Tbilisi, Georgia

Sustainable Urban Mobility Plan — Completed

Basic information

Urban area	→	726 km²
Population (metropolitan area)	→	1,227,811[1]
Growth rate	→	1.3%
Country capital city		
GDP per capita	→	USD 5,413.94
Baseline motorisation rate	→	Car ownership between 0.38–0.72 vehicles per household; 30% of households had at least one car (2016)
Modal share		
Public transport: 39.1 % of which	→	Metro: metro 7.4% Local bus: 15.3% Minibus: 16.4%
Walking	→	26.9%
Private car	→	29.7%
Taxi	→	2.8%
Bicycle	→	0.1%
Motorised two-wheeler	→	0.1%
Other	→	1.3%
National GHG emissions per capita	→	4.61 (tCO2eq)
Exposure to climate change	→	MEDIUM

Context

Tbilisi, the capital of Georgia, is strategically located at the crossroads of Eastern Europe and Western Asia, along key transit corridors linking the Black Sea to the Caspian region. Positioned on major road, rail, and pipeline routes, the city plays a pivotal role in regional trade, energy transit, and logistics between Europe, Central Asia, and the South Caucasus. As the country's political, economic, and transport hub, Tbilisi anchors Georgia's integration into regional and international connectivity networks.

[1] https://geostat.ge/media/61960/1-3-population-by-cities-and-boroughs.xlsx

Support from the Partnership

Technical Assistance: Support to develop a Sustainable Urban Mobility Plan (SUMP)
Funded by: Asian Development Bank (ADB). Agence Française de Développement (AFD) funded complementary consulting services to support SUMP development within the MobiliseYourCity framework
Funding amount: EUR 406,000
Implemented by: AFD in collaboration with ADB and Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)
Local counterpart: Municipality of Tbilisi
Consultant(s) involved: Ramboll
Final Sump report: Not available

Supported activities:

By Asian Development Bank (ADB)

- Infrastructure development and financing of the SUMP

By Agence Française de Développement (AFD)

- Technical Assistance to the Transport Department of the Tbilisi City Hall to monitor SUMP development
- Follow up on initiatives related to active mobility with the Tbilisi City Hall.
- Complementary study on (i) improvement of existing BRT-light in the city centre; (ii) improvement of the standard master plan

SUMP Summary

SUMP Status	Not officially validated
SUMP Development Timeline	Joined MobiliseYourCity in 2019 MobiliseDays in Q1 2019 Initial Diagnostics and Data Collection Q3 2019 Development of the Vision, Goals, and Strategic Framework Q2 2021 Scenario Building, Testing, and Assessment Q4 2022 Drafting of the 20-Year Transport Plan and 5-Year Action Plan Q3 2023 Stakeholder Validation and Finalisation Q4 2023 Implementation Phase Q1 2024 onward
SUMP Implementation Timeline	Full SUMP spans 2023–2043 First implementation tranche 5-Year Action Plan (2024–2028
SUMP Vision	"To deliver to the citizens of Tbilisi an effective, efficient, safe and sustainable urban transport system that is accessible and affordable for all and contributes to a better quality of urban life and environment."
Key expected results (GHG, modal share and access)	GHG: No quantitative GHG target provided. Reduce car dependency by shifting modal share: decrease car share from 29.7 % (2016) to 20 % by 2043 and increase public transport from 39.1 % to 43 %; walking from 26.9 % to 27 %; and cycling from 0.1 % to 8 % 50% reduction in road fatalities. Make 70 % of metro stations fully accessible.
Total SUMP Investment Requirement	Total SUMP Investment Requirement: ≈ EUR 1.31 billion Capital Expenditure (CAPEX) ≈ EUR 1.31 billion This covers infrastructure construction, rolling stock procurement, ITS installation, cycling and pedestrian infrastructure, rail extensions, cable cars, and urban realm upgrades. The largest components are: • Commuter Rail: ≈ EUR 265 million • Didi Dighomi Rail Link: ≈ EUR 254 million • Cable Cars: ≈ EUR 217 million • Bus fleet upgrades: ≈ EUR 116 million • Metro modernisation: ≈ EUR 66 million • Tbilisi Bus Transit corridors: ≈ EUR 58 million

SUMP preparation process and stakeholder involvement

Geographic Coverage: The preparation of the Tbilisi SUMP encompassed the entire municipal territory of Tbilisi, ensuring that the plan addresses mobility challenges and opportunities across all districts of the capital. The SUMP includes the functional urban area of Tbilisi, recognising expansion into the northern district of Didi Dighomi and other rapidly growing neighbourhoods. The analysis and stakeholder consultations covered central neighbourhoods such as the Old Town, Vake–Saburtalo, Rustaveli, and Mtatsminda, as well as rapidly expanding peripheral areas such as Didi Dighomi, Varketili, Gldani, Samgori, and Isani. The SUMP also assessed mobility corridors and transport infrastructure affecting citywide accessibility—such as river crossings, hilly residential zones, metro and bus networks, and major road arteries.

Preparation started with data collection, modelling and mapping exercises, policy and legal reviews, site visits, and stakeholder interviews. The plan categorises stakeholders into primary stakeholders (citizens, commuters, lobby groups, funding agencies), key stakeholders (political and technical decision-makers such as the mayor, TUDA, and the Tbilisi Development Fund), and intermediary stakeholders (transport operators, employees, suppliers, investors, and the media). Eight stakeholder groups were identified: civil society, government, transport operators, transport employees, suppliers/vendors, investors, the wider economy, and mass media.

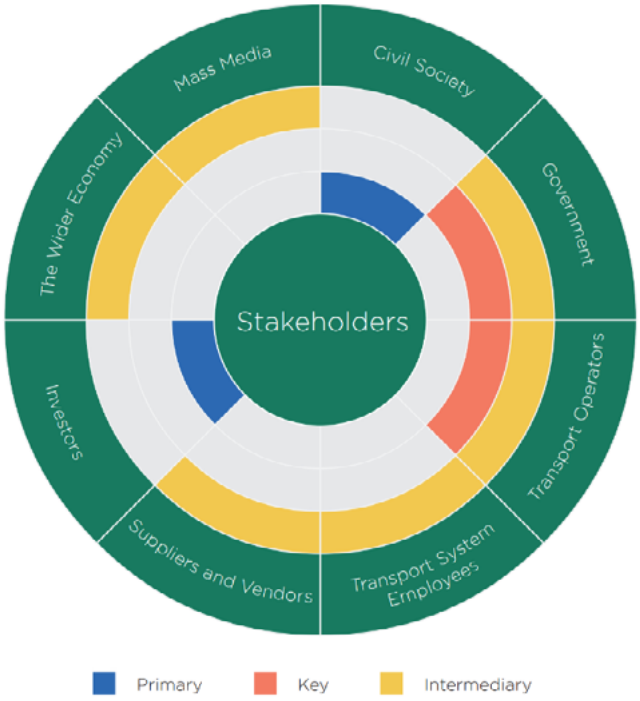

Figure 1 Stakeholder mapping for Tbilisi SUMP

Engagement mechanisms encompassed public consultations, community workshops, focus groups, expert interviews, and multi-stakeholder coordination meetings held during the planning stages. Public-facing events—such as Mobility Week activities, street redesign consultations (e.g., Freedom Square, Rustaveli Avenue, Kote Afkhazi Street), and tactical urbanism pilots (e.g., the proposed Superblocks)—offered residents opportunities to give direct feedback on design options and priorities. Technical sessions and working groups supported collaboration with specialists on topics including public transport operations, road safety, accessibility, and environmental impacts.

A major multi-stakeholder engagement meeting in 2023 brought together about 50 institutions, providing a platform to review findings, validate priorities, and build consensus on the SUMP's retained scenario and implementation pathway. Overall, the participatory process ensured that the SUMP was grounded in local realities, technically informed, and supported by key actors across governance levels.

Diagnosis of urban mobility in Tbilisi

The diagnosis of urban mobility in Tbilisi reveals a city facing rapid motorisation, increasing congestion, and deteriorating street conditions for walking and cycling. Despite a relatively high proportion of public transport, car dependency continues to grow, driven by urban sprawl, inadequate pedestrian and cycling infrastructure, limited metro accessibility, and buses slowed by traffic congestion. Men are more likely to drive, while women mainly walk or use public transport. Notably, one-fifth of road traffic consists of trips shorter than 1.5 kilometres, indicating potential to shift short journeys to walking or cycling if conditions improve. Walking conditions are often unsafe or uncomfortable, cycling infrastructure is fragmented, and parking mismanagement, including widespread illegal parking, contributes to congestion and unsafe streets. Road safety remains a major concern, and environmental impacts from transport pollution are significant. These mobility challenges highlight systemic issues in infrastructure, behaviour, and governance that the new transport plan aims to address.

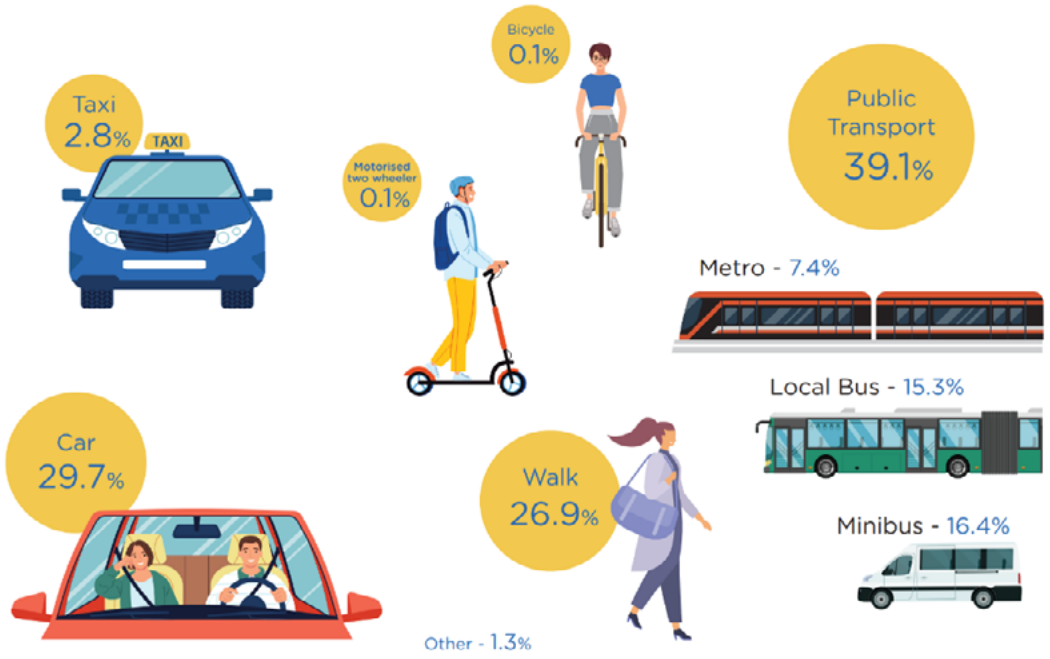

Figure 2 Modal share of urban trips in Tbilisi

Existing mobility and transport services:

Tbilisi's mobility landscape is marked by high car dependence alongside a growing but still challenged public transport system. Rapid expansion into peripheral districts increases trip distances and reliance on cars, making public transport less competitive and raising operating costs. Public transport (metro, bus, minibus) accounts for a large share of trips, yet services are hindered by congestion, ageing infrastructure, and gaps in accessibility.

Two metro lines extend over 27 kilometres and serve 23 stations, yet many facilities are not fully accessible to people with reduced mobility. Buses remain the most-used mode, but they are often caught in congestion; average speeds in many corridors fall below 20 km/h. Tbilisi once operated six cable-car routes, but only three are currently in service, and only the Bagebi University line functions as a public transport route; the other two – linking Rike Park to Narikala Fortress and Vake Park to Turtle Lake – mainly serve tourists. Given that many residential neighbourhoods sit high above the valley where the business district lies, the city's topography makes cable cars an efficient way to connect homes and workplaces.

Walking remains widely used, but pedestrian environments are unsafe, discontinuous, and often uncomfortable due to poor street design and widespread illegal parking. Cycling infrastructure has grown to about 35 kilometres of lanes, but the network is fragmented and often lacks protective

elements, making it unattractive to potential riders. The city's spatial expansion and development of distant residential areas increase travel distances and reinforce dependency on motorised modes.

Figure 3 Existing metro lines in Tbilisi

Road safety and comfort issues:

Safety is a critical challenge, with high numbers of road crashes and fatalities, particularly affecting pedestrians and cyclists. Walking is often unsafe due to missing or poor-quality footpaths, a lack of safe crossings, and drivers failing to yield. At the same time, dangerous traffic conditions, high vehicle speeds, and unprotected junctions hinder cycling. Comfort is affected by poor maintenance, insufficient lighting, and low-quality waiting environments for public transport users. Road fatalities remain high, and improving safety is a central objective of the plan. Safety concerns, especially at night, and the lack of inclusive, accessible infrastructure underline gender-based mobility inequalities.

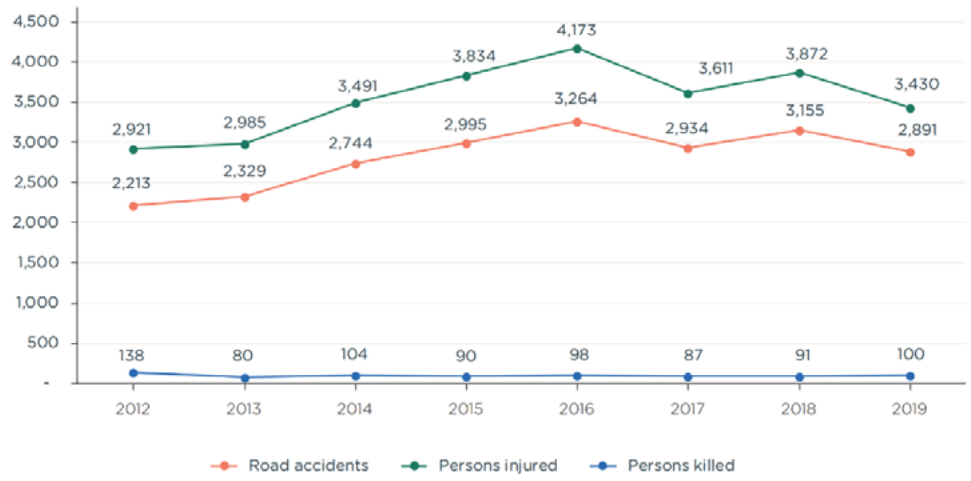

Figure 4: Road accidents in Tbilisi

Urban logistics:

Another distinctive issue is urban freight. Most goods currently pass through warehouses and distribution centres in the city centre, bringing heavy trucks into congested streets and worsening air quality.

Environmental challenges:

Transport contributes significantly to air quality and noise issues in Tbilisi. While the plan does not quantify emissions, it explicitly identifies motorisation growth and congestion as major environmental concerns, which are contributing to deteriorating air quality and increased exposure to noise pollution, especially in dense neighbourhoods. The dominance of fossil-fuel vehicles and limited low-emission mobility options exacerbates environmental pressures. Environmental improvement is a core SUMP goal.

High transport costs put low-income users under pressure:

Although public transport fares in Tbilisi are relatively modest, low-income households face financial pressure due to increasing transport expenditures linked to urban sprawl, long distances to jobs and services, and the lack of affordable alternatives to motorised travel. Parking subsidies and the extensive use of private vehicles also indirectly contribute to social inequities by limiting investment in more affordable, accessible modes. While not quantified, this affordability challenge is referenced within economic impact assessments.

Institutional and financial capacity constraint:

Institutional and financial capacity constraints: The SUMP highlights institutional fragmentation and capacity limitations as barriers to implementing an integrated mobility strategy. Coordination among multiple actors—including TUDA, Tbilisi City Hall, transport operators, ministries, and development partners—is improving but still requires strengthening. Financial constraints are significant: achieving the full 20-year plan requires USD 1.30–1.40 billion, far beyond current annual budgets, necessitating external financing and new revenue mechanisms (e.g., parking reform). Capacity and budget limitations slow project delivery and reduce the city's ability to maintain and enhance transport services.

SUMP visions and goals

> "To deliver to the citizens of Tbilisi an effective, efficient, safe and sustainable urban transport system that is accessible and affordable for all and contributes to a better quality of urban life and environment."

The city aspires to create an effective, efficient, safe and sustainable transport system that is accessible and affordable for all, contributing to a higher quality of urban life and environmental health.

Seven strategic goals support this vision:

- Reduce car dependency by promoting sustainable transport modes.
- Improve accessibility and connectivity at the city and regional levels.
- Improve efficiency and service quality in the mobility system.
- Provide inclusive transport solutions for all, especially vulnerable users.
- Improve safety and security in urban areas and the mobility system.
- Provide high-quality urban spaces that enhance liveability.
- Reduce impacts on health and the environment, including emissions and noise.

Test scenarios and selected scenario

To assess potential strategies, the plan compared two baseline scenarios and three "Do Something" scenarios using a multi-criteria analysis:

- "Do Nothing" baseline: no interventions; serves as a benchmark.
- "Business As Usual" baseline: implements mobility initiatives already programmed before the SUMP. Three "Do Something" Scenarios:
- PT-Oriented Scenario: focuses on public transport improvements (higher service levels, multimodal integration and accessibility).
- NMT-Oriented Scenario: emphasises walking and cycling infrastructure and rehabilitation of streets and footpaths.
- TDM-oriented scenario: focuses on travel demand management measures such as speed reductions and parking policies.

The scenarios were evaluated across criteria including effectiveness/efficiency, safety/accessibility, quality of life/environment, governance challenges and financial costs. The analysis concluded that a retained scenario combining elements of all three "Do Something" packages—particularly strong travel demand management and significant public transport improvements—would best achieve the vision and goals. This retained scenario became the 20-year action plan, with a five-year subset developed for immediate implementation. Demand management and significant improvements to public transport would best achieve the vision and goals. This retained scenario became the 20-year action plan, with a five-year subset developed for immediate action.

The horizon years used for scenario evaluation are 2025, 2030, and 2043, which align with the short-term (five-year) and long-term (20-year) planning horizons.

SUMP Key Measures and Cost Estimates

The following table highlights the most significant measures identified in the SUMP.

Measure	Cost (EUR)[2]	Proposed financing source	Implementation schedule
Physical investments	896,862,000		
Superblocks	844,000	ADB; Tbilisi City Hall; Central Government	2022–2028
Waterfront Revitalisation	2,373,000	ADB; Tbilisi City Hall	2024–2028
Freedom Square and Rustaveli Avenue	12,006,000	Tbilisi City Hall	2022–2026
Pedestrian-Oriented Kote Afkhazi Street	2,862,000	Tbilisi Development Fund (TDF); Tbilisi City Hall	2022–2025
Didi Dighomi - City Centre Rail Link	214,623,000	Tbilisi City Hall; Central Government; International financial institutions	2024–2035
Commuter Rail	224,054,000	Tbilisi City Hall; Georgian Railways; Central Government; International donors	2024–2035
Metro Modernisation	55,851,000	Tbilisi City Hall; Central Government; ADB; EBRD	2024–2031
Tbilisi Bus Transit (TBT)	49,223,000	Tbilisi City Hall (municipal budget)	2020–2026
Better Buses and Minibuses	98,252,000	Tbilisi City Hall; International financial institutions	2023–2026
Cable Cars	183,080,000	AFD (loan); Unknown (other sources TBD)	2024–2034
Station Square Upgrade and Bus Priority Crossing	20,973,000	Tbilisi City Hall; Central Government; International financial institutions	2023–2028

[2] Exchange rate (USD→EUR): 1 USD = 0.85 EUR

Measure	Cost (EUR)[2]	Proposed financing source	Implementation schedule
Pedestrian and Cycle-Friendly River Crossings	9,044,000	Tbilisi City Hall; Central Government; Donors (e.g., ADB)	2023–2029
Pedestrian Streets	1,942,000	Tbilisi City Hall; TDF	2024–2028
Bicycle Network	21,735,000	Tbilisi City Hall; Donors (e.g., GIZ)	2024–2028
Policy and regulation	1,318,000		
On-Street Parking Management	583,000	ADB (feasibility study); Tbilisi City Hall	2023–2026
Parking Levy	735,000	ADB (feasibility study)	2024–2025
Technical studies	99,734,000		
Vision Zero (speed limit reduction, safe cycle network, complete streets, safer junctions)	61,431,000	Tbilisi City Hall (likely); Unknown	2023–2028
Transit-Oriented Development (TOD)	177,000	Tbilisi City Hall; Private sector; International donors (likely)	2021–2030
Intelligent Transport System (ITS)	37,678,000	KfW (loan)	2023–2030
Urban Freight Policy	448,000	Tbilisi City Hall; Central Government; International donors	2025–2029

SUMP impacts: Projected results and impact

The SUMP does not provide a consolidated quantitative impact table. The following summary reflects documented expected effects based on scenario evaluations, strategic objectives, and projected performance indicators.

Impact area	Baseline/Context	Expected Impact (Qualitative)
Public Transport Performance	Overcrowded buses, limited coverage, and a low modal share of institutional transport.	Major increase in capacity and reliability through BHNS corridors; improved frequencies; expanded network coverage; reduced congestion in key radial axes.

Insights from practice: lessons learned from the SUMP development process

Designing mobility measures around gendered travel patterns and short daily trips can unlock significant potential to shift journeys away from private cars. Perspectives for implementation

The Tbilisi SUMP highlights the importance of understanding who travels, how, and for what distances when designing sustainable mobility measures. The baseline analysis shows clear gender differences in travel behaviour, with men more likely to drive and women more reliant on walking and public transport, alongside a high share of car trips under 1.5 km. This combination reveals strong latent potential for mode shift, provided that walking, cycling, and public transport are made safer, more comfortable, and more socially inclusive. For future SUMP processes, this underlines the value of disaggregated data and of designing measures that explicitly respond to everyday travel needs, rather than assuming a uniform “average user”.

Treating urban freight as an integral part of mobility planning enables cities to reduce congestion and impacts while safeguarding economic activity."

The Tbilisi SUMP demonstrates that urban freight must be treated as a core component of urban mobility planning, not as a residual issue. The concentration of warehouses and freight movements in the city centre was identified as a contributor to congestion, safety risks, and environmental impacts, prompting the SUMP to address logistics locations, vehicle access rules, and last-mile distribution in a structured way. This approach shows that integrating freight into a SUMP can help cities reduce heavy-vehicle traffic in dense areas while maintaining economic activity, and that even relatively low-cost planning and regulatory measures can have system-wide benefits when aligned with land-use and transport strategies.

The Tbilisi Transport Plan was endorsed by Mayor Kakha Kaladze and is expected to move into the implementation phase. The city's leadership invites citizens to actively participate to ensure a collaborative approach to bringing this vision to life.[3]

SUMP Finance Leverage

Leveraged financing (resulting from or enabled by the SUMP preparation process)[4]

Description	Source of financing	Type	Status	Amount (EUR)
Detailed design for Tbilisi Superblock project	ADB	Grant	Secured	920,000
Concept Design and Feasibility Study for Development of Superblocks in Tbilisi	ADB	Grant	Secured	722,492
Transport System Data Collection	ADB	Grant	Secured	828,000
Feasibility Study and Detailed Design for Tbilisi Metro Station Upgrades	ADB	Grant	Secured	1,308,912
Feasibility Study on the Development of Public and Tourist Transport Services on the Mtkvari River in Tbilisi	ADB	Grant	Secured	727,000
Tbilisi Metro Modernisation (Rolling stock & Capacity)[5]	AIIB	Loan	Secured	125,000,000
Metro Stations Upgrade	EBRD + GCF	Loan	Secured	50,600,000

[3] https://www.adb.org/sites/default/files/institutional-document/951006/cps-geo-2024-2028.pdf
[4] https://www.adb.org/sites/default/files/project-documents/53118/53118-002-pp-en.pdf
[5] https://www.aiib.org/en/projects/details/2024/_download/Georgia/AIIB-APD-Final-P000889-Tbilisi-Metro-Modernization-Project.pdf

Associated financing (independently secured financing for measures related to the SUMP)

Description	Source of financing	Type	Status	Amount (EUR)
Sustainable urban mobility in Georgia (SUM Tbilisi) - Project implementation and accompanying measures Consultant (GOPA infra)	BMZ, KfW	Grant	Secured	4,362,467
Connect Georgia – Shaping the mobility of tomorrow	BMZ	Grant	Secured	53,342
Sustainable Urban Mobility in the South Caucasus (Mobility4Cities)	BMZ, KfW	Grant	Secured	4,800,000
Tbilisi City Hall Transport Advisory	CDIA	Domestic allocation	Secured	356,768

Perspectives for implementation

The plan was finalised in 2023, marking a significant milestone in Tbilisi's sustainable mobility journey.

In the past years, significant progress has been made in modernising the Tbilisi Metro, enhancing the travel experience for its 500,000 daily passengers, particularly benefiting women and low-income groups. A phased investment program by the Cities Development Initiative for Asia (CDIA), a multi-donor trust fund managed by the ADB, has replaced outdated power cables and installed modern ventilators, thereby improving passenger safety and air quality. The city government has invested in the renovation of rolling stock and metro stations, which has increased trip frequency and improved overall infrastructure. As a result, Metro ridership has risen to 40% of all public transport users, while ongoing plans aim to enhance inclusivity and accessibility for vulnerable populations. Contributions from donors like the ADB and the European Bank for Reconstruction and Development have further supported these efforts through substantial loans for station upgrades and infrastructure improvements. CDIA's assistance has also strengthened transport governance in Tbilisi, improving project planning and establishing a unified transport and land-use planning agency.

However, in December 2024, the German government decided to end cooperation projects with the Georgian government in response to the Georgian government's anti-EU shift and the ongoing violent suppression of pro-European mass demonstrations. This will stop envisaged cooperation projects with a cumulated worth of EUR 237 million.[6]

Highlights in the past year

AIIB-backed Tbilisi metro modernisation takes effect[7]

In May 2025, the AIIB-financed Tbilisi Metro Modernisation Project became effective following ratification of the loan agreement, marking a major step in SUMP implementation. The sovereign financing agreement of EUR 125 million supports the procurement of 97 electric metro cars to replace ageing rolling stock phased out between 2025 and 2030, as well as targeted institutional

strengthening, feasibility and design work for depot and tunnel improvements; this consolidated project represents the core urban mobility investment for sustainable public transport in the city.

New modern tram line tender announced[8]

In late 2025, Tbilisi City Hall launched an international design-and-build tender worth approximately EUR 140 million for a 7.5 km modern tram line connecting Didi Dighomi with the Didube Metro Station. This project, one of the city's first tram revivals in decades, will include track construction, stops, depot facilities and integrated communications and operational systems, advancing multimodal mobility and expanding the public transport network in line with the SUMP's objectives.

Last update December 2025

[6] https://www.bmz.de/en/countries/georgia
[7] https://www.aiib.org/en/projects/details/2024/approved/Georgia-Tbilisi-Metro-Modernization-Project.html?utm_source
[8] https://georgiatoday.ge/tbilisi-launches-e140-million-international-tender-for-new-tram-line/?utm