights of municipalities to impose fines for parking violations:** According to the *Administrative Offence Code of Georgia*, at this time only Tbilisi and Batumi can collect parking fees and also fine drivers if they violate parking rules. Nevertheless, Kutaisi has found an indirect way to regulate parking in the city. In the project's national component, a key topic is to amend relevant national laws to allow all municipalities to regulate parking, collect parking fees, and effectively fine for parking violations. In addition to extending these rights to other cities, the MTR team recommends improvement of these rights for those cities that already have them (Tbilisi and Batumi). Indeed, the national work is also looking to either allow cities to define the maximum parking fine on their own (the current maximum set at the national level by the *Administrative Offences Code of Georgia* is only 10 GEL), or at least have a higher maximum set at the national level. The MTR team believes this increase of the maximum fine is very important to the success of the Batumi demo. Further, there is need for increased flexibility in the means the municipalities may use for collecting parking fines.

**Difference in role of patrol police and municipalities in issuing parking tickets and institutional structure for parking tickets in Tbilisi and Batumi:** To be semantically correct, patrol police do not issue "parking tickets." Instead, they can issue fines for parked cars that impede traffic flow. Parking tickets for violation of parking rules, which are designated by the city, are issued by city personnel (or contracted parties), not by the patrol police. In the case of Batumi, implementation is by the Transport

Infrastructure Agency. In the case of Tbilisi, it is by the private company City PARK, which has a long-term concession with Tbilisi City Hall. If Tbilisi did not have this concession, it might dedicate a sub-department or municipal agency similar to Batumi's to issue tickets through municipal personnel.

As examples: If a car parks in a parking spot in Batumi and has not paid the parking fee, the municipal parking inspector can issue a parking ticket for a maximum of 10 GEL. If a car parks over a bicycle lane in Batumi, the municipal parking inspectors can tow the car to a designated lot and the fee will total a maximum of 40 GEL, including 10 GEL for the parking ticket and 30 GEL for the towing costs. If a car parks on Chavchavadze Avenue in a traffic lane so that it becomes an obstacle of traffic flow, the patrol police can issue a fine (which is not considered a parking ticket) for violating traffic laws for up to a maximum amount of 200 GEL.

The method of the patrol police for collecting fines is considered more efficient and effective than that of the municipalities. The patrol police have a special database, in which all the fines for the individual person are kept. Any driver can access his account and find information about the fines he owes. Some have suggested that if the municipalities could become part of this database approach, their system for collecting parking fines would become less cumbersome. On the other hand, other stakeholder indicate Batumi Infrastructure Agency also has a database that can be accessed by drivers online. Yet, at present, the best method for the municipalities to collect fines is the sending of a registered letter to the persons registered address that requires signature upon receipt. This has a cost to the municipality (or parking company) of 2.5 GEL for trying to collect a maximum 10 GEL fine. The patrol police have recently also been allowed to take photos of offending vehicles as evidence, but according to some this approach cannot be used by the municipalities in the same way the patrol policy use it, though some indicate Batumi Infrastructure Agency also takes photos and incorporates these into its database.

**Implementation in Batumi versus Tbilisi:** MTR findings suggest that implementation of municipal parking fines is stronger in Tbilisi than in Batumi. Batumi has the right to regulate parking, design its own parking rules, collect parking fees, and issue tickets for violations. The Batumi Transport Infrastructure Agency can tow cars in certain cases; and has two tow trucks and a specialized lot to where vehicles can be towed. They have a sub-department for parking inspectors and tow truck drivers. Yet, the MTR team found that drivers in Batumi have limited incentive to pay parking tickets. Less than half of parking tickets are paid; and there is a declining trend in payments. Data provided by the Infrastructure Company to A+S in early October 2016 are as follows: In 2014, there were 70,025 parking fines and 33,551 paid. In 2015, there were 64,915 parking fines and 26,096 were paid. In 2016, there were 71,149 parking fines and 16,150 paid (up to October)

Tbilisi, where parking is handled by a private company, reportedly has a higher level of payment of parking fees and fines. The approach in Tbilisi, however, reflects the cumbersome issue that Georgia requires some kind of "acknowledgement" by the fined person of receiving the notice of the fine before they are liable to pay it. In Tbilisi, if you are nearby your car when ticketed, the ticket will be handed directly to you and your signature requested. If you are not around, the ticket will be left on your car windshield; and the parking company will also send a copy of that ticket to your permanent address through Georgia Post, which will require your signature upon receipt. So, once you sign for receipt, you are held liable for paying the parking ticket amount of up to 10 GEL within 30 days. If you do not pay it in due time, your fine will increase up to a maximum of 150 GEL, payable within another

30 days. If you do not pay even this amount, then information is provided to the National Bureau of Enforcement, which can confiscate your car on behalf of the parking company and sell it to cover ticket amounts.

# Annex 4 Document Review

## **1. Project Design and Description Documents**

- Project Document
- Request for CEO Endorsement of Medium Sized Project
- PIF (project concept document)
- GEF review comments
- responses to GEF comments
- Inception Report
- UNDP website description of project

## **2. Minutes of Project Executive Board Meetings**

- Dec. 22, 2015
- Sept. 23, 2016
- June 9 2017

## **3. Minutes of Workshops and Other Meetings**

- April 2017 Batumi Workshop (presenting A+S work)
- May 2017 Batumi Workshop (presenting A+S work)
- June 2017 Batumi Workshop (presenting A+S work)
- July 26, 2017 Meeting with Adjara municipalities about Adjara work
- Inception Workshop – Dec. 22, 2015
- May 19, 2017 National Working Group

## **4. Progress Reports and other PM and Progress Documentation**

- 2016 Progress Report
- 2017 Progress Report
- Sept. 2017 presentation by PM
- Sept. 2017 PIR

## **5. Reports by CTA**

- 1<sup>st</sup> mission report
- 2<sup>nd</sup> mission report
- 3<sup>rd</sup> mission report
- 4<sup>th</sup> mission report
- 5<sup>th</sup> mission report
- Report on GHG emissions monitoring
- Report on financing of SUT in Georgia and relevant institutional structure
- Report on lessons learned at time of mid-term review
- Report on cities suitable to SUTs

## **6. Interviews Carried out by A+S in Batumi in October 2016**

- 14 interview reports



## **7. National SUT Strategy Documents by Partnership for Road Safety and Move Mobility**

- Inception Report
- Stakeholder Analysis
- Analysis of Current Status of Transport System
- Legal and Regulatory Framework Analysis
- Best International Practices and Lessons Learned
- National Policy and Strategy Framework – First Working Version
- Interim Report

## **8. Batumi SUTP by A+S**

- Transport Data Collection and Transport Model
- Public Transport Optimization and Sustainable Pilot Corridor Scenario
- New Parking Strategy and Policy for Batumi
- Functional Plan for Sustainable Urban Transport Corridors
- Integrated, Safe, and Expanded Bicycle Network for Batumi
- Integrated Sustainable Urban Mobility Plan for Batumi
- Electric Taxi Plan for Batumi
- Progress Report 1
- Final Progress Report

## **6. TORs**

- TOR for Batumi SUTP work, feasibility studies, and functional plans
- TOR for national SUT action plan
- TOR for awareness raising in Batumi
- TOR for PMU communications specialist

# **Annex 5. Project Workshops and One-on-One or Small Group Meetings Organized by the Project Team**

Note: Main information below compiled by PM at request of MTR team, which then reviewed, edited, and made a few revisions and additions.

## **Inception Phase - 2015**

A. High Level Workshop in Batumi (September 25, 2015) including Minister of Environment and Natural Resources Protection of Georgia, Deputy Resident Representative and Assistant Resident Representative of UNDP CO, Governor of Adjara, Mayor of Batumi, and Batumi City Council members (around 40 participants in total)

B. Twelve individual meetings by PM with local and regional stakeholders to discuss project document, project strategy, check baseline, identify any adaptive management needs, critical issues to be considered for inception project, weak points in project design, etc.

1. Mayor of Batumi
2. Deputy Chairman of Batumi City Council
3. Head of Financial-Economic Committee of Batumi City Council
4. Head of Urban Transport Department at Batumi City Hall
5. Head of Batumi Bus Company
6. Head of Batumi Transport Infrastructure Agency
7. Chairman of Adjara Tourism Department
8. Head of International Relation Department at Adjara Government
9. Head of Economic Development Department at Ministry of Finance and Economy of Adjara
10. Institute of Democracy (NGO)
11. Civil Society Institute (NGO)
12. Head of Climate Change Directorate at Ministry of Environment and Natural Resources Protection of Georgia

C. Inception Workshop (December 22, 2015, around 40 participants total)

## **Batumi and Adjara Work - 2016 Planning and Batumi SUTP Work**

D. Thirteen individual meetings by PM and CTA with local and regional stakeholders to discuss with them draft Term of Reference for Batumi component, and main outputs for Batumi Component, implementation modality, and to check need the possibility of work for replication in other Adjarian municipalities, etc.

1. Mayor of Batumi
2. Deputy Chairman of Batumi City Council
3. Head of Financial-Economic Committee of Batumi City Council
4. Deputy Head of Economic Policy Department and National Project Director

5. Head of Urban Transport Department at Batumi City Hall
6. Head of Batumi Bus Company
7. Head of Batumi Transport Infrastructure Agency
8. Head of Urban Planning and Architecture Department at Batumi City Hall
9. Chairman of Adjara Tourism Department
10. Institute of Democracy (NGO)
11. Civil Society Institute (NGO)
12. Governor of Keda Municipality
13. Governor of Kobuleti Municipality

E. Fifteen individual meetings by A+S Consult GmbH and PM with local and regional stakeholders to discuss with them the detailed work plan of the consulting company, discuss the expectations of main stakeholders, check once again outputs and deliverables to be produced by consulting company, ensure in advance that all stakeholders demonstrate readiness to be involved in all planned workshops and provide feedback, etc.

1. Mayor of Batumi
2. Chairman of Batumi City Council
3. Deputy Chairman of Batumi City Council
4. Head of Financial-Economic Committee of Batumi City Council
5. Head of Urban Transport Department at Batumi City Hall
6. Head of Batumi Bus Company
7. Head of Batumi Transport Infrastructure Agency
8. Head of Urban Planning and Architecture Department at Batumi City Hall
9. Head of Spatial Planning and Urban Development Department at Ministry of Finance and Economy of Adjara
10. Dean of Logistics Faculty at Batumi Navigation Teaching University
11. Deputy Chairman of Adjara Chamber of Commerce and Trade
12. Intellect (NGO)
13. Civil Society Institute (NGO), Equal Rights (NGO), and Rights of Disabled People (NGO)
14. Chairman of Adjara Tourism Department
15. Directors of 4 private operators of mini-buses in Batumi

F. Meeting by UNDP and Project Team with the Mayor of Batumi (including PM, CTA, UNDP CO Energy and Environment Team Leader, and Regional Technical Adviser from Istanbul Regional Hub)

G. Batumi Great Vision Workshop (October 11, 2016) including Mayor of Batumi, Chairman of Batumi City Council, Deputy Minister of Finance and Economy of Adjara, Members of Batumi City Council (around 30 persons attended)

H. Workshop in Batumi on A+S Transport Model and Survey (November 21, 2016); presentations on Batumi Transport Demand Model and Household Mobility Survey Results (around 46 persons attended)

## **Batumi and Adjara - 2017 Planning and Batumi SUTP Work**

I. Workshop in Batumi to present A+S results (scheduled for March 13, but postponed to April 3, 2017 due to public riot in Batumi); presentation of Batumi new parking policy and strategy, bus network optimization scenarios, BRT corridor scenarios, and draft ISUMP for Batumi (around 44 persons attended)

J. Public discussion on A+S results (May 5, 2017); presented and discussed Batumi parking policy and strategy, bus optimization study, and draft ISUMP (around 30 persons attended)

K. Workshop in Batumi on A+S results (June, 9 2017); presentation of engineering designs of various outputs, electric taxi study, bike optimization study, and final ISUMP of Batumi (around 50 persons attended)

L. Workshop / working meeting in Batumi on broader Adjara work (July 27, 2017); group discussion with the representatives of all six Adjara municipalities and Adjara Government Administration on options for extension of sustainable transport work to other municipalities of Adjara (10 participants)

M. Four individual meetings by PM and CTA on the topic of options for extension of sustainable transport work to other Adjara municipalities

1. Head of Spatial Planning and Technical Supervision Department at Ministry of Finance and Economy of Adjara
2. Representatives of Adjara Tourism Department
3. Deputy Chairman of Batumi City Council
4. Head of Financial-Economic Committee of Batumi City Council

## **National Work – 2017 Planning**

N. High Level Inception Workshop for National Work in Tbilisi (February 28, 2017) including Minister of Environment and Natural Resources of Georgia, Resident Representative of UNDP Georgia, Deputy Mayor of Tbilisi, Members of Georgian Parliament, etc. (around 50 participants attended) to kick-off the process of developing *National Strategy and Policy Framework on Sustainable Urban Transport in Georgia*

O. Meeting by Project Team with the Head and Deputy Head of Transport and Logistics Department at Ministry of Economy and Sustainable Development of Georgia to discuss their readiness for leading the process of developing *National Strategy and Policy Framework on Sustainable Urban Transport in Georgia* and being the final owner of the document

P. Workshop (working meeting of national working group) in Tbilisi (May 19, 2017) to present and discuss diagnostic reports on urban transport conditions in Georgia, legal and institutional gaps and challenges, and best international practices to Georgia. In the second half, attendees were split up into three thematic working groups to lay down main ideas for strategy and policy document (vision, objectives, recommendations, institutional framework, financial mechanisms, amendments in legislation, etc.) (around 46 participants attended)

Q. Workshop (working meeting of national working group) in Tbilisi (July 24, 2017) to present and discuss the draft *National Strategy and Policy Framework on Sustainable Urban Transport in Georgia* (around 46 participants attended)

R. Meeting with the representatives of Prime-Minister's office of Georgia by UNDP CO and Project Team to agree on how further proceed with the process of finalizing and validating *National Strategy and Policy Framework on Sustainable Urban Transport in Georgia*.

## **Project Executive Board Meetings - 2015-2017**

S. 3 Project Executive Board meetings

## **Other – 2015-2017**

T. About 20 presentations by PM at non-project events at national, regional, and local levels

U. Many internal meetings and Skypes of PM with consultants and CTA

V. Non-formal working group meetings of Batumi Municipality organized by PM

W. Technical meetings with A+S Consult and different Batumi stakeholders to gather data and check baseline and ideas for planned Batumi work

## **Annex 6. Links to Media and Social Media Coverage of the Project**

Note: This information is taken from the Project's 2017 PIR are reformatted for use in this report.

### **UNDP CO Web-Page**

Sep 25, 2015

<http://www.ge.undp.org/content/georgia/en/home/presscenter/pressreleases/2015/09/25/discussion-on-sustainable-development-goals-kicks-off-in-georgia-.html>

Nov 21, 2016

[http://www.ge.undp.org/content/georgia/en/home/presscenter/pressreleases/2016/11/21/batumi\\_transport\\_model.html](http://www.ge.undp.org/content/georgia/en/home/presscenter/pressreleases/2016/11/21/batumi_transport_model.html)

Feb 28, 2017

<http://www.ge.undp.org/content/georgia/en/home/presscenter/pressreleases/2017/02/28/georgia-will-develop-national-strategy-of-sustainable-urban-transport-/>

May 19, 2017

<http://www.ge.undp.org/content/georgia/en/home/presscenter/pressreleases/2017/05/19/national-discussion-about-sustainable-urban-transport-kicks-off.html>

### **UNDP CO Facebook Page**

May 19, 2017

<https://www.facebook.com/UNDPGeorgia/posts/1338831692831490>

Mar 6, 2017

<https://www.facebook.com/UNDPGeorgia/posts/1263163950398265>

Feb 28, 2017

[https://www.facebook.com/pg/UNDPGeorgia/photos/?tab=album&album\\_id=1258269977554329](https://www.facebook.com/pg/UNDPGeorgia/photos/?tab=album&album_id=1258269977554329)

Feb 28, 2017

<https://www.facebook.com/UNDPGeorgia/posts/1258335270881133>

Feb 7, 2017

<https://www.facebook.com/UNDPGeorgia/posts/1239527549428572>

Dec 30, 2016

<https://www.facebook.com/UNDPGeorgia/posts/1203579399690054>

Nov 21, 2016

[https://www.facebook.com/pg/UNDPGeorgia/photos/?tab=album&album\\_id=1167816116599716](https://www.facebook.com/pg/UNDPGeorgia/photos/?tab=album&album_id=1167816116599716)

Oct 17, 2016

[https://www.facebook.com/pg/UNDPGeorgia/photos/?tab=album&album\\_id=1130543060327022](https://www.facebook.com/pg/UNDPGeorgia/photos/?tab=album&album_id=1130543060327022)

Dec 28, 2016

<https://www.facebook.com/UNDPGeorgia/posts/941054429275887>

## **Batumi City Hall Website**

Jun 9, 2017

<http://batumi.ge/ge/index.php?page=shownews&id=3705>

Apr 3, 2017

<http://batumi.ge/ge/index.php?page=shownews&id=3554>

Nov 21, 2016

<http://batumi.ge/ge/index.php?page=shownews&id=3278>

Oct 11, 2016

<http://batumi.ge/ge/index.php?page=shownews&id=3199>

Dec 22, 2015

<http://batumi.ge/ge/index.php?page=shownews&id=2422>

Sep 25, 2015

<http://batumi.ge/ge/index.php?page=shownews&id=2287>

## **Batumi City Council Webpage**

Jun 9, 2017

[http://batumicc.ge/index.php?lang=1&page=menu&type=1&obj\\_id=719](http://batumicc.ge/index.php?lang=1&page=menu&type=1&obj_id=719)

Apr 4, 2017

[http://batumicc.ge/index.php?lang=1&page=menu&type=1&obj\\_id=688](http://batumicc.ge/index.php?lang=1&page=menu&type=1&obj_id=688)

Nov 21, 2016

[http://batumicc.ge/index.php?lang=1&page=menu&type=1&obj\\_id=633](http://batumicc.ge/index.php?lang=1&page=menu&type=1&obj_id=633)

Oct 11, 2016

[http://batumicc.ge/index.php?lang=1&page=menu&type=1&obj\\_id=621](http://batumicc.ge/index.php?lang=1&page=menu&type=1&obj_id=621)

Oct 5, 2016

[http://batumicc.ge/index.php?lang=1&page=menu&type=1&obj\\_id=620](http://batumicc.ge/index.php?lang=1&page=menu&type=1&obj_id=620)

## **Local, Regional and National TV and Radio**

Jun 16, 2017

<https://www.facebook.com/AjaraTV/videos/1370144176395138/>

Jun 9, 2017

<http://ajaratv.ge/news/ge/16337/momavlis-satransporto.html>

<http://tv25.ge/news.php?lang=ge&id=2333>

May 20, 2017 - Maestro TV Show “No Time to Sleep”

<https://www.youtube.com/watch?v=p91tNwkjftQ>

May 5, 2017

<http://ajaratv.ge/news/ge/15008/satransporto--qaosi-.html.html>

<http://tv25.ge/news.php?lang=ge&id=1848>

April 15, 2017

<http://1tv.ge/ge/news/view/157166.html>

April 3, 2017 - Maestro TV Show “No Time to Sleep”

<https://www.youtube.com/watch?v=n6NiajwCDgE>

April 3, 2017

<http://ajaratv.ge/news/ge/13585/parkirebis-problema-da.html>

<http://tv25.ge/news.php?lang=ge&id=1413>

Feb 28, 2017 - Radio “Tavisupleba”

<https://www.radiotavisupleba.ge/a/mdgradi-urbanuli-transporti-mcvane-qalaqebistvis/28337695.html>

Feb 28, 2017

<https://www.youtube.com/watch?v=GVYgZ4n4IRY>

Dec 28, 2016 - Adjara TV Show “#”

<https://www.youtube.com/watch?v=BX8nHJOm3uI>

[https://www.youtube.com/watch?v=GolbfDA69\\_o](https://www.youtube.com/watch?v=GolbfDA69_o)



Nov 21, 2016

<http://tv25.ge/oldnews.php?lang=ge&id=24361>

Oct 11, 2016

<http://ajaratv.ge/news/ge/6509/urbanuli--ganvitarebis.html.html>

<http://tv25.ge/oldnews.php?lang=ge&id=23637>

Jul 15, 2016

<http://ajaratv.ge/news/ge/3105/%EF%BF%BDbatumi-mtsvane-qalaqi%EF%BF%BD.html>

Sep 25, 2015

<https://www.youtube.com/watch?v=yyWXNWlrzD4>

<https://www.youtube.com/watch?v=xNrGMIUgIRU>

<https://www.youtube.com/watch?v=Vsnoe5d59Vk>

<http://1tv.ge/ge/news/view/107869.html>

## **Other Media (with dates)**

May 5, 2017

1. <http://marte.ge/ge/shekhvedra-temaze-integrirebuli-mdgradi-satransporto-ganvitareba-batumsa-da-acharis-regionshi/323>

2. [http://cce.ge/portal/alias\\_\\_CCE/newsid\\_\\_869/callerModID\\_\\_9034/tabid\\_\\_4609/default.aspx](http://cce.ge/portal/alias__CCE/newsid__869/callerModID__9034/tabid__4609/default.aspx)

Apr 3, 2017

1. <http://pia.ge/ka/post/112557-batumis-mdgradi-urbanuli-integrirebuli-gegmis-ganxilva-gaimarta>

2. <http://bpi.ge/index.php/batumshi-parkirebis-akhali-strategiis-gankhilva-iwyeba/>

3. <http://fortuna.ge/miti-daimskhvra-batumshi-velosipedit-titqmis-aravin-sargeblobs/>

4. <http://pia.ge/post/112557-batumis-mdgradi-urbanuli-integrirebuli-gegmis-ganxilva-gaimarta>

5. <http://www.nsp.ge/view.php?id=17286>

6. <http://batumelebi.netgazeti.ge/news/73961/#sthash.iGtYo00O.dpbs>

7. <http://iregions.ge/new/2760-batumis-mdgradi-urbanuli-integrirebuli-gegmis-gankhilva-gaimarta>

Feb 28, 2017

1. <http://www.newposts.ge/?l=G&id=133593-%E1%83%90%E1%83%92%E1%83%A3%E1%83%9A%E1%83%90%E1%83%A8%E1%83%95%E1%83%98%E1%83%9A%E1%83%98,%20%E1%83%A1%E1%83%A2%E1%83%A0%E1%83%90%E1%83%A2%E1%83%94%E1%83%92%E1%83%98%E1%83%94%E1%83%91%E1%83%98>

2. [http://commerciant.ge/?m=5&news\\_id=47743&cat\\_id=11](http://commerciant.ge/?m=5&news_id=47743&cat_id=11)

3. <http://www.info9.ge/sazogadoeba/166910-saqarthvelo-mdgradi-urbanuli-transportis-erovnul-strategias-sheimushavebs.html?lang=ka-GE>

4. <http://www.safedrive.ge/ge/%E1%83%94%E1%83%A0%E1%83%9D%E1%83%95%E1%83%9C%E1%83%A3%E1%83%9A%E1%83%98-%E1%83%9B%E1%83%93%E1%83%92%E1%83%A0%E1%83%90%E1%83%93%E1%83%98-%E1%83%A3%E1%83%A0%E1%83%91%E1%83%90%E1%83%9C%E1%83%A3%E1%83%9A%E1%83%98-%E1%83%A2%E1%83%A0%E1%83%90%E1>

%83%9C%E1%83%A1%E1%83%9E%E1%83%9D%E1%83%A0%E1%83%A2%E1%83%98%E1%83%A1-%E1%83%9E%E1%83%9D%E1%83%9A%E1%83%98%E1%83%A2%E1%83%98%E1%83%99%E1%83%98%E1%83%A1-%E1%83%A1%E1%83%90%E1%83%9B%E1%83%A3%E1%83%A8%E1%83%90%E1%83%9D-%E1%83%A8%E1%83%94%E1%83%AE%E1%83%95%E1%83%94%E1%83%93%E1%83%A0%E1%83%90/744

5. <http://borjomi.tv/arqivi/article/46-garemos-dacva/4510-saqarthvelomdgradiurbanulitransportiseroavnulstrategiassheimushavebs>

6. <http://www.interpressnews.ge/ge/sazogadoeba/420869-saqarthvelo-mdgradi-urbanuli-transportis-eroavnul-strategias-sheimushavebs.html?ar=A>

7. <http://www.cso.ge/view.php?type=news&slug=sqartvelo-sheimushavebs-mdgradi-urbanuli-transportis-eroavnul-strategias>

Sep 25, 2015

1. <http://batumelebi.netgazeti.ge/news/11801/#sthash.8ipowJRx.dpbs>

2. <http://newsday.ge/new/index.php/ka/component/k2/item/7411-%E1%83%90%E1%83%AD%E1%83%90%E1%83%A0%E1%83%90>

3. [http://sazogadoeba.ge/news.php?post\\_id=34399](http://sazogadoeba.ge/news.php?post_id=34399)

4. [http://www.regions.ge/3&newsid=52247&year=2015&position=news\\_main](http://www.regions.ge/3&newsid=52247&year=2015&position=news_main)

## **Others Media (undated)**

1. <http://primenewsgeorgia.ge/com/news/view/8728>

2. <http://fortuna.ge/batumshi-samarshuto-taqsebi-aghaz-imodzravebs-sacobebis-problema-zghvispiraqalaqshicaa/>

3. <http://batumelebi.netgazeti.ge/news/86289/#sthash.beeEJffp.TJqF0f50.dpbs>

4. <http://iglus.org/how-undp-supports-the-city-of-batum-in-greening-urban-transport-via-sustainable-public-transit/>

# Annex 7. Master Interview Template for MTR

## I. Cross-Cutting/ Big Picture

1. Overall relevance/ need for this project (suitability to Batumi and Georgia priorities; how innovative and different from what others are doing?)
2. Most major impacts/ accomplishments
3. Most major problems/ shortcomings
4. Overall quality of project
5. Baseline Situation (Aug. 2015) and changes from baseline (Sept. 2017) (key highlights)

## II. Outcome 1, Output 1.1: Batumi Plan

### *Outcome 1 - Overall*

1. Baseline situation related to Batumi IUST Plan: What was the situation when the project started in Aug. 2015? Changes from baseline (may be covered in 2-5 below)
2. Status of Batumi IUST Plan overall: Is plan drafted? Is it adopted?
3. Quality of Batumi IUST Plan: How is the quality of the plan?
4. Impact of Batumi IUST Plan: What is its impact? What is its potential impact?  
What was the level of stakeholder input? What is the level of attention from decision makers? What is the likelihood that the plan will be implemented?
5. Problems with IUST Plan and getting it drafted and adopted?
6. Attribution: IUST Plan: How much credit can the project take for the plan and its adoption?
7. Indicators: How many versions did the plan go through before adoption? (Target was 3) Can you think of a better indicator or is this one a good one?

### *Outcome 1, Output 1.1 – Specific activities*

8. Status of implementation individual Output 1.1 activities: Done? Relevance? Impact? Quality? What was baseline situation (Aug. 2015) and what are changes from baseline? Problems/Issues? Sustainability? Cost effectiveness? Level of stakeholder input? Attribution?
  - (1) Traffic data collection and analysis
  - (2) Computer traffic model
  - (3) Stakeholder consultations for city vision to use in model
  - (4) Integrated planning for target corridors
  - (5) Awareness raising
  - (6) Integration with spatial plans
  - (7) Action plan
  - (8) Business case / funding plan
  - (9) Analysis of sustainable transport to facilitate tourism sector
  - (10) GHG estimates
  - (11) Maintenance plan for public transit to maintain quality services
  - (12) Periodic stakeholder review of the plan throughout the project

### III. Outcome 2: Feasibility Studies and Functional Plans for SUT in Batumi

\*\*Clarification questions: What is the difference between the IUST Plan (Outcome 1) and the feasibility studies and functional plans (Outcome 2)? Also, how do you define the difference between feasibility studies and functional plans? And how do you define the difference between the feasibility studies of Output 2.1 versus the functional plans and feasibility studies of Outputs 2.2, 2.3, 2.4 and 2.5, which overlap in topical areas to a great extent?

#### *Outcome 2 - Overall*

1. Baseline situation related to Batumi SUT feasibility studies and functional plans: What was the situation when the project started in Aug. 2015? Had Batumi ever done such studies and plans before? Changes from baseline (may be covered in 2-5 below)
2. Status Batumi feasibility studies and functional plans overall: Have these been prepared? Have they been adopted or incorporated into plans for implementation?
3. Quality Batumi SUT feasibility studies and functional plans: How is the quality of these?
4. Impact Batumi SUT feasibility studies and functional plans: What is its impact? What is its potential impact?  
What was the level of stakeholder input? What is the level of attention from decision makers? What is the likelihood that the projects indicated by these studies and plans will be implemented?
5. Problems with getting these studies and plans drafted and adopted?
6. Attribution: Batumi feasibility studies and functional plans: How much credit can the project take for the plan and its adoption?
7. Indicators: How many feasibility studies? (target is 4) How many functional plans? (target is 2). Are these indicators/ targets appropriate?

#### *Outcome 2 – Specific activities*

8. Status of implementation individual Outcome 2 activities: Done? Relevance? Impact? Quality? What was baseline situation (Aug. 2015) and what are changes from baseline? Problems/Issues? Sustainability? Cost effectiveness? Level of stakeholder input? Attribution?

(1) Output 2.1 Feasibility study for SUT along Gorgiladze-Baratashvili-Chavachavadze Corridor Design of corridor including best international practices for the following and including environmental impact, business case, solid sources of financing, and scheduled action plan. (Outputs 2.2, 2.3, 2.4, and 2.5 also intermingled due to topical overlap and indicated by “->”.)

a. bus lanes

b. synchronized signals (for effective public transit)

c. consolidation of bus routes

d. park and ride lot (location and economics)

->functional plan for bus lanes, bus stops, synchronized signals, and park and ride lot (detailed engineering designs and implementation plan) (This is (2), Output 2.2.)

f. parking restrictions along corridor to improve traffic flow, esp. public transit

->feasibility study on Batumi’s overall parking strategy and policies (purpose to formulate parking strategy to encourage public transit. Design for parking meters and park and ride systems. Look at economic feasibility/ environmental impacts of park and ride lots.) (This is (3), Output 2.5).

e. multi-modal bus stops for transfers to feeder bus, rental bikes, pedestrian zones (location and forecast of passenger loads)

g. new CNG buses (maximizing fuel efficiency)

->feasibility study and procurement plan for procurement of CNG buses in Batumi ((i) identify CNG bus models that have best value for improving transit in the corridor, (ii) identify CNG bus models best for other priority corridors, (iii) prepare long term procurement plan for growth/ renewal of fleet to cleaner fuels – may include CNG station – USD5 million- might delay buses to after EOP) (This is (4), Output 2.3.)

h. increasing ridership through enhanced bus stops with bus locators, estimated wait times, convenient bike rental racks

->functional plan for expanded, integrated, safe bicycle network in old city area ((i)current situation of bicycle network and rentals, (ii) recommendations for increasing usage, (iii) detailed drawings to extend network beyond coastal zone to tourist and priority commercial areas and public transit stops, (iii) improved integration with existing bicycle paths in old city around City Hall and towards southeast areas (will include expanded network, improved visibility and connectivity, enforcement of bicycles RoW, racks near bus stops, ease of payment or rental)

i. enforcement, especially bus lanes and parking restrictions (This is (5), Output 2.4.)

j. consultations with affected stakeholders, especially bus drivers and mashrutka drivers (will be impacted, will need to address new roles for these operators when SUT implemented)

(6) Output 2.6 Feasibility study on hybrid electric or electric vehicles for taxi fleets. (Identify hybrid EVs and EVs that could be used to modernize and green public transport in Batumi. Costs and possible financing schemes. The City can then leverage investors for piloting and scale-up.)

#### **IV. Outcome 3: Investment in SUT Measures/ Successful Implementation along a Corridor**

##### *Outcome 3 - Overall*

1. Baseline situation related to investment in SUT measures in Batumi: What was the situation when the project started in Aug. 2015? Had Batumi done such investments before? Changes from baseline (may be covered in 2-5 below)

2. Status of SUT investments: Have these been confirmed? What is the likelihood that funding will be confirmed? Level of attention from stakeholders? Where is the money going to come from? Have investments been made? Timeline?

3. Quality of investments, if made already?

4. What is its impact of the SUT investments, if made already? What will be their potential impact if investments not yet made?

5. Problems in making investments happen?

6. Attribution: How much credit can the project take for SUT investments during the project, such as the electric buses?

7. Indicators: (i) km of corridor with improved/ dedicated bus lanes, restricted private car access, synchronized lighting, and improved access to public transport and bicycles (target is 2.2 km/ attribution?), (ii) average number of passengers per bus along improved corridor (baseline 50, target 80 – for 20-40 seat buses – attribution?), (iii) % increase in average speed of buses in corridor (target 25%) due to synchronized lighting, restriction of street parking, bus lanes, consolidation bus routes),

(iv) average number of cars parked in park and ride lots (target 25), (v) MJ energy saved by leaving cars in park and ride lots (target 13.6 million), (vi) km of bicycle network improved (target 6 km). Are these indicators/ targets appropriate?

### *Outcome 3- Specific Activities*

8. Status of implementation individual Outcome 3 activities: Done? Relevance? Impact? Quality? What was baseline situation (Aug. 2015) and what are changes from baseline? Problems/Issues? Sustainability? Cost effectiveness? Level of stakeholder input? Attribution?

(1) Output 3.1. Investment in improved traffic flow

a. investment in synchronization of lighting (at least three sets of traffic signals, including sensor technology for buses)

b. implementation of parking restrictions (parking spaces for visitors and residents affected; pavement of parking lots; installation of parking meters; park and ride facility)

(2) Output 3.2 Investment in improved public transit services (bus priority lanes 2x2.2 km; hardware for status boards, SMS, mobile aps; upgrading of bus stops – seating, lighting, shelter; incremental cost of CNG bus over diesel bus cost)

(3) Output 3.3 Investment in cycling network (construction/ rehab of 6.0 km of bike paths into old city as extension of paths to seashore – with better signage, dropped curbs, strictly enforced parking; provision of cycle parking at key nodes; increased access to rental esp. at bus stops; school campaign to promote cycling and Batumi cycling day)

(4) Output 3.4 Institutional mechanism for monitoring (and enforcement) carbon reductions from SUT measures in Batumi and to raise public awareness of SUT (for City of Batumi, best international practices for a proposed monitoring unit and policy mechanism for enforcement of bus lanes; traffic survey capabilities; dissemination of findings)

## **V. Outcome 4: Developed/ Adopted SUT Plans for Batumi, Other Achara Municipalities; and Other Georgia Municipalities**

Note: Output 1.2 (“adopted ISUTPs for other municipalities of Achara”) we’ll put here instead of under Outcome 1 as we are going to talk about plans for other cities.

\*\*Clarification Questions: What’s the difference between Output 4.2 and Output 1.2?

### *Outcome 4 - Overall*

1. Baseline situation related to SUT plans for other parts of Batumi, other municipalities in Achara and other cities in Georgia: What was the situation when the project started in Aug. 2015 and what is it in Sept. 2017? Had other cities in Achara? Changes from baseline (may be covered in 2-5 below)

2. Status of SUT plans, feasibility studies, and functional plans for other parts of Batumi, other cities in Achara, and other cities in Georgia? Has this started?

3. If so, quality?

4. Impact or potential impact?

5. Problems?

6. Attribution to project?

7. Indicators: Number of institutional mechanisms to support SUT and GUD development in Batumi, Achara, and Georgia (target is 1); number of feasibility studies and functional plans for SUT in Batumi and other Achara (target is 6); number of national SUT policies developed (start of project: 0; target: 6)

*Outcome 4 and Output 1.2 – Specific activities*

8. Status of implementation individual Output 1.2 and Outcome 4 activities: Done? Relevance? Impact? Quality? What was baseline situation (Aug. 2015) and what are changes from baseline? Problems/Issues? Sustainability? Cost effectiveness? Level of stakeholder input? Attribution?

(1). Output 1.2. Adopted ISUTPs for other municipalities in Achara: Will follow Batumi ISUTP and Achara spatial development plans. May include plans to improve intra or inter-city bus travel using CNG buses.

(2) Output 4.1 Institutional mechanism for promoting sustainable urban transport and green urban development (series of workshops and seminars for region and country – including 2 national workshops; dissemination of project knowledge products; institutional mechanism to support other cities in Georgia who wish to develop SUT and GUD plans through Covenant of Mayors, etc.)

(3) Output 4.2 Feasibility studies and functional plans for SUT measures in other Achara municipalities (for at least 3 other municipalities – include baseline energy consumption for transport, how to reduce it, cost estimates, matching of studies with investment)

(4) Output 4.3 National sustainable urban transport policies (coordinated by MoNREP – to support efforts for national government to develop SUT and GUD initiatives by its municipal governments; national policies to define SUT and GUD and provide modalities and financing mechanisms.

(i) Defining of SUT and GUD criteria for municipalities

(ii) Analyzing of existing regulatory system vis-à-vis SUT and GUD for municipalities

(iii) Identification of key strategic directions of national urban development policy with respect to SUT

(iv) Introduction of eco-standards in SUT development for municipal assets.

## **VI. Other Key Topics**

1. Sustainability of project results and replication potential: For the results so far and for the other intended results, how likely are they to have real long-term impact and be sustainable? What should the project do to ensure sustainability? How is the replication potential?

2. Project Design: What are the problems with project design not discussed already? What are the strengths? If you know about the project design process, who was involved? In particular, why does the project design target other cities in Achara, when now it is said they are too small? Also, was the project over-optimistic that municipal financing would come through?

3. Fit with national objectives/ national policy?

4. M&E and Log frame: Are the indicators reasonable? Are they the best way to assess results? What other M&E measures are there? Are they helpful?

5. Timeline and delays: What has been the timeline so far? What are major issues causing delays? What about recruiting and procurement process?

6. Cost efficiency and co-financing?

7. Management and implementation

- a. Institutional set up
- b. UNDP role
- c. PMU role
- d. Municipality of Batumi role
- e. Adjara Region role (not a formal “Responsible Partner”?)
- f. MoENRP role
- g. PEB effectiveness? How often do they meet?
- h. Problems in management? Solutions?

8. Gender: How are women involved in the project? How are they represented in sustainable transport generally?



## Annex 8. Data Requests (Request for Expenditure Data)

Note: The following request for expenditure data was provided by the MTR team to the project team during the MTR mission.

### Activity-Wise Expenditures by Component and Totals for Each Component

**Exhibit 1: Component 1 – Sustainable Urban Transport Plans: Batumi and Achara Region (USD)**

Aggregated activity	Expenditures to date (as of Sept. 6, 2017)
1. Traffic survey of Batumi	
2. Software for Traffic Modeling	
3. Batumi SUT Plan (A+S)	
4. SUT Plan for other municipalities or for Achara Region as a whole	
5. Workshops and Seminars related to the above	
6. Awareness Raising of Batumi Public	
Anything else we missed?	
Total spent in Component 1 to date	

**Exhibit 2: Component 2 – Specific Feasibility Studies and Plans for Batumi (USD)**

Aggregated activity	Expenditures to date (as of Sept. 6, 2017)
1. Corridor feasibility study and design	
2. Overall parking strategy for Batumi	
3. Park and ride lot feasibility studies	
3. Plans for bicycle paths in Batumi	
4. Workshops and Seminars related to the above	
Anything else we missed?	
Total spent in Component 2 to date	

**Exhibit 3: Component 3 – Investments in SUT Measures in Batumi (USD)**

Aggregated activity	Expenditures to date (as of Sept. 6, 2017)
1. SUT Traffic Lights	
2. Park and Ride Lots and Bus Terminals	
3. Bus Lanes	
4. Optimized Bus Routes	
5. Bike Trails	
6 Institutional Mechanism for Monitoring Carbon Emission	
7. workshops and seminars related to the above	
Anything else we missed?	
Total spent in Component 3 to date	

**Exhibit 4: Component 4 – Sustainable Transport Plans for Other Municipalities in Achara and Georgia (USD)**

<b>Aggregated activity</b>	<b>Expenditures to date (as of Sept. 6, 2017)</b>
1. National Level Institutional Mechanism for Supporting SUT	
2. National Level Framework for SUT	
3. Feasibility Studies for other Adjara Municipalities	
4. Workshops and seminars related to the above	
Anything else we missed?	
<b>Total spent in Component 4 to date</b>	

**Exhibit 5: Project Management (USD)**

<b>Aggregated category</b>	<b>Expenditures to date (as of Sept. 6, 2017)</b>
PMU staff salaries	
Office equipment	
Telecom	
Office rental	
Anything else we missed?	
<b>Total spent in Project Management to date</b>	

**Exhibit 6: Totals Spent to Date by Component (USD) – based on totals in each table above**

<b>Aggregated category</b>	<b>Expenditures to date (Sept. 6, 2017)</b>
Component 1: SUT Plans	
Component 2: Feasibility Studies and Functional Plans for Batumi	
Component 3: Investments in SUT in Batumi	
Component 4: Feasibility Studies and Functional Plans for other Adjara Cities.	
Project Management	
<b>Grand Total</b>	

# Annex 9. Rating Scales

Below, please find the rating scales used to determine: (1) progress towards results ratings (for objectives and outcomes and the project overall), (2) implementation ratings, and (3) sustainability ratings.

## 1. Progress towards Results Rating Scale for Objective, Outcomes, and Project Overall

Highly Satisfactory (HS): The objective/outcome is expected to achieve or exceed all its end-of-project targets, without major shortcomings. The progress towards the objective/outcome can be presented as “good practice”.

Satisfactory (S): The objective/outcome is expected to achieve most of its end-of-project targets, with only minor shortcomings.

Moderately Satisfactory (MS): The objective/outcome is expected to achieve most of its end-of-project targets but with significant shortcomings.

Moderately Unsatisfactory (MU): The objective/outcome is expected to achieve its end-of-project targets with major shortcomings.

Unsatisfactory (U): The objective/outcome is expected not to achieve most of its end-of-project targets.

Highly Unsatisfactory (HU): The objective/outcome has failed to achieve its midterm targets, and is not expected to achieve any of its end-of-project targets.

## 2. Project Implementation and Adaptive Management Rating Scale

Note: The rating scale is based on seven components which are given below the rating scale.

Highly Satisfactory (HS): Implementation of all seven components – management arrangements, work planning, finance and co-finance, project-level monitoring and evaluation systems, stakeholder engagement, reporting, and communications – is leading to efficient and effective project implementation and adaptive management. The project can be presented as “good practice”.

Satisfactory (S): Implementation of most of the seven components is leading to efficient and effective project implementation and adaptive management except for only few that are subject to remedial action.

Moderately Satisfactory (MS): Implementation of some of the seven components is leading to efficient and effective project implementation and adaptive management, with some components requiring remedial action.

Moderately Unsatisfactory (MU): Implementation of some of the seven components is not leading to efficient and effective project implementation and adaptive, with most components requiring remedial action.

Unsatisfactory (U): Implementation of most of the seven components is not leading to efficient and effective project implementation and adaptive management.

Highly Unsatisfactory (HU): Implementation of none of the seven components is leading to efficient and effective project implementation and adaptive management.

Seven components to which the above rating scale refers:

1. management arrangements
2. work planning
3. finance and co-finance
4. project-level monitoring and evaluation systems
5. stakeholder engagement
6. reporting
7. communications

### **3. Rating Scale for Sustainability**

Likely (L): Negligible risks to sustainability, with key outcomes on track to be achieved by the project's closure and expected to continue into the foreseeable future

Moderately Likely (ML): Moderate risks, but expectations that at least some outcomes will be sustained due to the progress towards results on outcomes at the Midterm Review

Moderately Unlikely (MU): Significant risk that key outcomes will not carry on after project closure, although some outputs and activities should carry on

Unlikely (U): Severe risks that project outcomes as well as key outputs will not be sustained

# Annex 10. UNEG Code of Conduct for Evaluators/ Midterm Review Consultants

## Evaluators/Consultants:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

## International MTR Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System:

Name of Consultant: Eugenia Katsigris

**I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.**

Signed at Dallas, Texas, USA (Place) on Dec. 6, 2017 (Date)

Signature: Eugenia Katsigris (electronic signature)

## National MTR Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System:

Name of Consultant: Ketevan Skhireli

**I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.**

Signed at Tbilisi, Georgia (Place) on Dec 7, 2017 (Date)

Signature: Ketevan Skhireli (electronic signature)

# Annex 11. Terms of Reference (TOR)

Note: This text is taken from the TOR issued by UNDP Georgia for the Green Cities ISTBAR MTR.

## 1. INTRODUCTION

This is the Terms of Reference (ToR) for the UNDP-GEF Midterm Review (MTR) of the full-sized project titled “Green Cities: Integrated Sustainable Transport for the City of Batumi and the Achara Region” (PIMS#4980) implemented through the UNDP, which is to be undertaken in 2017. The project started on 1st August 2015 (start date as indicated on signed Project Document) and is in its third year of implementation. In line with the UNDP-GEF Guidance on MTRs, this MTR process was initiated before the submission of the second Project Implementation Report (PIR). This ToR sets out the expectations for this MTR. The MTR process must follow the guidance outlined in the document Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects ([http://web.undp.org/evaluation/documents/guidance/GEF/mid-term/Guidance\\_MidtermReview\\_EN\\_2014.pdf](http://web.undp.org/evaluation/documents/guidance/GEF/mid-term/Guidance_MidtermReview_EN_2014.pdf)).

## 2. PROJECT BACKGROUND INFORMATION

The UNDP-GEF project, “Integrated Sustainable Transport for Batumi City and the Achara Region” (ISTBAR or Project) seeks to ensure that urban development in Georgia takes place with a green approach or in an environmentally sustainable manner. In particular, the Project is focusing on the transport sector, a priority sector of the Government of Georgia where GHG emissions are continuously rising. As Georgia’s leading tourist destination located on the Black Sea, the City of Batumi also has a strong interest in sustainable transport. Batumi has been chosen as the main partner for this Project due to its high level of GHG emissions from the transport sector, the active involvement of the city administration in green urban development, and the willingness and ability of the City to provide co-financing for full implementation.

The objective of this Project aside from assisting Batumi adopt a green approach to urban development, is to directly generate GHG reductions from sustainable urban transport demonstrations in Batumi and indirectly generate GHG reductions from regional and national policies on the urban transport that have been informed through the demonstration projects in Batumi.

The key to meeting this objective for Batumi is to holistically plan and implement number of sustainable transport measures centered in the old city where there will be higher visibility of such efforts. This heightened visibility will inform other municipalities of the Achara Region as well as other cities of Georgia on how to successfully reduce the carbon intensity of urban transport. Prior to implementing a pilot demonstration on sustainable urban transport measures, the Project will need to support the formulation of an integrated sustainable urban transport plan (ISUTP). The key to successfully implementing an ISUTP is careful preparation that adopts a holistic approach to all modes of urban transport that assesses their impacts on the City and determines their feasibility as an integrated urban transport system.

This objective will be met through addressing four main components of the project:

- i. The Integrated Sustainable Urban Transport Plans adopted in Batumi and the Ajara Autonomous Republic.
- ii. Feasibility studies and functional plans developed to reduce carbon intensity of urban transport.
- iii. Sustainable urban transport measures implemented along a selected corridor in the City of Batumi.
- iv. Feasibility studies and functional plans developed in other municipalities of the Ajara Autonomous Republic.

Total budget of the project is 1,133,000 USD. 853,000 USD from GEF and additional input of 280,000 USD from UNDP Georgia.

### **3. OBJECTIVES OF THE MTR**

The MTR will assess progress towards the achievement of the project objectives and outcomes as specified in the Project Document, and assess early signs of project success or failure with the goal of identifying the necessary changes to be made in order, to set the project on-track to achieve its intended results over the remainder of the project lifetime. The MTR will also review the project's strategy, its risks to sustainability. The main output of the MTR will be specific recommendations for adaptive management to improve the project over the second half of its lifetime.

### **4. MTR APPROACH AND METHODOLOGY**

The MTR must provide evidence based information that is credible, reliable and useful. The MTR team will review all relevant sources of information including documents prepared during the preparation phase (i.e. PIF, UNDP Initiation Plan, UNDP Environmental & Social Safeguard Policy, the Project Document, project reports including Annual Project Review/PIRs, project budget revisions, lesson learned reports, national strategic and legal documents, and any other materials that the team considers useful for this evidence-based review). The MTR team will review the baseline GEF focal area Tracking Tool submitted to the GEF at CEO endorsement, and the midterm GEF focal area Tracking Tool that must be completed before the MTR field mission begins.

The MTR team is expected to follow a collaborative and participatory approach<sup>19</sup> ensuring close engagement with the Project Team, government counterparts (the GEF Operational Focal Point), the UNDP Country Office(s), UNDP-GEF Regional Technical Advisers, and other key stakeholders.

Engagement of stakeholders is vital to a successful MTR.<sup>20</sup> Stakeholder involvement should include interviews with stakeholders who have project responsibilities, including but not limited to: UNDP, Project Manager and project team, International Chief Technical Adviser (International Consultant on Sustainable Transport), UNDP Georgia staff, UNDP Regional Technical Adviser on Climate Change Mitigation, executing agency, senior officials, key experts and consultants, Project Steering Committee (Board) members, project stakeholders, academia, Achara region and local government and CSOs, partner organizations and entities, etc. MTR team is expected to conduct mission to Batumi and Tbilisi.

The final MTR report should describe the full MTR approach taken and the rationale for the approach making explicit the underlying assumptions, challenges, strengths and weaknesses about the methods and approach of the review.

### **5. DETAILED SCOPE OF THE MTR**

The MTR team will assess the following four categories of project progress. See the Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects for extended descriptions.

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<sup>19</sup> For ideas on innovative and participatory Monitoring and Evaluation strategies and techniques, see UNDP Discussion Paper: Innovations in Monitoring & Evaluating Results, 05 Nov 2013.

<sup>20</sup> For more stakeholder engagement in the M&E process, see the UNDP Handbook on Planning, Monitoring and Evaluating for Development Results, Chapter 3, pg. 93.

## i. Project Strategy

### Project design:

- Review the problem addressed by the project and the underlying assumptions. Review the effect of any incorrect assumptions or changes to the context to achieving the project results as outlined in the Project Document.
- Review the relevance of the project strategy and assess whether it provides the most effective route towards expected/intended results. Were lessons from other relevant projects properly incorporated into the project design?
- Review how the project addresses country priorities. Review country ownership. Was the project concept in line with the national sector development priorities and plans of the country (or of participating countries in the case of multi-country projects)?
- Review decision-making processes: were perspectives of those who would be affected by project decisions, those who could affect the outcomes, and those who could contribute information or other resources to the process, considered during project design processes?
- Review the extent to which relevant gender issues were raised in the project design. See Annex 9 of *Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects* for further guidelines.
- If there are major areas of concern, recommend areas for improvement.

### Results Framework/Logframe:

- Undertake a critical analysis of the project's logframe indicators and targets, assess how "SMART" the midterm and end-of-project targets are (Specific, Measurable, Attainable, Relevant, Time-bound), and suggest specific amendments/revisions to the targets and indicators as necessary.
- Are the project's objectives and outcomes or components clear, practical, and feasible within its time frame?
- Is the project on track to achieve its global environmental benefits in terms of tones of CO<sub>2</sub> to be reduced (direct and indirect GHG emissions) as defined in the project document?
- Examine if progress so far has led to, or could in the future catalyse beneficial development effects (i.e. income generation, gender equality and women's empowerment, improved governance etc...) that should be included in the project results framework and monitored on an annual basis.
- Ensure broader development and gender aspects of the project are being monitored effectively. Develop and recommend SMART 'development' indicators, including sex-disaggregated indicators and indicators that capture development benefits.

## ii. Progress Towards Results

### Progress Towards Outcomes Analysis:

Review the logframe indicators against progress made towards the end-of-project targets using the Progress Towards Results Matrix and following the *Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects*; colour code progress in a "traffic light system" based on the level of progress achieved; assign a rating on progress for each outcome; make recommendations from the areas marked as "Not on target to be achieved" (red).

Table. Progress Towards Results Matrix (Achievement of outcomes against End-of-project Targets)

For table, please see: *Guidance for Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects*, 2013.

In addition to the progress towards outcomes analysis:



- Compare and analyse the GEF Tracking Tool at the Baseline with the one completed right before the Midterm Review.
- Identify remaining barriers to achieving the project objective in the remainder of the project.
- By reviewing the aspects of the project that have already been successful, identify ways in which the project can further expand these benefits.

### iii. Project Implementation and Adaptive Management

#### Management Arrangements:

- Review overall effectiveness of project management as outlined in the Project Document. Have changes been made and are they effective? Are responsibilities and reporting lines clear? Is decision-making transparent and undertaken in a timely manner? Recommend areas for improvement.
- Review the quality of execution of the Executing Agency/Implementing Partner(s) and recommend areas for improvement.
- Review the quality of support provided by the GEF Partner Agency (UNDP) and recommend areas for improvement.

#### Work Planning:

- Review any delays in project start-up and implementation, identify the causes and examine if they have been resolved.
- Are work-planning processes results-based? If not, suggest ways to re-orientate work planning to focus on results?
- Examine the use of the project's results framework/ logframe as a management tool and review any changes made to it since project start.

#### Finance and co-finance:

- Consider the financial management of the project, with specific reference to the cost- effectiveness of interventions.
- Review the changes to fund allocations as the result of budget revisions and assess the appropriateness and relevance of such revisions.
- Does the project have the appropriate financial controls, including reporting and planning, that allow management to make informed decisions regarding the budget and allow for timely flow of funds?
- Informed by the co-financing monitoring table to be filled out, provide commentary on co- financing: is co-financing being used strategically to help the objectives of the project? Is the Project Team meeting with all co-financing partners regularly in order, to align financing priorities and annual work plans?

#### Project-level Monitoring and Evaluation Systems:

- Review the monitoring tools currently being used: Do they provide the necessary information? Do they involve key partners? Are they aligned or mainstreamed with national systems? Do they use existing information? Are they efficient? Are they cost-effective? Are additional tools required? How could they be made more participatory and inclusive?
- Examine the financial management of the project monitoring and evaluation budget. Are sufficient resources being allocated to monitoring and evaluation? Are these resources being allocated effectively?

#### Stakeholder Engagement:

- Project management: Has the project developed and leveraged the necessary and appropriate partnerships with direct and tangential stakeholders?

- Participation and country-driven processes: Do local and national government stakeholders support the objectives of the project? Do they continue to have an active role in project decision-making that supports efficient and effective project implementation?
- Participation and public awareness: To what extent has stakeholder involvement and public awareness contributed to the progress towards achievement of project objectives?

#### Reporting:

- Assess how adaptive management changes have been reported by the project management and shared with the Project Board.
- Assess how well the project has worked with UNDP Georgia and UNDP Istanbul Regional Hub in identifying and implementing adaptive management measures
- Assess how well the Project Team and partners undertake and fulfil GEF reporting requirements (i.e. how have they addressed poorly-rated PIRs, if applicable?)
- Assess how lessons derived from the adaptive management process have been documented, shared with key partners and internalized by partners.

#### Communications:

- Review internal project communication with stakeholders: Is communication regular and effective? Are there key stakeholders left out of communication? Are there feedback mechanisms when communication is received? Does this communication with stakeholders contribute to their awareness of project outcomes and activities and investment in the sustainability of project results?
- Review external project communication: Are proper means of communication established or being established to express the project progress and intended impact to the public (is there a web presence, for example? Or did the project implement appropriate outreach and public awareness campaigns?)
- For reporting purposes, write one half-page paragraph that summarizes the project's progress towards results in terms of contribution to sustainable development benefits, as well as global environmental benefits.

#### iv. Sustainability

- Validate whether the risks identified in the Project Document, Annual Project Review/PIRs and the ATLAS Risk Management Module are the most important and whether the risk ratings applied are appropriate and up to date. If not, explain why.
- In addition, assess the following risks to sustainability:

##### Financial risks to sustainability:

- What is the likelihood of financial and economic resources not being available once the GEF assistance ends (consider potential resources can be from multiple sources, such as the public and private sectors, income generating activities, and other funding that will be adequate financial resources for sustaining project's outcomes)?

##### Socio-economic risks to sustainability:

- Are there any social or political risks that may jeopardize sustainability of project outcomes? What is the risk that the level of stakeholder ownership (including ownership by governments and other key stakeholders) will be insufficient to allow for the project outcomes/benefits to be sustained?
- Do the various key stakeholders see that it is in their interest that the project benefits continue to flow? Is there sufficient public / stakeholder awareness in support of the long-term objectives of the project? Are

lessons learned being documented by the Project Team on a continual basis and shared/ transferred to appropriate parties who could learn from the project and potentially replicate and/or scale it in the future?

- Institutional Framework and Governance risks to sustainability:
- Do the legal frameworks, policies, governance structures and processes pose risks that may jeopardize sustenance of project benefits? While assessing this parameter, also consider if the required systems/ mechanisms for accountability, transparency, and technical knowledge transfer are in place.
- Environmental risks to sustainability:
- Are there any environmental risks that may jeopardize sustenance of project outcomes?

#### Conclusions & Recommendations

- The MTR team will include a section of the report setting out the MTR’s evidence-based conclusions, in the light of the findings.<sup>21</sup>
- Recommendations should be succinct suggestions for critical intervention that are specific, measurable, achievable, and relevant. A recommendation table should be put in the report’s executive summary. See the Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF- Financed Projects for guidance on a recommendation table.
- The MTR team should make no more than 15 recommendations total.

#### Ratings

The MTR team will include its ratings of the project’s results and brief descriptions of the associated achievements in a MTR Ratings & Achievement Summary Table in the Executive Summary of the MTR report. See Annex E for ratings scales. No overall project rating is required but it is optional.

Table. MTR Ratings & Achievement Summary Table for UNDP-GEF Project “Green Cities: Integrated Sustainable Urban Transport for the City of Batumi and the Achara Region, ISTBAR”

For table, please see: *Guidance for Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects*, 2013.

### 6. TIMEFRAME (SCHEDULE OF WORK)

The total duration of the MTR will be approximately 20 working days over a time period of 4 months from 1st September 2017 to 30 November 2017. The 20 working days is broken down into 11 home based days, 7 days on mission in Georgia, and 2 travel days. The tentative MTR timeframe is as follows:

TIMEFRAME	ACTIVITY
30-04-2017	Application closes
01-06-2017	Select MTR Team
01-08-2017	Prep the MTR Team (handover of Project Documents)
01-08-2017 to 05-08-2017	2 days Document review and preparing MTR Inception Report
06-08-2017 to 31-08-2017	1 day Finalization and Validation of MTR Inception Report- prior to start of MTR mission
03-09-2017	1 day Travel Day
04-09-2017 to 12-09-2017	7 days MTR mission: stakeholder meetings in Batumi and Tbilisi, interviews, field visits

<sup>21</sup> Alternatively, MTR conclusions may be integrated into the body of the report.

12-09-2017	1 day	Mission wrap-up meeting & presentation of initial findings-earliest end of MTR mission
13-09-2017	Travel Day	
14-09-2017 to 31-09-2017	5 days	Preparing draft report, feedback/comments from UNDP
01-10-17 to 22-10-17	1 day	Incorporating audit trail from feedback on draft report/Finalization of MTR report (note: accommodate time delay in dates for circulation and review of the draft report)
06-11-17	1 day	Preparation in discussion related to the Management Response
30-11-17	1 day	Expected date of full MTR completion

The dates for the 7-working days mission to Georgia may be changed by mutual agreement between the international consultant and the project manager at the start of the assignment but it should be carried out prior to the end of September 2017.

## 7. MIDTERM REVIEW DELIVERABLES

#	Deliverable	Description	Timing	Responsibilities
1	MTR Inception Report	MTR team clarifies objectives and methods of Midterm Review	No later than 2 weeks before the MTR mission	MTR team submits to the Commissioning Unit and project management
2	Presentation	Initial Findings	End of MTR mission	MTR Team presents to project management and the Commissioning Unit
3	Draft Final Report	Full report (using guidelines on content outlined in Annex B) with annexes	Within 3 weeks of the MTR mission	Sent to the Commissioning Unit, reviewed by RTA, Project Coordinating Unit, GEF OFP
4	Final Report*	Revised report with audit trail detailing how all received comments have (and have not) been addressed in the final MTR report	Within 1 week of receiving UNDP comments on draft	Sent to the Commissioning Unit

\*The final MTR report must be in English. If applicable, the Commissioning Unit may choose to arrange for a translation of the report into a language more widely shared by national stakeholders.

## 8. MTR ARRANGEMENTS

The principal responsibility for managing this MTR resides with the Commissioning Unit. The Commissioning Unit for this project's MTR is the UNDP Georgia Country Office

The commissioning unit will contract the consultants. The Project Team will be responsible for liaising with the MTR team to provide all relevant background documents and logistics support during the mission.

## 9. TEAM COMPOSITION, QUALIFICATION AND EXPERIENCE REQUIREMENTS

Team Composition and Consultant Independence:

A team of two independent consultants will conduct the MTR - one team leader (with experience and exposure to projects and evaluations in Europe & CIS region and/or other regions globally) and one national team expert, usually from the country of the project who will support the international consultant provide a stocktaking report of all the work that the project has undertaken to date. The consultants cannot have participated in the project preparation, formulation, and/or implementation (including the writing of the Project Document) and should not have a conflict of interest with project's related activities.

The overall responsibility of the Team Leader will be to produce inception, draft and final reports. S/he will lead and coordinate the work of the MTR team and be responsible for the quality assurance of all deliverables. The Team Leader provides guidance, technical support and oversight to the MTR team members throughout the period, especially in ensuring agreed upon methodologies, field research and writing of assigned sections of the report before the deadline.

Qualifications and competencies required for Team Leader (technical qualifications and experience: sub-total of 70%):

Education:

- At least Master's or equivalent degree in urban transport, urban studies, civil engineering, environment, engineering or related field, PhD will be an asset.

Experience:

- Minimum 10 years of progressive experience in urban transport planning and development, urban planning and development, civil engineering, energy, environment, engineering and in addition experience related to climate change mitigation projects (minimum qualification requirement)
- Minimum 5 years of experience with results-based management evaluation methodologies (minimum qualification requirement)
- Proven experience applying SMART indicators and reconstructing or validating baseline scenarios (minimum qualification requirement)
- Experience in working with the GEF or GEF-evaluations will be a strong advantage;
- Prior knowledge and experience of the political, social and environmental factors and issues related to urban transport planning and management in Georgia will be a strong advantage but not required.
- Experience working on urban transport planning and development, urban planning and development, civil engineering, energy, environment, engineering issues in the Eastern Europe & CIS will be a strong advantage
- Project evaluation / review experience within UN system will be an asset

Language:

- Fluency in English

Core Competencies

- Extensive knowledge in at least two of the following fields: climate change mitigation, green urban development, sustainable urban transport, civil engineering of which one of these fields must include sustainable urban transport.
- Proven ability to interact with and relate to people at all levels and in the field working conditions with different stakeholders
- Proven ability to i) work flexibly and independently with limited supervision and deliver quality results against tight deadlines; and ii) supervise a small team at a distance
- Proven ability to work in a complex environment with different national and international experts/consultants
- Excellent communication skills both in written and oral, cultural sensitivity
- Fluency in English. Excellent writing skills in English
- E-literacy

Functional Competencies

- Strong analytical and writing skills;

- Strong planning, communication, research and analytical skills. Up-to-date knowledge of urban transport area management
- Ability to communicate effectively

Corporate Competencies:

- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability;
- Highest standards of integrity, discretion and loyalty.

## 10. PAYMENT MODALITIES AND SPECIFICATION

Instalment	Milestone
15 % of total consultancy fee upon approval of the final MTR Inception Report and submission of related invoice and prior to the first mission to Georgia	
35% of total consultancy fee upon submission of the draft MTR report and submission of related invoice and after the first mission to Georgia	
50% of total consultancy fee upon finalization of the MTR report and submission of related invoice	

## 11. APPLICATION PROCESS

Recommended Presentation of Proposal:

- CV and a Personal History Form (P11 form);
- Letter of motivation/interest describing why the individual considers him/herself as the most suitable for the assignment, and a proposed methodology on how they will approach and complete the assignment to be sent to the following email: To: lasha.nakashidze@undp.org; Cc: Guranda.kartvelisvhili@undp.org

## 12. EVALUATION

Criteria for Evaluation of Proposals:

Only those applications which are responsive and compliant will be evaluated.

Offers will be evaluated according to the Combined Scoring method – where the educational background and experience on similar assignments will be weighted at 70% and the price proposal will weigh as 30% of the total scoring. Total scoring will be calculated from technical scores (70%) (70%) (including desk review – 50% and an interview – 20%) + financial scores (30%).

Offerors passing 70% threshold of maximum obtainable scores 50 points as a result of the desk review (criteria 1, 2, 3, 4, 5, 6 and 7), i.e. obtaining minimum 35 points, will be short listed and invited for an interview. Those offerors passing 70% threshold of maximum obtainable scores i.e. obtaining minimum 49 points as a result of the technical evaluation (desk review and interview) will be shortlisted and requested to provide financial proposal.

The applicant receiving the Highest Combined Score that has also accepted UNDP's General Terms and Conditions will be awarded the contract.

The following criteria will be rated as indicated below:

Evaluation Criteria	Points Obtainable
Technical Evaluation Criteria	50

1. Master's or equivalent degree in urban transport, urban studies, civil engineering, environment, engineering or related field, (minimum qualification requirement). Master's degree or equivalent related to urban transport, urban studies, civil engineering, environment, engineering or related field - 8 points. PhD related to urban transport, urban studies, civil engineering, environment, engineering or related field – 10 points
2. Minimum 10 years of progressive experience in urban transport planning and development, urban planning and development, civil engineering, energy, environment, engineering and in addition experience related to climate change mitigation projects (minimum qualification requirement). 10 years – 5 points; 11 and more – 10 points. Minimum 5 years of experience with results-based management evaluation methodologies (minimum qualification requirement) 5 points.
3. Experience with applying SMART indicators and reconstructing or validating baseline scenarios (minimum qualification requirement) 5 points
4. Project evaluation/review experiences within United Nations system will be considered an asset - 5 points.
5. Prior knowledge and experience of the political, social and environmental factors and issues related to urban transport planning and management in Georgia will be a strong advantage but not required. 5 points.
6. Experience working with the GEF or GEF project evaluation will be a strong advantage and is preferred but not required. 5 points
7. Experience working on urban transport planning and development, urban planning and development, civil engineering, energy, environment, engineering issues in the Eastern Europe & CIS will be a strong advantage. 5 points
8. Interview - 20 points
9. Financial Proposal 30 points

Maximum available technical (education, experience and competencies) score – 70 points.

Maximum available financial score – 30 points. The lowest financial offer from a technically compliant offer will score 30 points and all other technically compliant offers will score a percentage of 30 points based on the formula of lowest financial offer divided by financial offer of the applicant x 100 x 30%.

### **13. ANNEXES TO MTR TOR**

ANNEX A. List of documents to be reviewed by the MTR Team

ANNEX B. Guidelines on Contents for the Midterm Review Report

ANNEX C. Midterm Review Evaluative Matrix Template

ANNEX D. UNEG Code of Conduct for Evaluators/Midterm Review Consultants

ANNEX E. MTR Required Ratings Table and Ratings Scales

ANNEX F. MTR Report Clearance Form

ANNEX G. Financial Proposal template

Note: Per guidance, annexes to the TOR are not included here in this “TOR” annex to the MTR.

## Annex 12. Detailed Version of Recommendations

This text was originally prepared as part of the main text of the MTR Report. Because the recommendations are considered the most important part of the report, great effort was taken to provide a lot of elaboration on all recommendations made. Yet, during the UNDP CO - PMU review of the draft report, it was noted by the reviewers that a much shorter recommendations section is preferred and the section in the main report was cut drastically. The authors have some concern that some of the explanations will be lost in the deletions, so have therefore included the original, full version of the recommendations below, as an annex, with the abbreviated version to be found at the end of the main text (Section 9) and an even more abbreviated version to be found in the Executive Summary towards the beginning of the document.

\*\*\*\*\*

This section on recommendations is considered the “heart” of the mid-term review (MTR). The recommendations herein are the actionable portion of the MTR. They propose actions for project improvement, course correction, or, as relevant, staying the course by clearly documenting directions already articulated by the project team. And, they are based on the aggregate of MTR findings as documented in the rest of this report.

This recommendations section is divided into subsections. It begins with a general, overarching recommendation. Then, the section presents, in succession, recommendations for each of (1) the Batumi work, (2) the broader Adjara work, and (3) the national work. It next presents a recommendation for possible work outside of these areas, in Kutaisi. Last, it presents recommendations that are cross-cutting in terms of the Batumi, Adjara, national, and possible Kutaisi work. There is some overlap between the cross-cutting recommendations and those in the geographically oriented work areas. Yet, it is believed this organization of recommendations provides the best structure for delivering the key messages, so that they can be acted upon. To avoid confusion, such overlap is noted when it occurs.

### Overarching General Recommendation

**1. Intense focus on action and results in second half of project: In its second half, the project must put unwavering top priority on implementation of sustainable urban transport measures in Batumi. Further, in all areas of work, now that the basic groundwork is laid, the project must ensure sharp focus on outputs that lead directly to (i) action (implementation of sustainable urban transport measures) and (ii) meaningful policy and institutional results.**

The MTR team has been highly impressed by the very strong basis the project has developed during its first half. Already, there is strong evidence that the project is poised for positive impact. This evidence includes: (1) the impressive knowledge and enthusiasm of key Batumi stakeholders for the Batumi Sustainable Urban Transport Plan (SUTP) as evidenced by MTR consultations; (2) the incorporation of this plan into city budget priorities in the *Batumi Priority Document 2017-2020* and the *Batumi*



*Priority Document 2018-2021*; (3) the positive statement on the project in the press made by the expected winner of the upcoming Batumi mayoral race (elections to be held at end of October 2017); (4) widespread coverage of the project in the media (especially online media and social media); (5) influence of the project on the implemented decisions to (i) restrict parking on part of Batumi's Chavchavadze Avenue and (ii) reorganize parking on some other central streets from 45 and 90 degree angle with the curb parking to parallel parking, both which have already led to improvement in traffic flow; and (6) facilitation of European grant (to be combined with EBRD loan) for ten electric and 24 Euro 5 buses for Batumi, via the project's sustainable urban transport plan, which demonstrated to grant evaluators the commitment of the City of Batumi to transport improvements.

a. Going forward, implementation of Batumi measures should get top attention from the project team.

Their work in this regard should include active efforts to influence political will, support in the selection and refinement of measures to be adopted, and efforts to ensure the success of measures adopted. Despite the strong performance of the project to date, if the proposed measures of the sustainable urban transport plan (SUTP) are not implemented in Batumi, the bulk of project work will remain "documents on a shelf." Thus, while the project team, UNDP Georgia Country Office (UNDP CO), Implementing Partner (IP), and Responsible Party (RP) will have many issues to deal with in the second half of the project, it is critical that they constantly remind themselves that implementation of the Batumi measures is the top priority and the key agenda item that will determine either the success or failure of the project. As political will is a critical prerequisite to implementation, steps the project can take to influence political will in a positive direction should be prioritized. These measures include: (1) continued and stepped up efforts to influence Batumi decision-makers (as covered in Recommendation 2); and, (2) as politicians are, in turn, highly influenced by public opinion, efforts to influence public awareness in Batumi on a wide scale (as covered in Recommendations 2 and 14). In addition, strong efforts are needed to prioritize the most important measures in the SUTP among all measures proposed and to convey this prioritization clearly to decision makers (as covered in Recommendation 3). Further support to the city may be needed in refining/ working out the details of recommended measures, such as details of the parking plan and parking fee payment method (Recommendation 3). Finally, support may be needed in working out the costing of proposed measures, ensuring funds are secured (see Recommendation 4), and ensuring quality implementation of measures. While the SUMP provides cost estimates, a more specific plan for short-term priority measures to be implemented during the next two years should provide more tailored estimates.

b. Going forward, for all work areas, there should be an intense focus on action and results. The project should avoid any documentation or paper producing work that is not clearly linked to specific results in the following areas: implementation of sustainable transport measures, adoption of policies needed to promote sustainable transport measures, and setting up of institutions to promote sustainable transport measures and building their capacity. In this regard, all forthcoming TORs and PMU activities should be carefully screened to ensure a heavy action/ results focus. Broad background work items should all be eliminated in favor items clearly tied to specific future results.

## Recommendations for Batumi Work

**2. Strategic efforts to maximize project influence on Batumi political will -- critical area requiring immediate attention: Project should aim to have the greatest influence possible in securing the political will in Batumi to implement priority measures of the SUTP. This entails a two pronged approach: (a) influencing city officials, particularly elected ones, and (b) influencing public opinion, which will, in turn, influence the political will of city decision makers.**

(a) The project should continue and intensify its outreach to city officials once the new mayor and new city council members are elected in late October 2017. In the first half of the project, the project manager (PM) successfully led this outreach to promote the project to decision makers and should continue to do so. To assist in outreach, he may, on an as needed basis, bring in the Chief Technical Advisor (CTA), UNDP CO management, core Project Executive Board (PEB) members, or perhaps even other recruited team members for a working group, if deemed appropriate. For the stepped up outreach, a high-level briefing (i) summarizing key SUTP measures, (ii) explaining prioritization of measures, (iii) outlining next steps, and (iv) providing cost estimates should be prepared for decision-makers. If a high-level study tour is pursued, it should leverage the group time spent together on the trip to incorporate a decision-making process and action plan design during various windows of the journey.

So far, the project manager has successfully conducted outreach with city council members and other key stakeholders via a number of one-on-one meetings with decision makers that are carried out to educate these stakeholders and get their feedback prior to group meetings. It is expected this work will continue and intensify once the new mayor and city council members are on board.

Further, a high level briefing document is needed to help decision makers understand the main measures proposed in the SUTP and how these are prioritized, next steps needed, and estimated budget for each main measure. These elements, particularly the prioritization and estimated costs, are difficult to grasp from the detailed materials presented so far. While the MTR team has been repeatedly referred to a technical document prepared by the CTA in this regard, we feel this high level briefing need is best addressed by a new document that: (1) includes the priority measures that are most impactful and suitable to be carried out over the next two years (rather than those that are easiest to implement), (2) delineates the scale of implementation of each measure, and (3) provides clear costing for each measure based on proposed implementation mode (e.g. parking meters versus other measures for increased parking fees).

At this point, a study tour is being proposed for decision makers. While the MTR team does not see a traditional study tour as critical to the decision making process, a modified approach could result in greater impact. In this regard, the MTR team recommends that if such a tour is done soon (e.g. in the few months following the election), the more traditional study tour events could be interspersed with a series of decision making meetings, assuming key decision makers, such as the mayor, participate. This strategy will call for a very well designed agenda, so that key topics are discussed along the way and key decisions made. The traditional study tour events could be organized to match the discussion process, such as having site visits to understand parking restrictions and high parking fees followed by a discussion of parking strategy for Batumi.

(b) The project should very quickly launch its public awareness raising work in Batumi. Key goals of the work will be to (i) influence public opinion, which, in turn, will affect the political will of decision makers, and (ii) encourage people to utilize public transport, walking, and bicycle trails instead of personal vehicles, so as to support the success of SUTP implementation. Public awareness work will include: (i) outreach meetings in each of the 13 districts of the city (which can be led by the PMU and begin shortly after elections); (ii) preparation of materials that summarize the SUTP measures and explain priorities and next steps, as well as explaining what citizens can do to actively support the plan (materials can be prepared by the PMU); (iii) extensive media campaign; (iv) extensive social media campaign; (v) outreach to schools, and (vi) other measures to be determined. While the project has already been quite successful in achieving media and social media recognition, at this point in the project lifecycle, broader, deeper coverage of Batumi’s citizenry is needed. Further, the work may benefit from expertise in psychological aspects, as there is a need to change people’s thinking in Batumi from a “cars are cool” to “the environment and public transport are cool” mindset. Thus, the project should consider retaining an expert consultant strong in design and implementation of public outreach campaigns and strong in content design for mindset change. The role of the expert will be to design the outreach campaign, prepare materials/ content for various aspects of the campaign, and then work with City Hall’s PR Department in implementing the campaign.

The project team should launch certain aspects of the public awareness raising work immediately, or immediately after elections. In addition to city-wide public events, which the project has already conducted, this will include well-promoted public meetings in each of Batumi’s 13 districts and preparation and distribution of brochures explaining the SUTP measures and priorities. The district events, if conducted, will be a means of reaching more citizens, particularly those who may be unlikely to come to the public city-wide events. The project team can lead the district meetings, but should also consider involving the mayor, city council members, other prominent members of society in Batumi, and/ or transport experts.

For assistance in designing and carrying out other initiatives, the project may post a TOR to recruit an expert consultant. A preliminary outline of scope of work is included in Annex 2. It is important that the work carried out by such an expert is very action oriented. Thus, while design of the public awareness campaign will be a part of the TOR, the bulk of the expert’s time should be spent in preparing mindset-change content, liaising with the press and social media channels, and working with the City Hall PR Department to implement the campaign. The consultant should agree with the project on targets of how many of Batumi’s citizens will be reached by various aspects of the campaign, with the goal being to reach the majority of citizens.

This part of Recommendation 2 (“Recommendation 2b”) overlaps with Recommendation 14, which is a general cross-cutting recommendation on public awareness raising. Yet, given the project’s overall prioritization of implementation of measures in Batumi, the public awareness campaign in Batumi is really the key, “must-have” priority for the project’s public awareness raising work.

**3. Emphasis on priority measures to be carried out over the next two years and refinement of plans for Batumi to ensure high impact implementation: Given the many measures proposed in the Batumi SUTP, the project should clarify and clearly communicate the highest priority**

**measures. The project should also determine whether further project support, such as input from the CTA, is needed in working out the details of implementation plans, particularly that for instituting high hourly parking fees and parking restriction.**

(a) Clarification and clear communication of top priority measures of the SUTP: In terms of impact, these measures are: (i) institution of high hourly parking rates and parking restrictions in central areas of city and (ii) improvement of public transportation via bus route optimization, rapid bus lanes on Chavchavadze, and setting up of two bus terminals. The project should work hard to push these highest-impact measures with decision-makers, while at the same time having a quiet “back-up plan” of least controversial measures in case political will becomes an insurmountable issue.

During the mission, the MTR team found that the Batumi SUTP has a number of proposed measures, many of which are interrelated. These include: parking restrictions, high hourly parking fees in city center, three intra-city parking lots, two tourist park and ride lots outside of the city, bus route optimization plan, two bus terminals (potentially co-located with two of the intra-city parking lots), rapid bus lanes along two corridors, smart traffic lights that offer preference to buses in two corridors, electric taxis, and bicycle trails. The team found that the priority measures among these were not clearly indicated. Yet, the MTR mission consultations and analysis show that, in terms of reducing congestion and GHG emissions, certain measures will be much more important than others. The top priority, though a challenging one, is to reduce use of personal cars in city center. Even if public transport is improved, if there is no stimulus to reduce personal car use, congestion and GHGs are not likely to go down much. As such, the high hourly parking rates and parking restrictions in city center are critical. At the same time, improved public transport is needed to offer people alternatives. This includes bus route optimization, the two bus terminals, and the rapid bus transit lane along Chavchavadze. It is important that priority measures be communicated clearly to decision makers. Otherwise, the city, for example, might implement electric taxis and bicycles but not see the kind of improvements that the project targets. Further, it is noted that, while the rapid bus lanes in the demo corridors may be a promising part of an overall public transport improvement strategy linked with a new parking strategy, there is concern among some that the corridors alone will not show much of a benefit for transit times. Thus, outreach to the government and potential stakeholders, as discussed in Recommendation 2, should stress the critical nature of the new parking strategy, particularly the high hourly parking rates in city center. At the same time, preparing for the “worst,” the project team can also keep on the back burner its list of measures that will be easiest to implement in the face of high barriers to political will. These measures, as a set, will not have the impact of the priority measures discussed above, so should only be turned to if political will presents insurmountable problems. The project team has emphasized to the MTR team that the priority measures are already clear from the SUMP and a technical note prepared by the CTA, but the MTR team did not find that review of these documents gave a clear view of what exactly the city should do in the coming two years in terms of implementing short-term priority measures. A clear plan with good explanation for prioritization is needed.

(b) Further support for working out the details of Batumi implementation plans – particularly with regard to the parking strategy: While some stakeholders believe that the City should be able to build on the information provided in the Batumi SUTP to develop detailed implementation plans, findings of the MTR suggest that some project support may be needed to facilitate the process. Implementation

plans for the parking strategy is an area where project support may be particularly important. Given that the city still has a high degree of uncertainty about the number and distribution of its parking spaces, guidance or assistance may be needed in conducting a survey and coming up with a space-by-space plan for increased parking fees in city center. Further, uncertainty in the best means of collecting parking fees (e.g. via parking meters, payment machines, or mobile apps) needs to be addressed with up-to-date information on international experience and costing. The CTA's expertise should be leveraged in providing needed guidance and input in these regards.

The MTR team found that the Batumi Infrastructure Agency did not have a good count or map of location of parking spaces to share with A+S, the company preparing the parking strategy. This information will be critical to determining the details of parking strategy implementation. Success of implementation requires that total available parking spaces be reduced significantly. Since the city is even considering adding a parking garage near city center, it will be very important to ensure the total number of street spaces plus parking garage spaces is still significantly less than the total parking spaces before implementation. Also, the location of the parking spaces will need to be known to make plans for implementation of higher parking fees, such as by installation of parking meters.

A second issue with regard to parking is that it still has not been determined whether the city will implement the proposed hourly parking fees in city center with parking meters, with existing payment boxes, or with mobile applications. Different experts hold different views on which approach will be most effective. Thus, there is a need to offer the city more information on the options and also lessons learned from implementation in other cities internationally.

In order for the parking strategy to be successful, there is also an issue that the Infrastructure Agency is weak in implementation of parking fines. It may need capacity building support to improve its effectiveness in conjunction with the new parking fee system. Thus, the project may look for ways to provide guidance to the Infrastructure Agency in this regard.

As a first approach, the project team, especially the CTA, can support implementation of Batumi measures by helping the city work out the details of its implementation plans, understand the pros and cons of various parking fee collection options, and build capacity for implementation as needed. If additional outside support is needed, such as a company to carry out a survey of the number and location of existing parking spaces in city center, this also may be something that the project can support.

**4. Costing and financing SUTP implementation in Batumi: The project team should prepare rough cost estimates of SUTP measures (especially priority measures) for the city. This may include assessment of how the city can pursue the lowest cost, most impactful items (such as high hourly street parking fees) to reduce total financing needs. If co-financing is needed, the project team (particularly the project manager and CTA, with the possible support of UNDP) can support the project in liaising with donors (especially EBRD and ADB) regarding potential debt financing. The project should discuss with the city how best to utilize the USD270,000 in UNDP-GEF funds currently targeted to support SUTP implementation. Lastly, the project team should do advance work to determine the optimal means of handling procurement (e.g. via UNDP or via City of Batumi processes or via separate processes for UNDP and Batumi funds, respectively).**

(a) Determining rough implementation costs and assessment of low cost options: The SUTP provides very rough ranges of costs. Yet, the current ranges offered are too large to be useful in budgetary decision-making. Thus, the project team should work to provide more practical estimates, once it has decided what measures at what scale it will propose to the city. The team may also emphasize to the city that the most critical items, including high hourly parking fees (and associated infrastructure to collect fees), parking restriction, bus route optimization, rapid bus lane on Chavchavadze, and two bus terminals, are relatively low cost items, with a total cost perhaps in the low single digit million USD.

Project documentation and other MTR findings provide some insights on ballpark costs of implementation. Taking the low end of their broad ranges, the A+S figures include a low end estimate of USD700,000 for the two passenger terminals in bus route optimization and a low end estimate of USD413,000 for the bus rapid transit corridor (including 24 bus stops, 7 smart traffic lights, and road painting), which will be less if the smart traffic lights are not used). No amount is indicated for the system for collecting hourly parking fees. If meters are used (highest cost option), the amount may be in the very low million USD range, while a mobile aps approach or approach using existing payment machines will be much less. Thus, while there has been much discussion about whether the city would have sufficient funds to implement the SUTP, if the city chooses to first address only these high impact measures, the cost will be relatively low. If the city decides to pursue other, more costly options, such as building multi-level parking garages and acquiring land for parking, the costs may be much higher. On the other hand, private-public partnerships, in which a private company develops the land, purchases the parking meters, etc. in exchange for commercial benefits, could substantially lower capital outlays by the city and the project.

(b) Securing donor loan co-financing for implementation: The project team should stay in close touch with EBRD, ADB, and other high potential donors (if any) for Batumi implementation, keeping them informed of progress with implementation and potential interest by the City of Batumi in debt financing of measures. As part of this effort, the team should promote the high potential of the project for impact and financial viability to these donors.

At this point, it is not clear whether the city will need to pursue debt financing to implement measures. As mentioned above, high-impact, top priority measures may be relatively low cost and something the city can finance out of its budget. Yet, if the SUTP will be implemented in a more comprehensive way (e.g. including parking lots) or funds are needed for acceptable income-generating measures (such as parking meters), donors can be approached.

From MTR discussions, it became clear that both EBRD and ADB are good candidates to support SUTP measures with debt financing on a relatively short time-scale. EBRD can make loans for things like buses, parking meters, traffic lights, parking lots, etc., but not bicycle trails. EBRD's approach would be to develop a new project for such support. It has a track record of moving quickly with such new projects, completing the Tbilisi CNG bus purchase loan from concept to completion in about a year. ADB may be unlikely to move on this fast of a time scale with new projects, but it has an existing project in Batumi that covers the municipal transport field. If this project has extra funds, ADB could potentially be looking for good uses in 2018 for the remaining amount, which might possibly be something like USD6 million and which could be moved much more quickly than funds for a new

project. Interestingly, while the ADB project is supposed to cover municipal transport in Batumi, so far all initiatives under the project have been about coastal protection, rather than urban transport. In this regard, perhaps the addition of support for SUT in Batumi via co-financing of implementation of the UNDP-supported GEF-financed project's SUMP measures would be attractive to add a clear municipal transport aspect to the ADB project.

(c) Determining use of GEF funds: The project team and its partners have some flexibility in planning the use of the USD270,000 in UNDP-GEF funds currently slated implementation of Batumi SUTP measures. The expectation is that these funds would go towards partial support of the highest priority measures (hourly parking fee implementation and parking restriction, along with bus route optimization, bus terminals, and rapid bus lane). At the same time, if it is fully confirmed the City of Batumi will be providing full funds for the priority measures and wishes the project to provide more soft funds instead for further development of plans and capacity building, this alternative use of funds may be negotiated with the city. Yet, given the critical importance of Batumi implementation to the success of the project, alternative uses of the slated UNDP-GEF funds should not be considered until it is fully confirmed priority measures will be fully supported with City of Batumi funds and/or new co-financing from other donors. In the worst case scenario that City of Batumi has no funds to implement and other donors also do not provide funds, the project should aim to use its very limited funds to implement key aspects of the parking strategy with a low-cost approach. While such a worst case scenario is considered unlikely, if it does happen the project might, for example, consider a small pilot measure for hourly parking on some central streets.

(d) Carrying out advance work to determine the best approach to procurement: At the same time that the project discusses priority measures with the mayor and city council, it should discuss main options for procurement. These include: (1) transfer of city funds to UNDP for joint procurement; (2) transfer of UNDP-GEF funds to the city for joint procurement; or (3) separate procurement with city funds and UNDP-GEF funds, respectively. The first two options are attractive in unifying the project and city expenditures, but the last option could be much faster in terms of procurement with city funds. Of course, if it is decided as discussed in item 4c above to use the GEF funds for other, "soft" purposes, then the procurement for SUTP implementation may be handled exclusively by the city, which would also save time.

The three procurement options have different pros and cons. While joint procurement is attractive in demonstrating the leverage of GEF funds, it may lead to slower procurement for the city funds, which are expected to be a majority of the total. From a time perspective, the third option, in which UNDP procurement (for USD270,000) and City of Batumi procurement are carried out separately, could provide the fastest route for spending city funds. This option might be structured such that the UNDP-GEF funds are used to pay for a portion of a major item that can be broken down into parts, such as parking meters.

For the second option, in which UNDP-GEF funds are transferred to the city, according to Georgian Code on Self-Governance, the Batumi Municipal Government would be required to get consent from the national government in the form of government decree to accept the designated UNDP-GEF grant amount. The timeline for this decree is uncertain and may depend on the ability of the city to lobby for prioritization of the issue in the national government's agenda.

As for the first option, in which city funds are transferred to UNDP, this is particularly attractive in terms of demonstrating co-financing and leveraging PMU expertise in procurement. Yet, there are two concerns. First, UNDP procurements for amounts over USD300,000 can take substantially longer than those for under USD300,000. Also, many such large UNDP tenders get delayed. Second, there may also be a requirement for national government consent for the city to transfer funds to UNDP, though the project team needs to clarify this issue.

**5. Ensuring that Batumi has the capacity to update and utilize the transport model: Once the new mayor and city council are on board, the project should relaunch its efforts to ensure the City of Batumi assigns a few capable staff members responsibility for updating and utilizing the transport model. These staff members need to have the traffic model as their priority responsibility, so that the majority of their day is spent working with it.** The project transferred the transport software to City Hall several months ago and, more recently, after the MTR mission transferred the transport model (used with the software) to City Hall. Yet, no one at City Hall has yet been working to familiarize themselves with use of the software, as those trained in using the software have too many other responsibilities.

The best way for the City to master the software and model and ensure the model is updated and used on an ongoing basis to address sustainable transport issues would be to have at least one person and ideally two that have their main priority at work being this software. If the project is unsuccessful in getting the city to assign suitable people responsibility for the software and model, the model will not be updated; and the city will not be using the software and model on an ongoing basis as intended. This will have a highly negative impact on the project's efforts to create sustainable capacity in Batumi, so the city can make ongoing improvements in the mobility of its inhabitants and visitors.

## **Recommendations for Broader Adjara Work**

**Background:** For some time, there was confusion on the issue of the project's work in the broader Adjara Region (outside of Batumi). Initially, the project had intended to support the development of plans to "replicate" the Batumi sustainable transport measures in other Adjara municipalities. Yet, because the other Adjara municipalities are much smaller than Batumi and replication is not appropriate, this project activity needed to be adjusted. Currently, the project is instead planning work on inter-municipal transport in the Adjara Region. This will involve reducing duplication of inter-municipal bus routes over certain stretches of road by consolidating, probably in municipal centers, village passenger flow headed for Batumi. The Adjara work may also include sustainable urban transport planning work for the Municipality of Kobuleti, where rapid bus lanes on the municipality's two main corridors and park and ride lots at the two ends of town are envisioned. (Note: After the submission of the draft version of this report, it was learned the team has decided to pursue SUT roadmaps for all five of Adjara's other municipalities, not only Kobuleti. The MTR team sees the concept development of the Adjara work to be on a positive track now. Yet, it has two key recommendations to ensure the work fits the project objective, is relevant, and moves forward smoothly.



**6. Preparation of written descriptions of Adjara sustainable inter-municipal transport plan and Kobuleti sustainable urban transport plan for discussion prior to TOR preparation:** The project team should prepare a fairly detailed description of the work they envision being carried out to improve inter-municipal transport in Adjara Region and municipal transport in Kobuleti. The document should then be discussed with key stakeholders for finalization before carrying out Recommendation 7 (below) and then, if still relevant, fielding a TOR for consultants to prepare detailed plans and other tools for implementation. Note: In feedback on the draft version of this report, the project team indicated that the TOR has already been prepared. The recommendation has thus not really been adopted, but progress has presumably been in outlining a more detailed plan in the TOR.

During consultations, stakeholders raised a number of points about the nature of the work to be carried out. Yet, none of the project documentation reviewed to date offers a detailed and clear explanation of the vision for Adjara work. Thus, it is recommended that the project team clearly document the vision for this work and what type of specific outputs from a consultancy assignment are needed. The document prepared should then be reviewed with stakeholders to ensure it reflects their view, before its vision is vetted as described in Recommendation 7.

Some key outputs suggested already by stakeholders that may be included in this document are the following: (1) inter-municipality bus route optimization in which riders in village mini-buses (that originally went all the way to Batumi) are consolidated in a larger municipal bus in the municipality; (2) plans for bus terminals in the municipalities where such consolidation will occur; (3) plans for routing of inter-municipal buses within Batumi (including location of inter-municipal bus terminal and, possibly, option of early morning buses stopping at the market); (4) proposed schedule for inter-municipal buses that ensures variety of bus departure times; (5) plans for shifting transport of produce from villages to Batumi from passenger mini-buses to dedicated trucks; (6) proposal for type of municipal buses to be procured and information on costs; (7) institutional framework needed to regulate and manage new inter-municipal bus system; (8) plan for BRT (bus rapid transit) lanes in Kobuleti; and (9) plan for park and ride lots in Kobuleti. As noted, following submission of the draft MTR report, it was learned a TOR has already been prepared (skipping the recommended step of a prior vetting document); and it includes a plan for preparation of SUT roadmaps for all five of Adjara's other municipalities besides Batumi and thus not only for Kobuleti. The TOR has three parts: (1) inter-municipal passenger transport plan; (2) regional SUT institutional mechanism; and (3) the five municipal SUT roadmaps for municipalities other than Batumi.

**7. Vetting of viability of proposed Adjara plans in terms of GHG benefits and potential for funding and implementation:** Once the written description of plans for Adjara work has been agreed upon (see Recommendation 6 above), the project team should carry out a vetting process to address three major concerns as to whether the Adjara work makes sense for the project: (i) GHG emissions reduction potential, (ii) funding potential, and (iii) political will. Based on the vetting process, the team may recommend either the Adjara work move forward as planned, the Adjara work be adjusted so that it becomes viable, or the Adjara work be discontinued. If the work is discontinued, funds could be shifted to support more work within Batumi, either planning for replication of measures already undertaken or planning for dealing with inter-municipal transport within Batumi.

The project team should gather relevant parameters and prepare rough, “back-of-the-envelope” estimates on GHG emission reduction benefits of inter-municipal bus route consolidation in Adjara and proposed municipal transport measures within Kobuleti. The purpose of these estimates will be to show whether the magnitude of GHG emission reductions justify support of design of Adjara plans as a major initiative of the project. During the MTR mission, the MTR team learned that most of the village mini-buses running from villages (often via the municipalities) to Batumi are full. That is, consolidation of passengers into larger buses will not provide GHG benefits in terms of reducing empty seats in passenger mini-buses. Instead, the GHG emission reduction needs to come mainly from three factors: (i) the lower emissions per passenger of large buses as compared to mini-buses; (ii) the lower emissions of the new buses envisioned as compared to the emissions of the old mini-buses now being used; (iii) reduction in Batumi congestion due to inter-municipal mini-buses via use of large buses required to unload at a bus terminal on the edge of town. Before proceeding further with work and fielding a TOR, the project team should confirm via rough estimates that the potential GHG emission reductions of the proposed Adjara work are indeed attractive.

Next, the team should develop rough, “back-of-the-envelope” estimates on costs associated with the Adjara plans. Based on these estimates, they should then gather information and feedback to determine whether the Adjara plans, once developed in detail, are likely to be funded. Questions in this regard will be whether Adjara Region is likely to have the funds and political will needed to fund this work and whether the municipalities themselves will also be on board. Findings during the MTR have already suggested that the municipalities themselves lack the funds needed for implementation, so that the sources of funds will need to be the Region or donors. The project team should also check with donors that may potentially fund such work through loans, such as the EBRD and ADB. At EBRD, the Transport Team rather than the Municipal Team will be the correct contact point for funding inter-municipal buses, while the Municipal Team will be relevant for activities within Kobuleti.

In order to assess political will at a high level, once initial documentation is prepared and discussed at the working level, UNDP senior management may become involved. Their key task will be to meet with the Governor of Adjara to determine the likelihood of the region following through once the project has invested in the detailed planning and feasibility studies needed prior to implementation.

## **Recommendations for National Work**

**Background:** Generally, the project’s national work is now on a good track. The project team and UNDP have begun to work with the Prime Minister’s Office to ensure that a ministry is assigned responsibility for leading national sustainable urban transport work. An informal working group has been step up. And, a consultancy has prepared studies to support this group. The MTR team sees the plans going forward as appropriate. These include: (1) determine national institution that will lead work, (2) form official working group, (3) support working group in developing action plan, and (4) promote adoption of strategy and action plan. Yet, realization of these plans will be challenging. To increase the potential for success within this backdrop of “being on a good track,” the MTR team has two key recommendations.

**8. Fast tracking of critical items for national-level policy adoption: The project team, in consultation with the cities of Batumi and Tbilisi and along with the full national working group, should identify critical items for fast-tracking of policy adoption and promote rapid adoption of relevant policies. In particular, adjustments to national parking policy are needed so as to (1) increase the maximum amount of parking fines and (2) provide a less cumbersome way for cities to collect fines. If needed, UNDP may support fast-tracking of selected national policy initiatives through high-level liaison work.**

The rationale for this approach of fast-tracking certain items for the project's national work is two-fold. First, Batumi and Tbilisi are actively engaged in preparing and implementing sustainable transport plans. Success of these plans requires in some cases national policy support that cannot be delayed if SUTP's are to move forward effectively. Second, fast-tracking of priority policy changes will move the national-level initiative from the theoretical realm (where it now is) to the practical realm or real results.

From the view of the project's implementation in Batumi, the highest priority item for national fast-tracking is with regard to parking fine policy. For Batumi implementation, parking is a critical issue. Yet, for the parking strategy's key elements (increased hourly parking fees and parking restrictions) to be a success, there is a need both to increase the capacity of the municipal organization in charge of issuing citations and collecting fees (as noted in Recommendation 3b) and to adopt revisions to national parking policy that allow the collection of higher fees and that facilitate a less cumbersome approach to fee collection. Discussion of the current situation with regard to parking fines and their collection is provided in Annex 3.

**9. Move to very practical and specific approach in getting legislation adopted and funds allocated: The national work already has commissioned a broad and comprehensive study of legislation and needs. Going forward, the project should focus much more narrowly on identifying specific priority legislation, getting it adopted, identifying top-pick measures for cities of various sizes, and devising a means through which national funds can be allocated for sustainable urban transport. While final priorities and mechanisms will be determined by the working group, the project team (PM and CTA) should provide expert guidance by identifying and providing written input on priorities and mechanisms prior to meetings and encourage online discussion between meetings. In terms of adoption of proposed policies and mechanisms, high level UNDP facilitation support may be brought in as needed.**

As noted, the national efforts have gotten a good start. Yet, the documents prepared cover a broad range of issues. At present, there is a strong need to provide focus and specificity to national efforts to facilitate real impactful achievements, such as national policy adoption and funding mechanism designation. So far, the project has been supporting the approach that the working group itself generate plans, which is viewed positively by the MTR Team. Yet, at the same time, consultations with working group members revealed a vagueness/ generalness of purpose, without clear vision on concrete actions.

Thus, it is suggested that, before working group meetings, proposals for specific legislation or specific legislation areas, as well as approaches to funding mechanisms, be written and circulated. Work by the

CTA in this regard should be translated into Georgian. Development of these proposals may include pre-meeting consultations with working group members.

As for top-pick sustainable urban transport measures for cities, the working group should be guided by the project team to divide cities into different groups by size and to develop guidelines of measures for the different groups. That is, the first group may be cities of over 1 million persons (Tbilisi only), the second, cities of 100,000 to 250,000 persons (Batumi, Kutaisi, Rustavi), and the third, cities of 40,000 to 60,000 (Gori, Zugdidi, Poti).

Initial priorities based on MTR consultations should include: parking fine maximum amounts, means of parking fine collection, abilities of cities besides Batumi and Tbilisi to administer parking fines, vehicle registration, taxi registration and regulation of taxies (currently completely unregulated), and guidelines of priority sustainable urban transport measures for cities of different sizes (i.e. city over 1 million persons, cities with 100,000 to 250,000, and cities with 40,000 to 60,000 persons).

Once priority policies and guidelines are proposed, the project might promote online discussion of items by working group members to deepen progress in between meetings. Working group members and consulted parties should include Batumi and Tbilisi stakeholders and as many representatives of municipalities with 40,000 or more persons as possible.

## **Recommendation on Other Possible Work (Kutaisi)**

**Background:** For some time, there was uncertainty as to whether the project would extend its sustainable transport planning activities in Adjara Region or take them elsewhere in Georgia, such as the city of Kutaisi, which is similar in size to Batumi. Both the project title and objective indicate that the project is focused on Batumi and the Adjara Region, though the project's fourth component indicates a scope of "Batumi and other municipalities in Adjara and Georgia."

An issue is that for "replication plans," which are a widely recommended approach in GEF projects, additional sites must be similar to the sites at which the project demonstrations are carried out. Because Adjara's other municipalities besides Batumi are much smaller than Batumi, they are not suitable for replication of the measures that will be carried out in Batumi. Thus, a larger city, such as Kutaisi, might be more suitable for "replication plans." In the end, the Project Executive Board (PEB), most of whose members are based in Adjara, decided that the project should use the GEF funds to extend sustainable transport planning to other parts of Adjara, rather than develop plans to replicate the project demos in Kutaisi. Indeed, according to involved stakeholders, the intent of the project from the time of earliest concept design during the PIF stage was to focus all local activities in Adjara Region.

**10. Possible design of plans for replication of Batumi measures in Kutaisi, if outside donor co-financing can be obtained: While the PEB has determined remaining project funds should be used to extend work in Adjara Region, the project is still ideally placed to develop replication plans in the form of a sustainable urban transport plan for Kutaisi. Further, replication is a highly desired attribute of GEF projects. Thus, it is recommended the project consider seeking additional funding to prepare a replication plan – a sustainable urban transport plan for Kutaisi. Pursuit of such funding, however, should be contingent on: (1) initiation of implementation in**

**Batumi and (2) the project team not being stretched too thin with other responsibilities, particularly that of putting its main focus on Batumi implementation.**

During its mission, the MTR team spoke with a relevant official from Kutaisi and learned that the city is quite interested in developing an SUTP. While its congestion is not yet as bad as Batumi's, the city's vehicle population is growing rapidly and now seems an appropriate, time to implement preventative sustainable urban transport (SUT) measures. The city desires to have both a traffic survey and traffic model, such as those carried out in Batumi. The project could offer a strong comparative advantage in project management and small city SUT expertise for Georgia to the city of Kutaisi and interested donors. If the preconditions of pursuing funding for a Kutaisi SUTP are met, the project manager and CTA could approach potential grant funders for the work, particularly bilateral donors active in Georgia, such as USAID, GIZ, Sweden, Norway, DFID, JICA, etc. Prior to seeking such funding, the project team should do some preliminary cost estimates of such work. On the one hand, the team knows the costs of such work in Batumi as background. Yet, the selected bid for that work may have been artificially low for strategic business reasons. At the same time, the Kutaisi work may have fewer elements or be able to build in some ways on the Batumi plan, so as to reduce the total workload. As a rough initial figure, the team may seek funding of up to USD200,000, or USD150,000 at minimum.

## **Cross-Cutting Recommendations**

As noted in the introduction to this section, some of the cross-cutting recommendations may have some overlap with the geographically oriented recommendations above. They are presented separately, however, to better facilitate understanding and implementation of what needs to be done by whom.

**11. Focusing the role of CTA on priority implementation needs in the second half of the project: Due to pressing content needs and reduction in the requirements for managing consultants, the CTA's role, in the second half of the project, should shift mostly to providing content support and outreach support for project implementation.**

Areas with needs for CTA support in regard to content are: (1) providing support for developing detailed implementation plans as needed for Batumi measures, particularly with regard to parking; (2) providing rough estimates of cost of priority measures and pros and cons of implementation options (e.g. parking meters versus mobile parking payment apps) for Batumi measures; (3) providing capacity building direction to Batumi agencies as needed (e.g. Infrastructure Agency) with regard to project implementation; (4) performing GHG emission reduction estimates for the project and, relatedly, providing guidance to City of Batumi personnel in using the transport model to generate GHG emission reduction results (as conveyed in memo already prepared by CTA on this topic); (5) working with the PM to prepare a full description of the vision for Adjara work; (6) working with the PM to roughly assess GHG emission reduction potential of Adjara work and to assess potential funding availability and level of political will to implement; (7) if relevant, working with PM to assure Adjara TOR is targeted to generate outputs that will be a set of highly actionable plans/ tools; (8) if relevant, working with PM to assure Kutaisi TOR is targeted to generate outputs that will be a set of highly actionable plans/ tools; (9) working with PM to provide input to national working group on priority policies for fast-tracking; and (10) working with PM to provide written input to national working group on top priority legislation to be pursued and on design of proposed financing mechanism to be

pursued. Any special reports, if needed, should be prepared specifically for guiding project stakeholders in implementation in the foregoing areas and should be translated into Georgian.

Areas with needs for CTA support in regard to outreach are: (1) Support of PMU as needed in reaching out to new city council members and new mayor of Batumi to explain technical issues and garner political will for implementation; (2) support of the PMU as needed in reaching out to Adjara Region Government and municipalities to explain technical aspects of Adjara work and garner political will for implementation; (3) if needed, outreach to donors providing loans (especially EBRD and ADB) to promote the project's work and to seek funds for Batumi implementation; (4) outreach at national level to promote fast-tracking of certain policies, designation of specific ministry of oversee national SUT work, and adoption of SUT Strategy and Action Plan; and (5) if needed, outreach to donors providing bilateral grants to promote the project's work and seek funding for Kutaisi SUTP.

**12. Support from UNDP to liaise with decision-makers and co-financiers: UNDP support in liaising with decision makers should continue and now be focused on critical targets for the second half of the project. Top priority should be on Batumi implementation. Other possible areas for UNDP liaison support include Adjara work, national work, and fundraising with other donors.** Targets of proposed UNDP liaison work include: (1) achieving implementation of priority SUT measures in Batumi (new mayor and new city council); (2) assessing level of commitment of Adjara for financing and implementation of Adjara work (Adjara Governor, etc.); (3) adoption on fast-track of priority policies for national work (relevant ministry for parking policy); (4) adoption at national level of institutional plan, strategy, and action plan for sustainable urban transport (continuation of liaison with prime minister's office and liaison with relevant ministries); (5) if needed, liaison with EBRD or ADB for loans to support Batumi implementation; (6) if needed, liaison with bilateral donors to promote project and seek funding for Kutaisi Sustainable Urban Transport Plan (probably roughly USD150,000 to USD200,000).

**13. Possible project extension: Because of possible delays in the future of Batumi implementation and because of the possibility of extension of work to include a Kutaisi SUTP, the option for requesting an extension of up to six months should be kept open.**

At present, the project team believes they will be able to complete the four-year project by the targeted project close date of July 31, 2019. The project has kept up a good pace, but some challenges, particularly the upcoming election at the end of October 2017, have delayed decisions on Batumi implementation. Ideally, a decision on Batumi implementation will be made by the mayor and city council during November and December 2017, so that implementation can begin in 2018. As such, the project will have only about 1.5 years to carry out finalization of designs, procurement, installation, launch, and operation and monitoring of demos. Commissioning of and experience in operating the priority Batumi demos should be a determining factor of whether an extension will be needed.

At the same time, if the project completes its Batumi work in a timely fashion, but is able to obtain additional donor financing for developing an SUTP for Kutaisi, the project may wish to request a no-cost extension for this additional work. Such an extension should be viewed quite favorably --- not as the project failing to complete its tasks in time, but as the project generating additional interest and extending its scope to target an additional important achievement.

As the project may only request an extension once, the timing of such a request should be postponed until about six months before official closing (e.g. Jan. 31/ Feb. 1 2019), once it is known: (a) whether Batumi implementation will make enough progress to be completed by July 31, 2019 and (b) whether work on a Kutaisi SUTP has received funding and is moving forward and, if so, whether additional time will be needed to carry out this add-on to the original project design.

**14. Stepping up project marketing/ communications: The main marketing/ communications effort should be focused on raising public awareness in Batumi (as covered in Recommendation 2 and supported by a communications expert and Batumi City Hall PR Department). The purposes will be to influence public opinion, facilitating political will of decision makers for implementation of the SUTP, and to stimulate behavior change in transport habits of the public. As secondary marketing/ communications efforts, the project may consider: (a) whether to develop an ongoing website for sustainable urban transport in Batumi/Adjara or Georgia generally; (b) whether to promote public awareness nationally (an area of interest, but potentially too high cost); and (c) whether to recruit additional assistance for the project team in marketing (to support national awareness, the website, and general promotion of the project, as at present being carried out by the project management) or whether to maintain that function as part of the role of the project manager.**

So far, the project manager has led promotion efforts. The PIR shows that widespread media coverage, including particularly social media and online news articles, has been achieved. Media successes also include TV coverage (unpaid) and a news article featuring the favored mayoral candidate in Batumi praising the project.

The assessment of the MTR team is that the type of support the project most needs with regards to communication is specialized expert communications support, with psychological insights, for changing the mindsets of Batumi inhabitants. The purpose will be to facilitate political will for adopting SUT measures in Batumi and, once those measures are adopted, to encourage people to support the measures and take public transport when possible. A consultancy is proposed for this effort and for working with Batumi City Hall PR Department, which can take on various proposed promotion measures once designed, with content also prepared by the expert.

The MTR team believes that other communication initiatives are less critical to the success of the project, but can enhance impact if funds are available. These other measures may include preparation and promotion of a website to promote sustainable urban and inter-municipal transport in Georgia generally, or in Batumi/Adjara in particular. If such a website is developed, it could include discussion boards to discuss Batumi, Adjara, and national initiatives, respectively. The website could also be used to post all documents related to the project. If a website is set up, the project should develop an exit strategy for ongoing maintenance of the website by a permanent organization after project close.

Another non-critical area in which the project can consider communications work is promotion of sustainable urban transport nationally. The challenge is that the costs of such efforts may be high and, given limited funds of this project, may be better handled by subsequent projects.

The last possible area of work is continuation of the general project promotion work that the PM has successfully carried out on his own the first two years of the project. The PM could continue to do this general work, unless overburdened by other tasks.

In light of communications priorities, the MTR team suggests the project definitely look to retain a communications expert to work on Batumi awareness (preliminary scope of work outlined in Annex 2). If another consultant is desired (or an expansion of the first expert's work is desired), the scope may cover: (1) a website on sustainable urban transport and sustainable inter-municipal transport in Batumi/ Adjara or Georgia generally, (2) promotion of SUT nationally, and (3) continuation of promotion of project activities and achievements.

**15. Linking of project to international work and holding of international conference in Batumi:**

**The project should strengthen its linkages to international work in the field of Green Cities. In particular, the project should link up with knowledge sharing of the World Bank's *Integrated Approach Pilot on Sustainable Cities and the Global Platform for Sustainable Cities* and exchange with other UNDP-supported GEF-financed projects in sustainable transport. If Batumi implementation is successful, the project should consider holding an international conference in Batumi at project end to feature results.** Linking with these other international efforts would allow the project to connect with efforts in major cities such as New Delhi, Shanghai, and San Paolo (via the World Bank program) and with efforts in small and medium cities (which the UNDP-supported GEF-financed projects tend to focus on), such as via the UNDP-supported GEF-financed projects in Syria, Belarus, Kazakhstan, and Russia. An international conference in Batumi at the end of the project may consider a focus on smaller cities similar in scale to Batumi.