

Country Name	<b>Project for the Development of Urban Master Plan in Greater Abidjan</b>										
Republic of Côte d'Ivoire											
<b>I. Project Outline</b>											
Background	After the independence of Côte d'Ivoire in 1960, the country achieved high GDP growth rate and the City of Abidjan achieved the growth to be the political and economic center of the country. However, the problems associated with urbanization had been aggravated in Abidjan during the decade long civil war since 2002. The issues of uncontrolled urbanization had constrained reconstruction and stabilization of the country. In particular, the population growth pressure brought about the large-scale urban poverty with 200 million urban poor and the disordered urban development. There were considerable disparities between the actual situation and the latest urban plan prepared in 2000. Therefore, there was a necessity for formulating an updated urban development plan based on the results of assessment and analysis of the urban plan in 2000.										
Objectives of the Project	<ol style="list-style-type: none"> <li>Expected goals through the proposed plan<sup>1</sup>: A sustainable urban development plan in line with the national development policies is implemented in the Greater Abidjan area.</li> <li>Expected utilization of the proposed plan: 1) The urban development plan formulated by the project is approved via an appropriate process of Cote d'Ivoire. 2) Projects targeted by the feasibility study or priority projects are implemented.</li> </ol>										
Activities of the Project	<ol style="list-style-type: none"> <li>Project site: Greater Abidjan area (Abidjan Autonomous District and 6 expanded communes)</li> <li>Main activities: 1) Evaluation of the master plan 2000, 2) Formulation of the Urban Master Plan for Great Abidjan, 3) Formulation of the Transport Master Plan for Great Abidjan, and so on</li> <li>Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Côte d'Ivoire Side</td> </tr> <tr> <td>(1) Experts from Japan: 27 Persons</td> <td>(1) Staff allocated: 35 persons</td> </tr> <tr> <td>(2) Training in Japan: 12 persons</td> <td>(2) Facilities: Office for the Study Team</td> </tr> <tr> <td></td> <td>(3) Operation Cost: Cost for the use of the office, etc.</td> </tr> </table> </li> </ol>			Japanese Side	Côte d'Ivoire Side	(1) Experts from Japan: 27 Persons	(1) Staff allocated: 35 persons	(2) Training in Japan: 12 persons	(2) Facilities: Office for the Study Team		(3) Operation Cost: Cost for the use of the office, etc.
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Project Period	February, 2013 – March 2015 (Extended Period: October 2014 – March 2015)	Project Cost	(ex-ante) 400 million yen (actual) 636 million yen								
Implementing Agency	Ministry of Construction, Housing, Sanitation and Urban Development (MCLAU) (The name of ministry changed to the Ministry of Construction, Housing and Urban Development (MCLU: Ministère de la Construction, du Logement et de l'Urbanisme in July, 2018)										
Cooperation Agency in Japan	Oriental Consultants Global Co., Ltd., Japan Development Institute, International Development Center of Japan, Asia Air Survey Co., Ltd.										

**II. Result of the Evaluation**

1 Relevance
<p>&lt;Consistency with the Development Policy of Côte d'Ivoire at the Time of Ex-Ante Evaluation &gt;</p> <p>The project was consistent with the development policies of Côte d'Ivoire at the time of ex-ante evaluation. The “National Development Plan” (2012-2015) included a strategy aiming at provision of an appropriate environment and livelihood for all the citizens in the country.</p> <p>&lt;Consistency with the Development Needs of Côte d'Ivoire at the Time of Ex-Ante Evaluation &gt;</p> <p>The project was consistent with the needs of Côte d'Ivoire at the time of ex-ante evaluation. There was great needs for improving the urban problems in the Greater Abidjan area caused by the disordered urbanization and urban development through an appropriate urban planning for the area.</p> <p>&lt;Consistency with Japan's ODA Policy at the Time of Ex-Ante Evaluation&gt;</p> <p>The project was consistent with the Japan's ODA policy for Côte d'Ivoire” prioritizing to support acceleration of economic growth including improvement of functions of Abidjan<sup>2</sup>.</p> <p>&lt;Evaluation Result&gt;</p> <p>In light of the above, the relevance of the project is high.</p>
2 Effectiveness/Impact
<p>&lt;Status of Achievement for the Objectives at the time of Project Completion&gt;</p> <p>The objectives of the project were partially achieved by the time of project completion. The urban development plan approved in 2000 was evaluated (Output 1) and the Urban Master Plan for Greater Abidjan for 2030, including the Transport Master Plan, was developed (Output 2). However, a feasibility study on the high priority project was not be able to be conducted because the selection of the high priority projects was not agreed at the inter-ministerial meeting as scheduled (Output 3).</p> <p>&lt;Utilization Status of the Proposed Plan at the time of Ex-post Evaluation&gt;</p> <p>The proposed plan has been utilized at the time of ex-post evaluation. The Urban Plan of Greater Abidjan (Schéma Directeur d'Urbanisme du Grand Abidjan: SDUGA) were approved by the Decree No. 2016-138 on March 9th, 2016 (Indicator 1). Most of the priority projects selected in SDUGA have been under implementation by the donors' support including JICA and the public-private partnership (PPP) (Indicator 2).</p> <p>&lt;Status of Achievement for Expected Goals through the Proposed Plan at the time of Ex-post Evaluation&gt;</p>

<sup>1</sup> The degree of achievement of expected goals is not to be assessed in principle at the time of ex-post evaluation, since it is defined as the medium-to-long-term goals which will be attained as a result of crystallizing the proposed plan (“output” of the project).

<sup>2</sup> MOFA, “Country ODA data book 2012”.

The expected goals through the proposed plan have been achieved. Out of the 18 projects under implementation, 2 projects have been already completed, 6 projects with work in progress and 3 projects with work starting (Indicator 1). As for improvement of traffic jam (Indicator 2), the road length has been increased by the projects implemented under the proposed plan and the public transportation service has been expanded. Abidjan Transport Company (Société des Transports Abidjanais: SOTRA) has increased their bus fleet and two new lagoon transport companies have been established for the last two years. Those have contributed to increase in the number of public transport passengers and to mitigate the traffic jams in the area though the data of the public transport passengers were no available. Also, although there is no statistic data on traffic volume, it is reasonably presumed that the completed road projects have had a positive impact on reduction of the traffic jams in the project areas.

<Other Impacts at the time of Ex-post Evaluation>

According to the questionnaire result provided by the counterparty agency, the main benefit perceived by them is regarding the unified visualization among the stakeholders about the future development plan of Greater Abidjan, The Project contributed to improving understanding of the different sector master plans by contemplating the information into one plan. The project also contributed to improving the quality of communication among the stakeholders (not just among the government agencies, donors, but also with the private sector). It allowed the Ivorian government to communicate more cohesively with their partners, as most priority projects were numbered and given priority categories. Finally, as regards to the environmental and social effects, the Project did not involve any feasibility study; thus, there is no direct effect due to the Project.

<Evaluation Result>

In light of the above, the effectiveness/impact of the project is high.

Status of Achievement of Utilization Status of the Proposed Plan and Expected Goals through the Proposed Plan

Aim	Indicators	Results
Utilization Status of the Proposed Plan: 1) The urban development plan formulated by the project is approved via an appropriate process of Côte d’Ivoire.	1) The urban development plan is approved as the government plan.	(Ex-post Evaluation) Achieved The Urban Plan of Greater Abidjan (Schéma Directeur d’Urbanisme du Grand Abidjan: SDUGA) were approved by the Decree No. 2016-138 on March 9th, 2016
2) Projects targeted by the feasibility study and/or priority projects are implemented.	2) Priority projects and/or projects targeted by the feasibility study are started.	(Ex-post Evaluation) Achieved 18 priority projects have been under implementation by the donors’ support including JICA and PPP: ➢ Public transport: 2 projects ➢ Road: 12 projects ➢ Improvement of intersections: 4 projects
Expected Goals through the Proposed Plan A sustainable urban development plan in line with the national development policies is implemented in the Greater Abidjan area.	1) Implementation status of the proposed projects	(Ex-post Evaluation) Achieved. The 18 priority projects under implementation have been in the following status: ➢ Preparatory work in progress: 1 project ➢ Agreement of execution signed: 1 project ➢ Call tender phase: 5 projects ➢ Work starting: 3 projects ➢ Work in progress: 6 projects ➢ Work completed: 2 projects
	2) Improvement of traffic jams (Road area ratio and the number of public transport passengers)	(Ex-post Evaluation) Achieved ➢ The road length has been increased by the abovementioned projects. ➢ Abidjan Transport Company (SOTRA) increased the bus fleet ➢ Two new lagoon transport companies have been established.

Source: Final Report of the project, data and information provided by MCLU and the Ministry of Transport

### 3 Efficiency

Both of the project cost and period exceeded the plan (ratio against the plan: 159% and 130%, respectively). The outputs were decreased from the planned ones because the planned feasibility study on the high priority project had not been conducted due to the time consuming process to make consensus on the selection of the priority projects at the inter-ministerial meeting. On the other hand, during the latter part of the project, under the circumstances of post-crisis after the establishment of Ouattara administration in 2011, in order to rapidly resume the development of the country, JICA and the study team decided to conduct pre-FS of a priority transport project in this project. This is the main reason why the project cost and period had exceeded. Therefore, efficiency of the project is low

### 4 Sustainability

<Policy Aspect>

“The National Development Plan” (2016-2020) prioritizing development of strategic infrastructure has endorsed promotion of urban development in the Greater Abidjan area.

<Institutional/Organizational Aspect>

The Department of Urban Planning of MCLU has 44 staff members but the number of staff has not been sufficient. Since the department has been involved in all urban development projects in a crosscutting manner, the number of senior staff, in particular, has not been sufficient to address all requests. Therefore, the contract staff has been recruited in order to support the tasks of the department. Besides, the urban transport component has been implemented by the Ministry of Transport. A new agency (AMUGA: Autorité de la mobilité urbaine dans le Grand Abidjan) for the transport development was established by the Decree No.2019-100 of 30 January 2019 and will be operational by the appointment of the senior executives. Also, the transport infrastructure projects have been implemented by the implementing agencies such as Agency of Road Management (AGEROUTE: Agence de Gestion des Routes) under the Ministry of Equipment and Road Maintenance (formerly Ministry of Infrastructures), and the Ministry of Transport.

<Technical Aspect>

MCLU has sufficient expertise in planning and reviewing urban development plans and their staff has sustained the technical capacities in urban development management through in-service training and seminars as well as workshops. The training sessions cover urban planning, urban management and Geographic Information System (GIS) and so on. Also, the executing agencies such as AGEROUTE and DGTTC (Direction Générale des Transports Terrestres et de la Circulation) have sustained proven experience in urban development projects.

<Financial Aspect>

For urban development in the Greater Abidjan area, the budgets have not been sufficient to implement priority projects because the state budget to allocate the projects has been limited to cover all the planned development projects in general (the budget allocated from the partner agencies for the realization of public transport projects had been around 546.1 Billion CFA Franc (XOF), which is around 101.8 Billion Japanese Yen (JPY), according to the information provided by the Ministry of Transport). On the other hand, the priority project have been implemented by the financial supports by the donors including JICA.

<Evaluation Result>

In light of the above, there have been problem observed from the institutional/organizational and financial aspects of the implementing agency. Therefore, the sustainability of the project effects is fair.

5 Summary of the Evaluation

The project has partially achieved its objectives but the urban development plan formulated by the project has been utilized through the implementation of the priority projects in the plan. As for sustainability, the number of staff and the budget have not been sufficient for the implementation of the urban development plan. As for efficiency, the project cost and the project period considerably exceeded the plan.

Considering all of the above points, this project is evaluated to be partially satisfactory.

**III. Recommendations & Lessons Learned**

**Recommendations for Implementing Agency:**

**For the implementation of this Master Plan, the Executing agencies should:**

- set up an institution for coordination, execution and monitoring for the smooth and effective implementing of the Master Plan, as it involves many different Ministries.
- coordinate with the local governments (the communes) and formulate a more detailed plan for each local governments in order to effectively implement the Master Plan, as the Urban Master Plan of Greater Abidjan concerns not only the central government.
- track the number of realized projects and consider the update of Transport Master Plan in coordination with the Ministry of Transport, given the rapid realization of priority projects.
- update the masterplan taking into considerations the aspects of resource mobilization more in detail, in order to further facilitate its realization.

**Lessons Learned for JICA:**

For the smooth completion and success of projects similar to this Master Plan, JICA:

- should consider that the rapidity of evolution of Urban Development may overtake forecasts and pay attention to forecasts of urbanization at the time of project planning and ex-ante evaluation.
- better support to establish a coordination institution with dedicated Ministries, structures and staff in order for the recipient country to implement and revise the plan in the post project period.
- better involve the stakeholders from the formulation stage to the implementation stage of a master plan.
- better consider issues of resource mobilization, for increasing the probability of realization of the indicated plans in a masterplan
- for masterplans involving local governments (or communes), JICA better consider how the detailed plans of each local governments will be formulated. JICA may assist them, depending on the scope of a project and environmental and social category of a project.
- for masterplans involving multi-sector issues, JICA better consider a formulation policy including schedules of individual master plans that are not included in the target sectors under a project, in order to ensure feasibility of the projects listed in an urban development master plan to be proposed by a project. Similarly, JICA better consider how to make adjustment, coordination and/or alignment among the master plans for the individual sectors in order to ensure consistency of the urban development. If necessary, it is preferable to support the recipient government to establish a coordination mechanism to formulate and implement those sub-sector master plans.
- better incorporate a public relations component in a project in order to enhance recognition about the contents of a masterplan.



A target area of the urban development plan: Slum in Adjame Commune in Abidjan



A target area of the urban development plan: Congestion in Plateau Commune in Abidjan in the evening

