

Introduction

01

The Need for the Istanbul SUMP

Istanbul is a city of culture and commerce and attracts visitors from all over the world. It is the most significant economic centre in Turkey and a gateway to developing regions and cultures. However, Istanbul is a congested city, facing significant mobility, traffic and environmental problems.

Transport planning has a long history in Istanbul and Turkey. Previous conventional transportation master plans have focused primarily on traffic and on finding ways to provide capacity for movement by developing significant road and rail projects. However, a Sustainable Urban Mobility Plan (SUMP) places people, accessibility and public engagement at the centre of the planning process, with the aim of delivering improved quality of life for all. This approach acknowledges that integration must happen across all modes, all planning institutions, all disciplines and all citizens and stakeholders. It provides a systematic monitoring and evaluation process for the SUMP strategy delivery and implementation, ensuring that targets are based around an appropriate set of actions. It is important to highlight that a SUMP is a structured, but flexible, process. It provides an approach to define issues and develop solutions, while also allowing a focus on the specific needs of the city/location by developing targeted measures and customised action plans.

The SUMP concept was developed by the EU in 2009–2013, at a time when it became evident that conventional transport planning did not provide effective solutions and tools to address the mobility issues faced by modern cities. The SUMP development process is governed by ELTIS (the EU's urban mobility observatory, funded by the Directorate General for Mobility and Transport), whose Guidelines on Developing and Implementing a Sustainable Urban Mobility Plan was first published in 2013¹. Although a SUMP is not a mandatory planning document and, generally, is not legally enforceable under any international or national regulation, the guidelines have been widely used by many European cities. It is highly recommended that cities not yet familiar with sustainable urban mobility planning, use this approach and guidelines

A SUMP is defined as *'a strategic plan designed to satisfy the mobility needs of people and businesses in cities and their surroundings for a better quality of life. It builds on existing planning practices and takes due consideration of integration, participation, and evaluation principles.'*²

The full planning and implementation cycle of the Istanbul SUMP, which is adapted from the ELTIS guidelines, is presented in Figure 1a.

¹ Rupprecht Consult (editor), Guidelines for Developing and Implementing a Sustainable Urban Mobility Plan, Second Edition, 2019.

² Ibid

Planning and Implementation Cycle of the Istanbul SUMP



The Istanbul SUMP Process

The Istanbul SUMP process began in 2018, when potential funding was discussed with the UK Government's Global Future Cities Programme during a series of workshops between UN Habitat, UK FCDO (Foreign, Commonwealth and Development Office) and the municipalities of Istanbul, Ankara and Bursa. One of the intervention areas discussed was the preparation of a SUMP for Istanbul. This was agreed and begun in September 2019. This report is the product of two years' work carried out within the scope of Istanbul's SUMP.

The first three phases of the SUMP guidelines were followed, with some minor changes due to local context and the disruptions caused by the Covid-19 pandemic. In Figure 1a, the stages of the SUMP adapted to Istanbul are given, and then the Milestone Reports prepared in Istanbul SUMP are shown in Figure 1b. The stages of the Istanbul SUMP Planning and Implementation Cycle are briefly explained in the following pages.

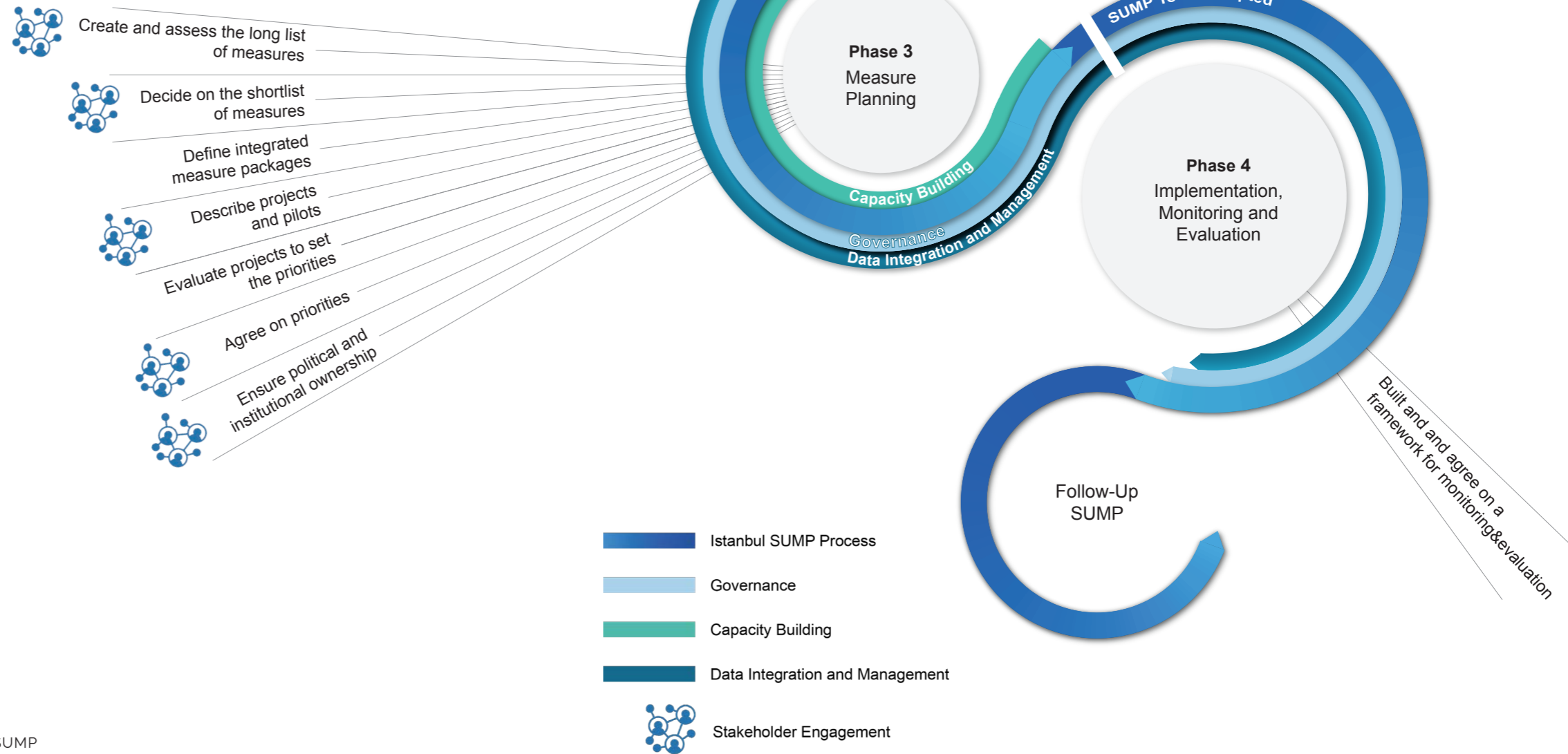
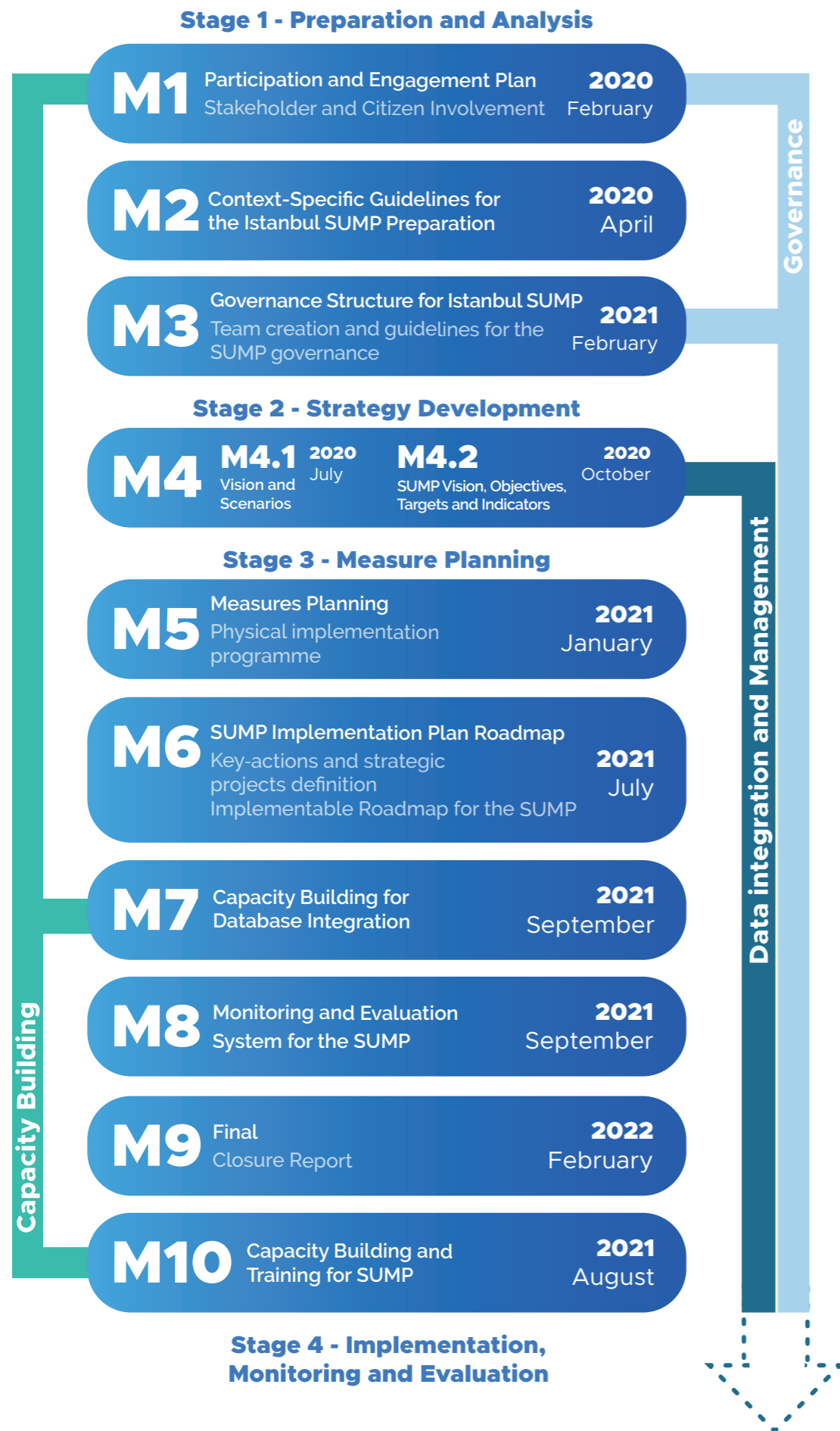


Figure 1a: Planning and Implementation Cycle of the Istanbul SUMP

Figure 1b: Istanbul SUMP Milestone Reports



The scope of the Istanbul SUMP Milestone Reports, the main activities carried out and outputs are listed below:

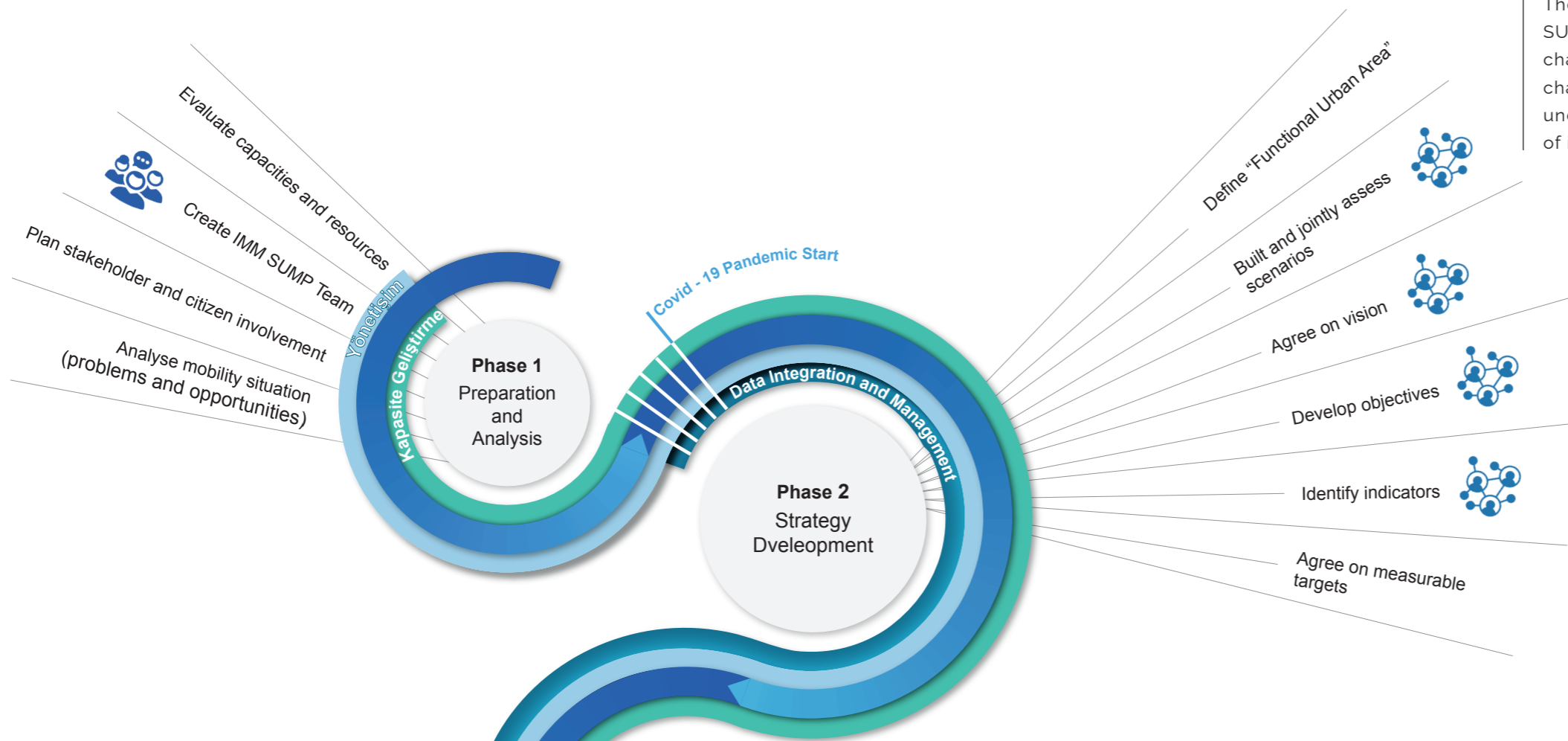
- **M1 Participation and Engagement Plan:** The engagement strategy and a structured inventory of (potential) stakeholders in the Istanbul transport planning landscape were developed. The methodology for stakeholder and citizen involvement was developed.
- **M2 Context - Specific Guidelines for the Istanbul SUMP Preparation:** Extensive literature review was carried out to identify lessons learned and best practices from different cities. The existing situation regarding transport-based inequalities was defined using an extensive analysis of the local context, current planning practices and its suitability for SUMP planning and implementation.
- **M3 Governance Structure for Istanbul SUMP:** Analysis of the current planning practices including legal and regulatory situation and governance networks and institutional barriers and gaps within IMM was carried out and the governance framework and structure for the Istanbul SUMP was developed.
- **M4.1 Strategy Development - Vision and Scenarios:** The Istanbul SUMP vision was established and other than the Business as Usual scenario, four scenarios were defined by evaluating potential uncertainties in the future.
- **M4.2 Strategy Development - SUMP Vision, Objectives, Targets and Indicators:** Objectives, targets and indicators were defined based on the Istanbul SUMP vision.
- **M5 Measures Planning:** Policy measures of SUMP were determined by developing a long list and a short list respectively.
- **M6 SUMP Implementation Plan Roadmap:** Concrete SUMP projects were developed and evaluated by breaking down the measures into projects. Core projects were prioritised by means of various assessment methods and the Istanbul SUMP implementation plan roadmap was developed.
- **M7 Capacity Building for Database Integration:** A data strategy and roadmap was developed within data integration framework and capacity building workshops that were conducted.
- **M8 Monitoring and Evaluation System for the SUMP:** Monitoring and evaluation framework was delivered by developing a dedicated monitoring and evaluation tool (Indicator Dashboard).
- **M10 Capacity Building and Training for SUMP:** The requirements of the newly formed SUMP Team within IMM were developed and a curriculum of training modules relating to the different SUMP phases was delivered, workshops about GESI, stakeholder engagement and communication were also conducted. Knowledge sharing workshops were held with the participation of experts on best practices in other cities and peer authority. Moreover, applied training on the Istanbul Transport Model was successfully carried out.

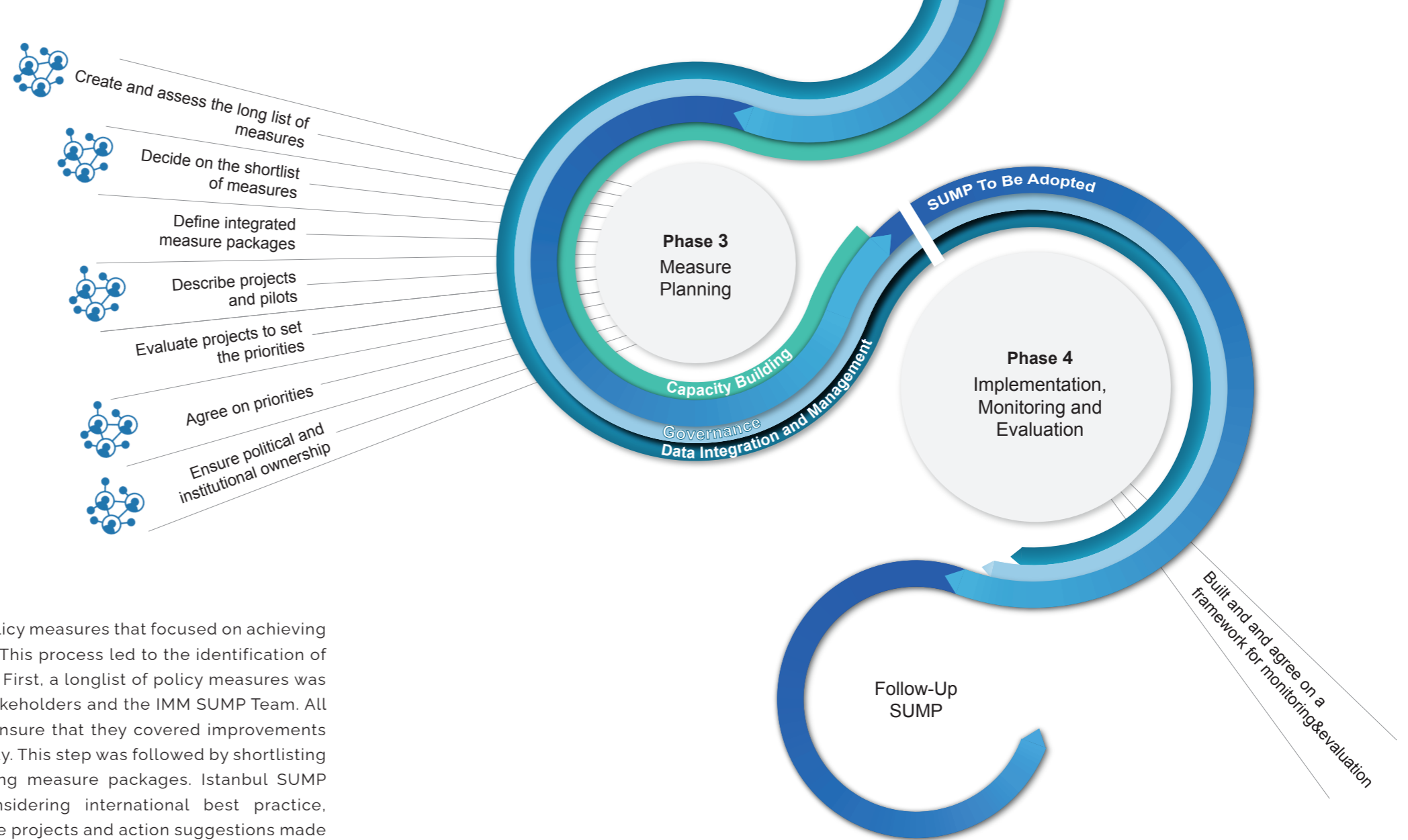
• Preparation and Analysis

Institutional resources and the local planning context were assessed. A dedicated interdepartmental SUMP team was established to promote collaboration and to create ownership of the SUMP within Istanbul Metropolitan Municipality. An extensive stakeholder participation and engagement strategy was undertaken, and an analysis of existing mobility in Istanbul (barriers, gaps, problems and opportunities) was carried out. A social inclusion analysis defined the underrepresented groups in Istanbul's transport system and explored the barriers to their participation in urban life.

• Strategy Development

The first step was to define the functional area of the Istanbul SUMP to ensure that the strategy covered the appropriate geographic area and was not limited to the city's administrative borders. All key stakeholders were included in this phase. Despite the Covid-19 pandemic and associated lockdowns, the Istanbul SUMP aimed to sustain a high level of stakeholder participation, including from underrepresented groups in society, and undertook one-to-one online meetings when necessary. To this end, the Istanbul SUMP expanded the definition of underrepresented groups in the Global Future Cities Programme to include individuals working in the informal sector, poor households living on the periphery, LGBTI+, individuals with chronic illnesses and carers – in addition to the eight groups defined in the programme (women, the elderly, children/youth, low-income groups/unemployed populations, individuals living with disabilities, ethnic minorities, refugees and foreigners/tourists). At this stage of the stakeholder engagement process, all underrepresented groups identified by the Program in Istanbul were represented. The next step was to develop and agree the vision and objectives for the SUMP, which included contributions from NGOs, businesses, professional chambers, experts and the IMM SUMP Team. Based on the existing and future challenges facing the city, five scenarios were developed to capture future uncertainty regarding growth and development in Istanbul. Finally, a series of indicators were developed to measure the defined SUMP objectives.





• Measure Planning

This stage of the study developed policy measures that focused on achieving the objectives of the Istanbul SUMP. This process led to the identification of intervention areas and core projects. First, a longlist of policy measures was prepared with the contribution of stakeholders and the IMM SUMP Team. All policy measures were reviewed to ensure that they covered improvements to social inclusion and gender equality. This step was followed by shortlisting all proposed policies and developing measure packages. Istanbul SUMP projects were determined by considering international best practice, professional experience, IMM pipeline projects and action suggestions made by stakeholders during workshops. A monitoring and evaluation framework was also developed to monitor the success of the proposed SUMP projects. Finally, the projects were prioritised based on a combination of quantitative and qualitative appraisal approaches.

• Implementation, Monitoring and Evaluation

This phase will commence after IMM starts to realise the Istanbul SUMP Implementation Plan Roadmap. In order to gain institutional ownership, related units of IMM should undertake their responsibilities that are defined in the framework of SUMP Governance Plan. Moreover, IMM will take benefit from the monitoring process which is defined in the context of the plan for following up the implementation and performance of SUMP regularly and continuously. This process may deliver new challenges and opportunities to influence future SUMP implementation. This includes looking at potential synergies with other policies, including such elements as social inclusion and gender equality. At this stage, it is critical to review whether the current SUMP approach accounts for these elements or whether it needs to be adjusted to ensure their better consideration.

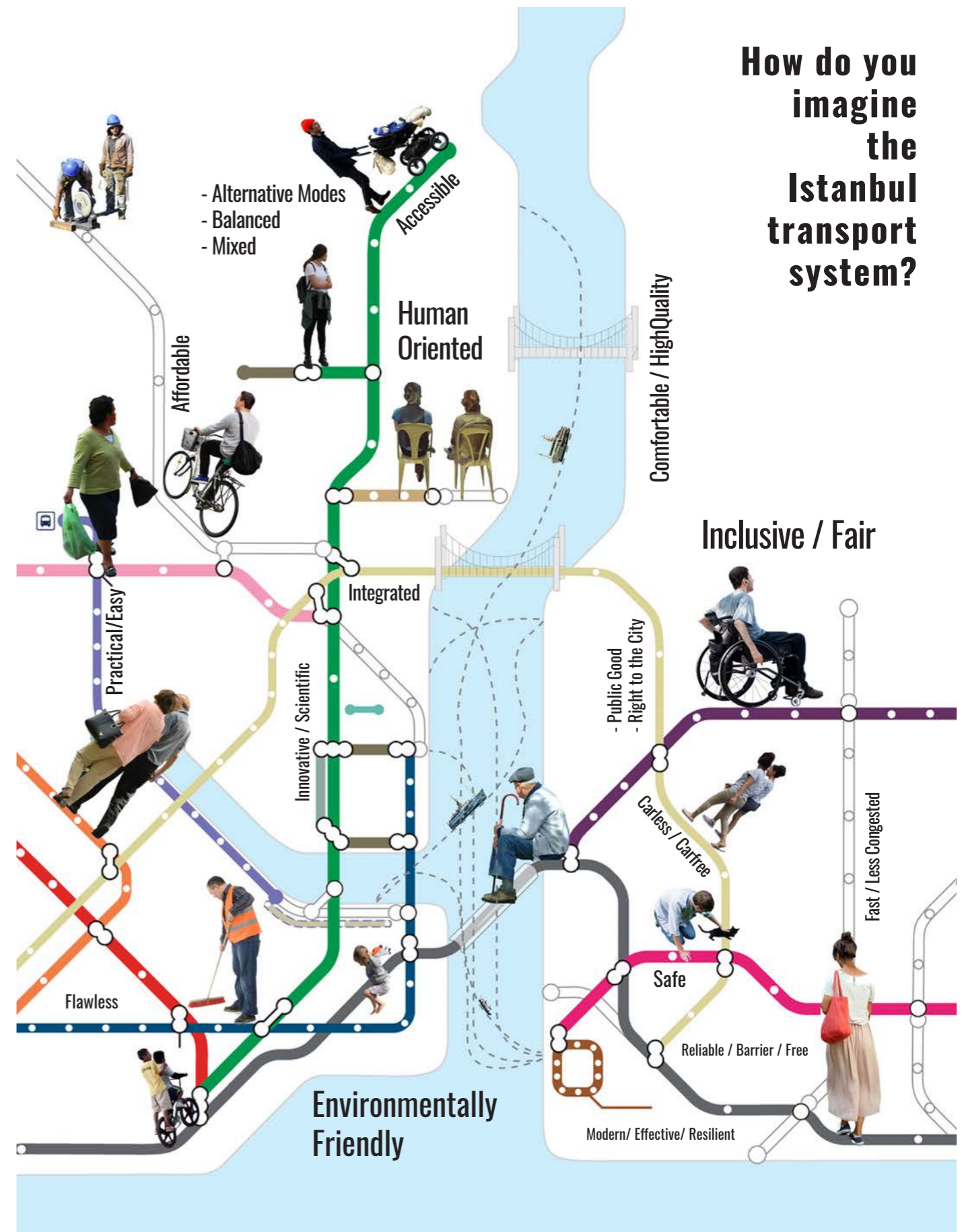
In addition to the phases defined in the ELTIS SUMP cycle, a **governance structure** was developed for the basic principles and framework in the planning and implementation of the Istanbul SUMP; a **capacity building programme** was developed based around the needs of IMM; a **training programme** and a variety of workshops captured the basic theoretical and practical aspects of SUMP planning; a specific study on **data management and integration** for capacity building focused on the needs of IMM.

The Istanbul SUMP is the first in Turkey and is the first global SUMP for a mega city with a population approaching 16 million. It reflects the radical changes in transport policy goals that enable citizens and stakeholders to take part in planning and implementation processes and that provide mobility for everyone, particularly for underrepresented groups. It also focuses on reducing: car dependency and use; the adverse effects of traffic, such as carbon emissions, air and noise pollution; and accidents. The core objectives of this new approach are to develop a mobility and transport system that takes all these aspects into account and focuses on people rather than traffic by placing more emphasis on promoting sustainable means of transport, such as public transport, walking and cycling.

Previously, conventional transport plans have been treated as technical exercises based on expert analysis. However, the culture of participation has gradually changed this approach in Turkish planning practices. In parallel with the current development of transport plans in other major cities, such as Ankara and Izmir, the Istanbul SUMP sets a new standard and priorities for incorporating as many stakeholders and citizens as possible in the planning process. Despite the Covid-19 pandemic, which lasted throughout the SUMP development, citizens and stakeholders were involved throughout, with a range of public participation and engagement formats. Workshops, focus groups and expert meetings provided highly valuable inputs that were incorporated into the development of the Istanbul SUMP (Figure 2). The process included a multidisciplinary and multilevel collaboration between parties and organisations to coordinate policies and measures, such as land-use and environmental planning, economic development, safety, health, education and information technologies, and social inclusion and gender equality. In this context, over the course of the Istanbul SUMP, 134 out of 255 stakeholders identified for Istanbul SUMP were reached through surveys, workshops and focus group meetings held in 24 separate online sessions in 4 stages, and their active participation was ensured throughout the SUMP studies from the point of view of "leave no one behind"³.

The Istanbul SUMP process included a multidisciplinary and multilevel collaboration between various parties and organisations to coordinate policies and measures in the areas such as land-use and environmental planning, economic development, safety, health, education and information technologies, and social inclusion and gender equality.

³ Leave No One Behind, A call to action for gender Equality and Women's Economic Empowerment, Report of the UN Secretary General's High-Level Panel on Women's Economic Empowerment, 2016. The Global Future Cities Prosperity Fund Programme by the UK FCDO, which Istanbul SUMP is a part of, expands this call to the least represented groups in cities (children/youth, low-income groups/unemployed populations, individuals living with disabilities, ethnic minorities, refugees, and foreigners/tourists



• Stakeholder Engagement



13 January 2020
3 February 2020

Stakeholder Engagement Strategy Workshop

- IMM SUMP Team
- Executives

Least Represented Groups Workshop and Interviews

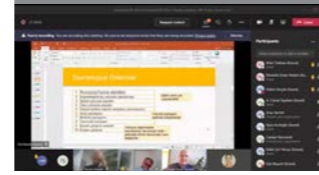
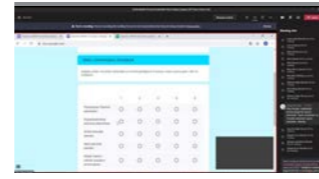
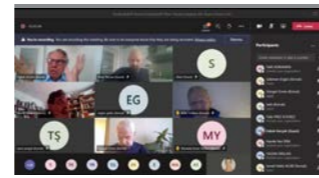
2 June 2020



Vision, Objectives, Indicators and Targets Workshop

- Experts
- IMM SUMP Team

14 October 2020



Policy Measures Expert Workshop

- Experts
- IMM SUMP Team

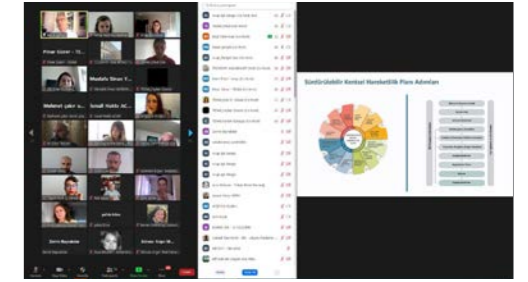
4 December 2020



17, 24, 25, 26 March 2021

Implementation Plan – Sectoral Workshops for Core Projects

- IMM SUMP Team
- IMM Departments
- Affiliates

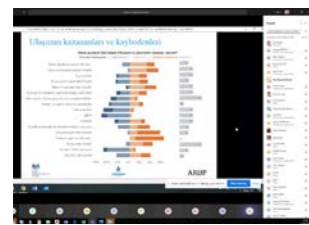


Implementation Plan – Core Projects Prioritisation Workshop

- IMM SUMP Team
- IMM Departments
- District Municipalities
- Professional Chambers
- NGOs
- Private Sector
- Experts
- Transportation Operators

16 September 2021

21 May 2020
GESI & Social Impact Assessment Workshop
-IMM SUMP Team



22-23-24 June 2020

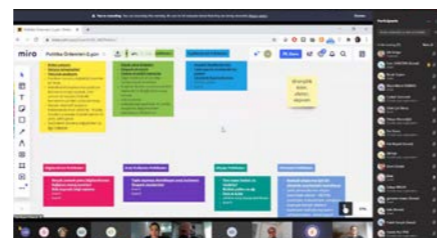
13 July 2020



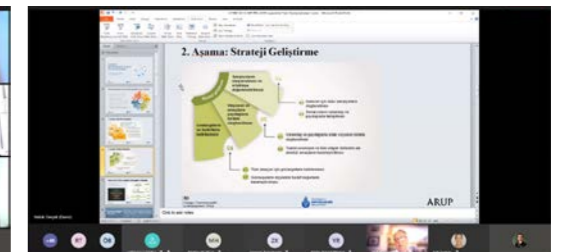
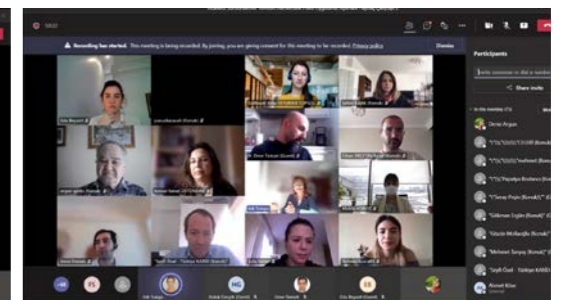
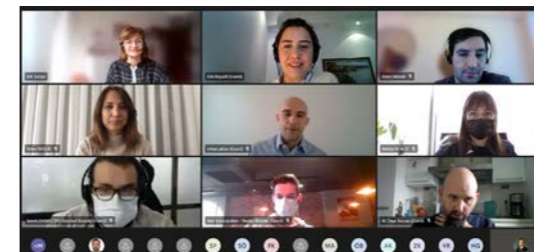
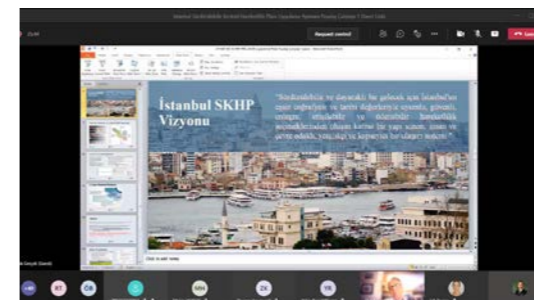
The Future of Istanbul Transportation Expert Workshop

- Experts
- IMM SUMP Team

25-27 November 2020
Policy Measures Workshop
- NGOs
- District Municipalities
- Professional Chambers
- Private Sector
- IMM SUMP Team



8-12 April 2021
Implementation Plan – Core Projects Workshop
- IMM SUMP Team
- IMM Departments
- District Municipalities
- Professional Chambers
- NGOs
- Private Sector
- Experts
- Transportation Operators



The Future of Istanbul: Vision and Scenarios
-Internal & External Stakeholders

Figure 2: Stakeholder Participation

Gender Equality and Social Inclusion (GESI)

GESI has been one of the most prominent topics during the preparation of the Istanbul SUMP. Based on the understanding that mobility patterns are often gendered and that citizens from diverse backgrounds have varied transport needs, the Istanbul SUMP tackled GESI-related issues at every step of the planning process.

