

Country Name	<b>Project for Updating Dakar Urbanization Master Plan by the Horizon 2025</b>
Republic of Senegal	

**I. Project Outline**

Background	<p>Dakar, the capital city of Senegal, had approximately 2.6 million people in 2011, which was more than 20% of the total population though the area covered only 0.3% of the national land. In addition, nearly 80% of the industrial activities concentrated in Dakar. Due to rapid inflows of population from rural areas, urban areas surrounding Dakar expanded disorderly while social and economic infrastructures were not sufficiently developed in the areas. The government of Senegal started projects with the “Dakar Urbanization Master Plan by the Horizon 2025” for urban development, job creation, living environment improvement and others. However, the Mater Plan became outdated in the rapid changes of social circumstances. Against this backdrop, updating of the Master Plan was urgently required for improving urban environment in which socioeconomic development and environment conservation coexisted with considerations to risk prevention and urban disaster prevention.</p>										
Objectives of the Project	<p>Through elaborating the urban development master plan and detail plans for a selected area, a pre-feasibility study for priority projects, and capacity development of the General Department of Urbanization and Architecture (DGUA) of the Ministry of Urban Renewal, Housing and Living Environment (MRUHCV), the project aimed at planned and effective land utilization in the region of Greater Dakar, thereby contributing to socioeconomic development of the region.</p> <ol style="list-style-type: none"> <li>Expected Goals through the proposed plan<sup>1</sup>: Socioeconomic development with planned and effective land utilization is realized in the region of Greater Dakar.</li> <li>Expected utilization of the proposed plan: Dakar Urbanization Master Plan by the Horizon 2025 is revised and approved.</li> </ol>										
Activities of the Project	<ol style="list-style-type: none"> <li>Project Site: Dakar Region and vicinity area of the new airport</li> <li>Main Activities: (1) evaluation of the current status, (2) development of the vision for Greater Dakar Region development, (3) development of the strategies for Greater Dakar Region, (4) development of the spatial plan, (5) development of the Mater Plan and Detailed Urban Plan, (6) implementation of pre-feasibility studies, (7) development of an Action Plan, and (8) capacity development.</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%;">Senegalese Side</td> </tr> <tr> <td>(1) Mission members: 30 persons</td> <td>(1) Staff allocated: 23 persons</td> </tr> <tr> <td>(2) Trainees received: 5 persons</td> <td>(2) Facilities and equipment: office</td> </tr> <tr> <td>(3) Equipment: PC, printer, GPS recorder, GIS software, projector, screen, etc.</td> <td></td> </tr> </table> </li> </ol>			Japanese Side	Senegalese Side	(1) Mission members: 30 persons	(1) Staff allocated: 23 persons	(2) Trainees received: 5 persons	(2) Facilities and equipment: office	(3) Equipment: PC, printer, GPS recorder, GIS software, projector, screen, etc.	
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Project Period	August 2014 - February 2016 (Extension: January 2016 - February 2016)	Project Cost	(ex-ante) 480 million yen, (actual) 529 million yen								
Implementing Agency	General Department of Urbanization and Architecture (DGUA) (former DUA reorganized by the decree No. 2018-841 in May 2018), Ministry of Urban Renewal, Housing and Living Environment (MRUHCV)										
Cooperation Agency in Japan	RECS International Inc., Oriental Consultants Global Co., Ltd., PACET Corp., CTI Engineering International Co., Ltd., Asia Air Survey Co., Ltd.										

**II. Result of the Evaluation**

1 Relevance
<p>&lt;Consistency with the Development Policy of Senegal at the Time of Ex-Ante Evaluation and Project Completion&gt;</p> <p>One of the highly prioritized policies in the “National Social and Economic Development Strategy (SNDES)” (2013-2017) was a formation of the core of economic development centralized at special economic zones through the urban development of Dakar Region. Therefore, the project was consistent with the development policy of Senegal at the time of ex-ante evaluation and project completion.</p> <p>&lt;Consistency with the Development Needs of Senegal at the Time of Ex-Ante Evaluation and Project Completion&gt;</p> <p>The project was consistent with the development needs of Senegal at the time of ex-ante evaluation and project completion. According to the “Poverty Reduction Strategy Papers (PRSPs) for Senegal” (2006-2010 and 2013-2017) and other survey reports made by the development partners, green areas, farmlands and wetlands were decreasing as a result of rapid population increase and uncontrolled urbanization, and urban disaster risks were increasing due to the proximity of residences to factories and expansion of irregular settlements into unsuitable areas for development such as flood-prone areas.</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 Senegal at the time of ex-ante evaluation. In the “Country Assistance Program for the Republic of Senegal” (May 2012), one of the two major goals was the “provision of assistance to sustainable economic growth” placing the high priority on the “infrastructure development in urban areas” which has been the bottleneck to sustainable economic growth.</p> <p>&lt;Evaluation Result&gt;</p> <p>In light of the above, the relevance of the project is high.</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).

## 2 Effectiveness/Impact

### <Status of Achievement for the Objectives at the time of Project Completion>

The objectives of the project were achieved by the time of project completion by revising and submitting the “Dakar Urbanization Master Plan by the Horizon 2035” (the Master Plan) to MRUHCV by the time of project completion. The Mater Plan included urban development master plan, detail urban plan, guidelines for detail urban planning, pre-feasibility study, and action plan for implementation of the Master Plan as planned.

### <Utilization Status of the Proposed Plan at the time of Ex-post Evaluation>

The Master Plan prepared by the project was approved by the decree No. 2019-641 in 27 March 2019 authorizing and making enforceable the Master Plan. Action Plans were also prepared by the project to improve the management capacity of DGUA for implementing the Master Plan. Out of 21 short-term action plans expected to be completed by 2018, 3 of them have been completed by the time of ex-post evaluation. As for institutional setting, the Department of Urbanization and Architecture (DUA) has been reorganized in May 2018 to be DGUA. Coordination and cooperation frameworks have been in process of preparation with related line ministries, national agencies, universities and training institutions. Legal bases also have been prepared under the decree for implementing the Master Plan. For project funding, DGUA has been discussing with the private sector and development partners including the World Bank and the Economic Community of West African States (ECOWAS). As a result, by the time of ex-post evaluation, out of 33 priority projects listed in the Master Plan, 8 projects have been commenced and 2 projects out of the 8 have been completed. The Action Plans were plans prepared to improve the management capacity of DGUA for implementing the Master Plan, while the priority projects were projects placed high priority in the Master Plan.

### <Status of Achievement for Expected Goals through the Proposed Plan at the time of Ex-post Evaluation>

In order to transform the Dakar city’s monopolar urban structure to a multipolar structure, the Daga-kholpa Urban Development Detail Plan has been developed in accordance with the Master Plan and approved by the decree No. 2017-595 in 24 April 2017 authorising the enforcement of the Plan to create a concerted development area (ZAC) of 300 hectares. Besides, land use plans for social infrastructures including housing estates have been screened by the criteria in conformity with the Master Plan.

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

Environmental impact assessment and environmental control in construction works of the Master Plan projects has been executed complying with the Senegalese Environmental Code (Decree 2001-282). According to DGUA, regional departments of environmental services have so far reported no serious environmental issues associated with the construction works. As for land acquisition and resettlement, 220 households have been currently in process of resettlement in the Train Express Regional (TER) Project with financial compensations and land allocations. The process is controlled by the Law No.2001-01 holding meetings with affected people and central and regional governments. The Strategic Environmental Assessment (SEA) for the Master Plan and the priority projects were undertaken according to the procedures stipulated by the Senegalese law and in line with the JICA Guidelines for Environmental and Social Considerations 2010, and submitted to and validated by the Department of Environment and Classified Establishments (DEEC).

### <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	Approval of the revised Master Plan as a plan designated by law.	(Ex-post Evaluation) Achieved <ul style="list-style-type: none"> <li>The Dakar Urbanization Master Plan revised by the project was approved by the decree No. 2019-641 in 27 March 2019.</li> </ul>																				
	Operationalization (stages of project approval, project preparation, project funding) of priority project proposed by the Mater Plan.	(Ex-post Evaluation) Partially achieved <ul style="list-style-type: none"> <li>The Action Plans was prepared by the project to improve the management competency of DGUA including information provisions, capacity development of the officials, awareness raising of local people, and others. Out of 21 plans expected to be completed by 2018, 3 of them have been completed (Table 1.)</li> </ul> <p>Table 1. Action Plans for Urban Planning Management</p> <table border="1"> <thead> <tr> <th>Term</th> <th>Total number of plans</th> <th>Ongoing</th> <th>Completed</th> </tr> </thead> <tbody> <tr> <td>Short (2016-2018)</td> <td>21</td> <td>12</td> <td>3</td> </tr> <tr> <td>Medium (2016-2020)</td> <td>3</td> <td>3</td> <td>3</td> </tr> <tr> <td>Long (2016-2025)</td> <td>2</td> <td>2</td> <td>0</td> </tr> <tr> <td>Total</td> <td>26</td> <td>17</td> <td>6</td> </tr> </tbody> </table> <ul style="list-style-type: none"> <li>Coordination and cooperation with the organizations concerned including line ministries, national agencies, universities and training institutions has been in process through the sharing of plans, data, and information.</li> <li>Necessary legal bases have been prepared accordingly for an individual development plan under the decree.</li> <li>For project funding, DGUA has been discussing with the private sector such as mining companies and water resource development organizations and development partners including the World Bank and the Economic Community of West African States (ECOWAS).</li> <li>Out of 33 priority projects listed in the Master Plan, 8 of them have been commenced by the time of ex-post evaluation. Out of the 8 projects, 2 of them have been completed.</li> </ul>	Term	Total number of plans	Ongoing	Completed	Short (2016-2018)	21	12	3	Medium (2016-2020)	3	3	3	Long (2016-2025)	2	2	0	Total	26	17	6
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Progress of institutional arrangement for promoting urban planning of Dakar Region.	(Ex-post Evaluation) Achieved <ul style="list-style-type: none"> <li>Responding to the proposal made by the Master Plan for arranging the exclusively responsible organization for the development of urban poles, DUA has been reorganized to be DGUA. DGUA is composed of 4 departments including the Department of Sustainable Urban Development, Urban Planning and Regulation which has 4 divisions in</li> </ul>																					

Expected Goals through the Proposed Plan (not to be assessed)	<ul style="list-style-type: none"> <li>• Consistency of actual land use with the land use plan proposed by the Master Plan</li> <li>• Situation of social infrastructure development proposed by the Master Plan.</li> <li>• Development of the capacity of DUA for urban planning administration (situation of detail urban planning, etc.)</li> </ul>	<p>charge of policy, planning, legislation and cartography respectively.</p> <p>(Ex-post Evaluation) Partially achieved</p> <ul style="list-style-type: none"> <li>• The Daga-kholpa Urban Development Detail Plan developed for transforming the monopolar urban structure of Dakar city to a multipolar one is consistent with the land use plan proposed by the Master Plan.</li> <li>• Land use plans for social infrastructures including housing estates have been screened by the criteria in conformity with the land use plans proposed by the Master Plan.</li> <li>• Organizational capability of DGUA has been developed through the implementation of the Action Plans and the priority projects.</li> </ul>
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Source: DGUA

### 3 Efficiency

Both of the project cost and period exceeded the plan (ratio against the plan: 110% and 106%, respectively). The outputs were produced as planned. Therefore, efficiency of the project is fair.

### 4 Sustainability

#### <Policy Aspect>

The “Senegal Emergence Plan (PSE)” (2014-2018) succeeded SNDES placed 27 priority projects including the urban development of Dakar Region. The PSE-2 (2019-2023) has been inaugurated and continuing the urban infrastructure development in Dakar Region including a creation of a new city in Diarniadio, commissioning of a new international airport, construction of the Regional Express Train (TER) and an extension of the Transit Bus system, and others.

#### <Institutional Aspect>

According to the interview with DGUA, while the number of officials of DGUA increased from 35 in 2014 to 39 in 2019 and it's sufficient for the volume of works, the number of staffs in charge of urban development in villes (cities) are 4.5 in average and it is not sufficient for their workloads and has caused delay of works.

#### <Technical Aspect>

Out of 23 counterpart staffs in DGUA, 18 of them have been still in their positions and have utilized and sustained the knowledge they learned in the project through day to day activities. The knowledge on the Master Plan have been transferred to newly assigned staffs through on the job training and to contractors through the training DGUA provides.

#### <Financial Aspect>

The total budget for DGUA increased from 500 million FCFA in 2015 to 1,500 million FCFA in 2019. For urban development for villes, the budget amount of 2.5 million FCFA has been almost constantly allocated to each city of Dakar, Pikine, Rufisque and Guédiawaye for the last 5 years since 2015. Both budgets for DGUA and villes have been insufficient for implementing the projects planned in the Master Plan. Therefore, seeking for the external funding, discussions with private sector and development partners are ongoing.

#### <Evaluation Result>

Therefore, the sustainability of the effectiveness through the project is fair.

### 5 Summary of the Evaluation

The objectives of the project were achieved by the time of project completion by revising and submitting the Master Plan. The Mater Plan was approved by the decree and has been slowly but steadily implemented. As for sustainability, implementation of some projects and activities delayed due to the insufficient personnel and the time-consuming negotiations for project funding with development partners and private sector. As for sustainability, some problems have been observed in terms of institutional and financial aspects. As for efficiency, both of the project cost and period exceeded the plan. Considering all the above points, this project is evaluated to be satisfactory.

## III. Recommendations & Lessons Learned

#### Recommendations for Implementing Agency:

- Well-designed plans are indispensable and appealing to funding agencies. Therefore, in order to accelerate the implementation of the project planned in the Master Plan, it is recommended DGUA to make updates and revisions on the Mater Plan developed by the project according to the necessities of funding negotiations, and fully utilize it in the negotiations for project funding with the private sector and development partners.

#### Lessons Learned for JICA:

- The projects planned in the Master Plan have been implemented slowly mainly due to financial constraints of the Government. Funding could be a critical factor in project implementation for most developing countries. If specific financing strategies could be incorporated in a Master Plan and the project starts its initial activities with the implementing agency, it might increase the possibility of implementation of projects.



Amitié Bridge  
one of the priority projects planned by the Master Plan



Thiaroye Intersection Bridge  
one of the priority projects planned by the Master Plan