

West African Economic and Monetary Union (UEMOA), Burkina Faso, Republic of Cote d'Ivoire, Republic of Ghana, Republic of Togo

FY2020 Ex-Post Evaluation Report of Technical Cooperation Project

“The Project on the Corridor Development for West Africa Growth Ring Master Plan”

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0. Summary

This project was implemented to identify development potentials and bottlenecks in corridor transportation in four international corridors spanning Burkina Faso, Cote d'Ivoire, Ghana, and Togo (hereinafter referred to as the WAGRIC region¹), and to formulate regional development strategies and corridor development plans that will lead to balanced economic development between coastal and inland areas.

The implementation of this project was consistent with the development policy of the implementing agencies, which emphasized economic growth in the target area from the perspective of corridor development. While development issues such as high transportation costs, low agricultural productivity, and economic disparity between coastal and inland areas were identified in the target areas, potential was recognized in terms of high population and economic growth. In this regard, there was a need to develop regional development strategies and corridor development plans that would lead to balanced economic development throughout the region. In addition, the implementation of this project was fully in line with Japan's ODA policy, which emphasized the promotion of regional integration and the development of wide-area transportation corridors in West Africa. Therefore, the relevance of the project is high. Through this project's implementation, a plan that contributes to the improvement of disparities and logistics within the region was formulated and approved. In addition, a system was established (introduced) in which the four target countries work together to implement the approved plan. Therefore, the effectiveness of the project is high. Moreover, the target countries have followed the concept of corridor development proposed by the project, and each country has updated its own high-priority projects² after the completion of the project. Since the initiation rate of priority projects is high, the degree of achievement of the overall goal is also high, and the effectiveness and impact of these projects are high. Since both the project cost and period exceeded the plan, efficiency of the project is fair. In terms of sustainability, while policy and political commitment have been

¹ Abbreviation of West Africa Growth Ring Corridor

² Through this project, 377 priority projects to realize the growth scenario based on the key strategies were identified in 2018. Among the priority projects, 77 projects of higher priority were regarded as high-priority projects. In 2019, each country updated its own high-priority projects, bringing the total number of high-priority projects to 114.

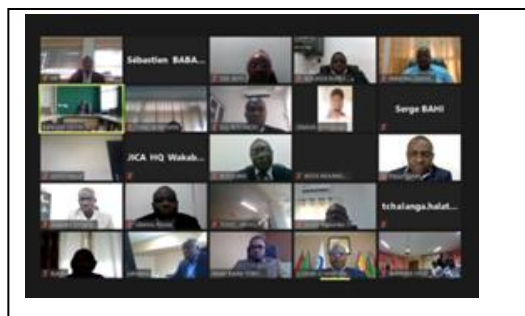
secured, some minor problems have been observed in terms of the organizational, technical, and financial aspects. Therefore, sustainability of the project effects is fair.

In light of the above, this project is evaluated to be satisfactory.

1. Project Description



Project Location(s)



Technical Monitoring Meeting (July 2021)

1.1 Background

The West Africa Growth Ring consists of four international corridors in the WAGRIC region: the Abidjan-Ouagadougou Corridor, the Accra-Ouagadougou Corridor, the Lomé-Ouagadougou Corridor, and the Abidjan-Lagos Corridor. These corridors are located in West Africa, are the main roads connecting the major cities in West Africa, and serve as logistical arteries for landlocked countries. The West African region, with a population of over 300 million people, was experiencing real economic growth averaging about 7% in 2013, and this economic growth has had a direct impact on transport demand. However, common issues such as high transportation costs, low agricultural productivity, and high labor wages were impeding employment expansion, industrial development, and economic growth in the region. In particular, transportation costs are extremely high (1.8 to 3.5 times higher than in Asia and Latin America) due to factors such as poor hard infrastructure and inefficient border customs and checkpoint systems. In view of this situation, the Union Economique et Monétaire Ouest-Africaine (UEMOA) Commission and the Government of Ghana requested support for the establishment of a regional development plan to identify development potential and bottlenecks in corridor transportation in the Growth Ring Corridor region, strategically review existing plans for infrastructure and industrial development throughout the region, and to minimize negative impacts on local communities.

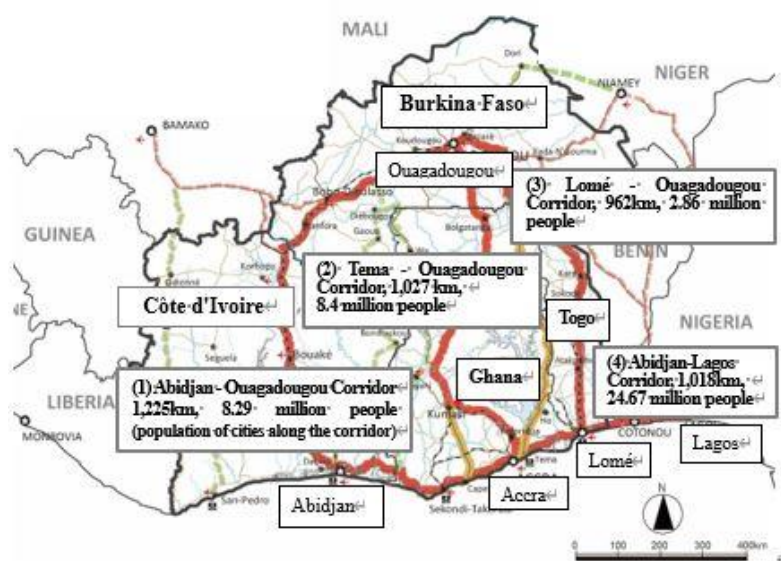


Figure 1 Target Corridors of the Project

Source: Prepared by the evaluator based on the “The Project on the Corridor Development for West Africa Growth Ring Master Plan Final Report Summary”

1.2 Project Outline

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| Overall Goal | | To contribute to regional economic growth and expansion of private investment by implementing plans that lead to the improvement of regional disparities and logistics. |
| Project Purpose | | <ul style="list-style-type: none"> Regional development strategies and plans³ that lead to balanced economic development between coastal and inland areas are approved. Implementation and management systems are in place to utilize regional development strategies and plans that lead to balanced economic development between coastal and inland areas.⁴ |
| Output(s) | Output 1 | Integrated development plans consistent with sub-regional development plans and national development plans are formulated. |
| | Output 2 | Data and information of various sectors attracting investment at national, regional, and international levels are compiled and analyzed. |
| | Output 3 | Transportation data based on the Origin-Destination (OD) survey are compiled and analyzed. |
| Total cost (Japanese Side) | | 690 million yen |

³ The WAGRIC Master Plan developed under this project was composed of two levels of development strategies and plans. One is at the sub-regional level, and the second is at the individual country level. The former deals with the overall strategy to achieve the goals of the master plan, while the latter includes country-specific strategies and priority projects for corridor infrastructure and industrial development in line with the regional development strategy.

⁴ As for the project purpose, it was confirmed through interviews with several JICA officials that the project was intended to develop a system to promote regional integration among four countries with different official languages, namely English-speaking and French-speaking countries, in the process of project implementation. Therefore, at the time of the ex-post evaluation, a new indicator was added: “Implementation and management systems are in place to utilize regional development strategies and plans that lead to balanced economic development between coastal and inland regions.”

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| Period of Cooperation | June 2015 – March 2018 (Extension period: January 2017 – March 2018) |
| Target Area | Burkina Faso, Cote d'Ivoire, Ghana, Togo Main target corridors: (1) Abidjan-Ouagadougou corridor, (2) Tema-Ouagadougou corridor, (3) Lomé-Ouagadougou corridor, (4) Abidjan-Lagos corridor |
| Implementing Agency | <ul style="list-style-type: none"> Burkina Faso, Côte d'Ivoire, and Togo under the Department of Community Territorial Administration and Transport (DATC: Département de l'Aménagement du Territoire Communautaire et des Transports), the UEMOA Commission Ghana under Ghana's National Development Planning Commission (NDPC) and Ghana's Ministry of Roads and Highways (MRH) <p>Note: JICA signed a Record of Discussions (R/D) for this project with the UEMOA Commission and the Government of Ghana. The implementation structure is shown in Figure 2.</p> |
| Other Relevant Agencies/ Organizations | Representative bodies of the three French-speaking countries (Burkina Faso: Ministry of Economy and Finance; Côte d'Ivoire: Ministry of Economy and Finance; Togo: Ministry of Development Planning) |
| Consultant in Japan | Consortium of Oriental Consultants Global Co., Ltd., CTI Engineering International Co., Ltd. and CTI Engineering Co., Ltd. |
| Related Projects | <p>(1) Abidjan–Ouagadougou corridor</p> <p>【Loan projects】</p> <ul style="list-style-type: none"> Cote d'Ivoire “Project for the Construction of Three Intersections in Abidjan” (January 2019) Cote d'Ivoire “Abidjan Port Cereal Berth Construction Project” (March, 2017) Burkina Faso “Gounghin-Fada N'Gourma Road Improvement Project” (March 2018) <p>【Technical cooperation】</p> <ul style="list-style-type: none"> Cote d'Ivoire “Project for Revitalization of Inland Aquaculture Production in Cote d' Ivoire” (2016–2019) Cote d'Ivoire “Local Rice Promotion Project in Cote d'Ivoire” (2014–2020) Cote d'Ivoire “Local Rice Promotion Project in Cote d'Ivoire Phase 2” (2020–2025) Cote d'Ivoire “Project for the Operationalization of Urban Master Plan in Greater Abidjan” (2021–2024) Burkina Faso “Project for the Reinforcement of Sesame Production” (2014–2021) Burkina Faso “Project of Study for Formulation of National Development Program of Bas-Fonds” (2017–2019) <p>【Grant aid projects】</p> <ul style="list-style-type: none"> Burkina Faso “Project for Improvement of the southeastern Tansoba bypass in Ouagadougou” (August 2017) Cote d'Ivoire “Project for Improvement of Ivorian-Japanese Friendship Interchange” (July 2015) Cote d'Ivoire “Project for Improvement of Ivorian-Japanese Friendship Interchange [Phase II](January 2019) |

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| | <p>(2) Tema-Ouagadougou corridor</p> <p>【Loan projects】</p> <ul style="list-style-type: none"> • Ghana “Construction of a New Bridge across Volta River” (December 2016) • Ghana “Cocoa Value Chain Enhancement Project” (February 2021) <p>【Grant aid projects】</p> <ul style="list-style-type: none"> • Ghana “The Programme for Improvement of Ghanaian International Corridors” (March 2017) • Ghana “The Project for Rehabilitation of National Trunk Road N8 (Phase 2)” (December 2018) • Ghana “The Project for Improvement of the Tema Motorway Roundabout (Phase 2)” (October 2021) <p>(3) Lomé-Ouagadougou corridor</p> <p>【Grant aid projects】</p> <ul style="list-style-type: none"> • Togo–Burkina Faso “Project for the Interconnection of Customs Clearance Systems between Togo and Burkina Faso” (2016–2017) <p>(4) Abidjan–Lagos corridor⁵</p> <ul style="list-style-type: none"> • Benin “The Project for Construction of the Vêdoko Interchange in the City of Cotonou” (January 2021) • Nigeria “The Project for Emergency Rehabilitation and Reinforcement of Lagos Transmission Substations” (November 2018) <p>【Dispatch of experts】</p> <p>UEMOA “Advisor on Infrastructure” (2011–2018)</p> <p>UEMOA “Advisor on Custom” (2012–2015)</p> <p>UEMOA “Advisor on Acceleration of Regional Corridor Development” (2020–2022)</p> <p>JICA Cote d'Ivoire office “Wide-area project formulation advisor” (2020–2022)</p> <p>【Country-specific training】</p> <p>“The Project for Facilitation of Commerce in the UEMOA Region” (2015–2020)</p> <p>【Other international organizations, aid agencies, etc.】</p> <p>West Africa Trade Facilitation Program (Basket fund by EU/USAID/WBG /BMZ/ECOWAS/UEMOA)</p> <p>West Africa Regional Transport Observatory (EU)</p> |
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⁵ Benin and Nigeria were not target countries but are included in the related projects, as they are located on the Abidjan-Lagos corridor, one of the main target corridors. Benin was added to the implementation framework of the Master Plan during the 2019 roundtable meeting held for fund mobilization.

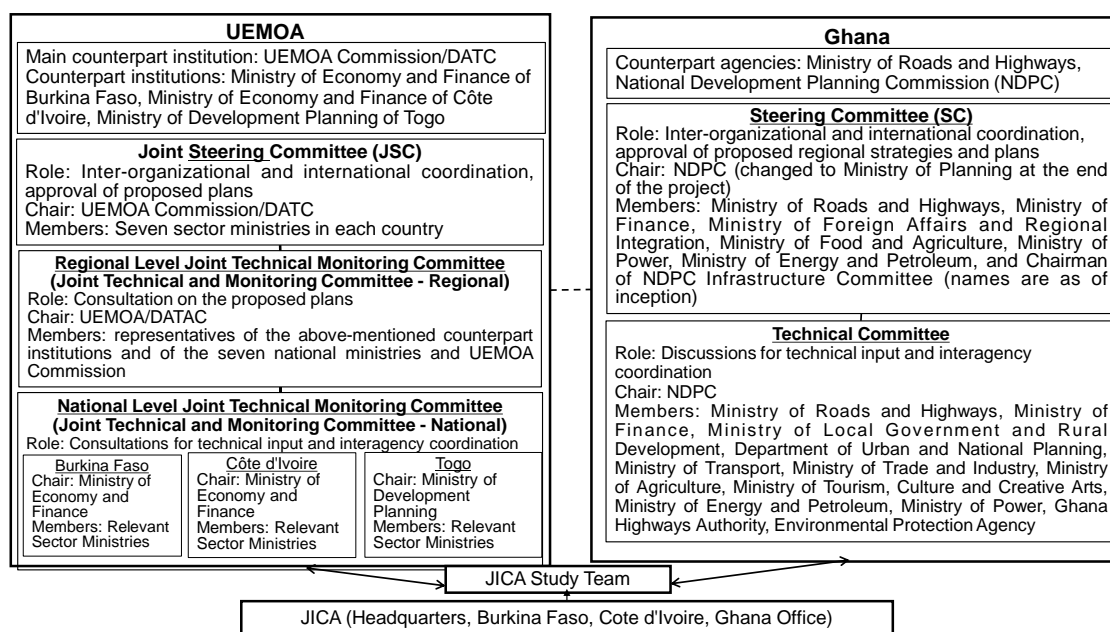


Figure 2 Implementation Structure of the Project

Source: Prepared by the evaluator based on the documents provided by JICA

1.3 Outline of the Terminal Evaluation

As this project was the form of Technical Cooperation for Development Planning, the terminal evaluation was not conducted.

2. Outline of the Evaluation Study

2.1 External Evaluator

Maki Hamaoka, Foundation for Advanced Studies on International Development

2.2 Duration of Evaluation Study

This ex-post evaluation study was conducted with the following schedule.

Duration of the Study: December 2020 – January 2022

Duration of the Field Study by local consultants: April 2021 – October 2021

2.3 Constraints during the Evaluation Study

As for the implementation status of priority projects in each country, it was not possible to verify a detailed work schedule, which made it difficult to compare the planned and actual progress of priority projects and budget mobilization. Therefore, the evaluator had to make judgments based on limited information regarding the degree of achievement of the overall goal and the financial aspects of sustainability.

3. Results of the Evaluation (Overall Rating: B⁶)

3.1 Relevance (Rating: ③⁷)

3.1.1 Consistency with the Development Plan⁸

At the time of the ex-ante evaluation, the UEMOA Commission had identified five priority areas in the *Programme Economique Régionale pour l'UEMOA II (2012-2016) (PER II)*: (1) governance and economic integration, (2) economic infrastructure development, (3) production improvement, (4) human resource development, and (5) donor collaboration and evaluation. Eighty-seven percent of the planned budget was allocated to economic infrastructure development. In the *Ghana Shared Growth and Development Agenda II (GSGDA II [2014–2017])*, the government of Ghana set the goal of macroeconomic stabilization through sustainable development of energy, mineral, and agricultural resources and increased investment by attracting the private sector to make strategic efforts in infrastructure and human resource development to promote industrialization. In addition, the *Programme for Infrastructure Development in Africa (PIDA)*, a strategic framework for regional infrastructure in Africa, was adopted at the 18th Ordinary Session of the African Union (AU) Summit in February 2012. The *PIDA Priority Action Plan (PIDA-PAP)* included 433 projects under 51 programs covering the transport, energy, information and communication technology (ICT), and water sectors. It also included programs for transportation, energy, and ICT in the countries covered by the project.

PERII and *PIDA* were still in effect at the time of project completion. Regarding Ghana's governmental policies, in October 2017, the government of Ghana announced a new development policy, *The Coordinated Programme of Economic and Social Development Policies 2017–2024*. The program identifies (1) economic revitalization, (2) agricultural and industrial transformation, (3) strengthening social protection and inclusion, (4) renewing economic and social infrastructure, and (5) reforming public service delivery institutions as key strategic pillars to promote growth and development. The five priority areas of the program are (1) social development; (2) environment, infrastructure, and housing; (3) governance, corruption, and public accountability; and (4) strengthening Ghana's role in international affairs. In terms of infrastructure development, the policy is to undertake major road rehabilitation and development of international corridors, with emphasis on completing the western, central, and eastern corridors.

⁶ A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory

⁷ ③: High, ②: Fair, ①: Low

⁸ In this project, JICA concluded the R/D with the UEMOA Commission representing the three French-speaking countries and the government of Ghana. In the ex-ante evaluation, the development policies of the UEMOA and the government of Ghana were confirmed to be consistent with the project, as they are positioned in the policies of the counterpart governments. In the ex-post evaluation, the same consistency between the project and the policies of the UEMOA Commission and the government of Ghana was confirmed. In addition, the policy of the African Union was added to the ex-post evaluation, as it was judged necessary to confirm the consistency between the project and the positioning of wide-area corridor development.

In light of the above, the economic growth of the WAGRIC region, which the project aims to achieve at the time of ex-ante evaluation and at the time of completion of the project, was consistent with the development policy of the target countries.

3.1.2 Consistency with the Development Needs

(1) Economic Growth

Since 2000, the economic growth rate of the target countries has been high, averaging 5% per year. The high prices and production expansion of primary commodities of mineral resources and agricultural products worldwide that occurred in the 2000s brought economic growth to the supply areas of these resources and products in Africa, causing the emergence and growth of intra-regional consumer markets. However, the development of industry in inland areas lagged behind, leading to regional disparities between inland and coastal areas. The national economies of the four target countries have all been growing, supported by the development of mineral resources and the export of agricultural products to the external market. In particular, global prices of mineral resources and agricultural products were high from the 2000s until 2012, and the production volume of these products has increased, resulting in high annual real growth rates of more than 5% (see Figure 3).

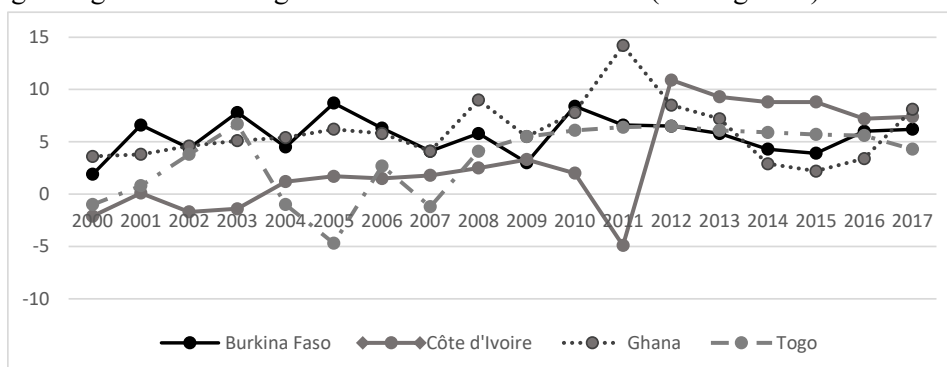


Figure 3 Real GDP Growth Rates of the Four Target Countries (%)

Source: Prepared by the evaluator based on IMF

In addition, although a customs union was institutionalized by the UEMOA and the Economic Community of West African States (ECOWAS), it has not been strongly implemented. Moreover, there were barriers between the coastal and inland areas due to transportation costs and times, which hindered economic development in the inland areas.

(2) Import and export

From the beginning to the end of the project, it was confirmed that the two main export sectors, mining and agriculture, occupied such an important place in total exports that the national economy of each of the four countries could not function without the dynamics of these two sectors' activities. It was also confirmed that, taking into account the list of

imported articles and their high import amounts, it could be said that the national production of agriculture, livestock and fisheries as well as those of the daily consumer-goods manufacturing industry in the four countries are not sufficiently developed to meet their own needs.

In terms of imports, the high real GDP growth rate was accompanied by an increase in the urban middle-income population and the consumption of imported goods such as food, processed food, daily sundries, household appliances, and transport machinery until before the project started (2014). Since then, the value of imports has declined along with GDP growth.

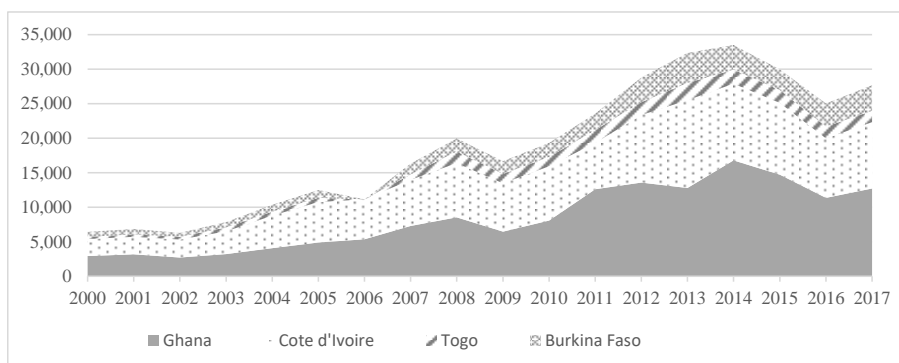


Figure 4 Trends in Import Value of the Four Target Countries

Unit: Millions of U.S. dollars

Source: Prepared by the evaluator based on the UN Comtrade Database

(3) Population

The cumulative population of the four target countries at the time of planning (2014) was approximately 74 million, and at the time of project completion (2017) was 82 million; the population growth rate from 2010 to 2017 was 2.1% to 3.07% per year. This growth rate was higher than the average global population growth rate of 1.1% to 1.2% during the same period. Thus, the population growth rate remained high compared to the world population growth rate over the medium term, indicating the economic growth potential of the target countries.

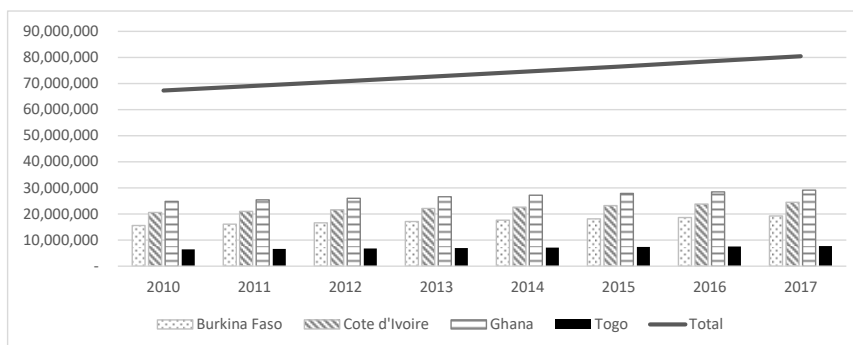


Figure 5 Population of the Four Target Countries

Source: Prepared by the evaluator based on the World Bank database

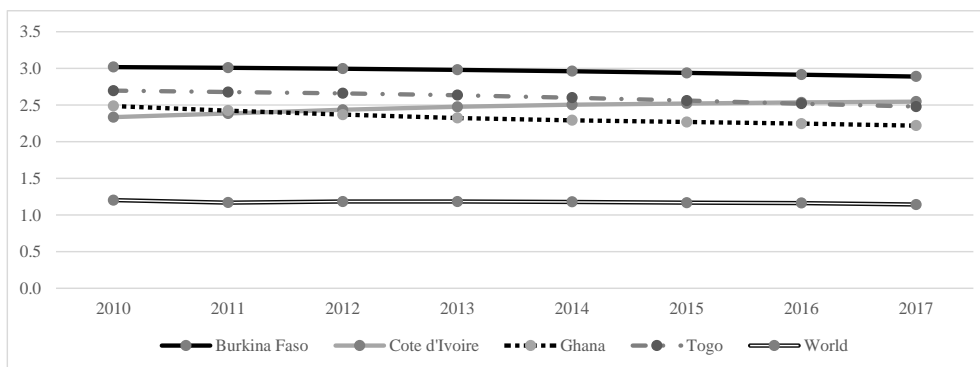


Figure 6: Population Growth Rates for the World and the Four Target Countries (%)
 Source: Prepared by the evaluator based on the World Bank database

In light of the above, based on the economic situation and industrial issues in the target area, there was a need to identify the development potential and bottlenecks in corridor transportation and to formulate a regional development strategy and corridor development plan through this project that would lead to balanced economic development between coastal and inland areas.

3.1.3 Consistency with Japan's ODA Policy

In the *Yokohama Action Plan 2013-2017* adopted at the 5th Tokyo International Conference on African Development in 2013, the promotion of regional integration and development of wide-area transport corridors was positioned as priority areas, and this project corresponded to the “Strategic Master Plan for Infrastructure Development” in the Yokohama Action Plan. In addition, this project was implemented in line with the “Economic Infrastructure Development Program” and the “Industrial Development Program” among the priority areas of the *Country Assistance Policy for the Republic of Ghana (2012)* of the Ministry of Foreign Affairs of Japan and the “Promotion of Regional Economic Integration,” one of the priority areas of the *Country Assistance Policy of Burkina Faso (2012)*.

Based on the above, this project was highly relevant to the development policies and needs of the four target countries as well as Japan's ODA policy. Therefore, its relevance is high.

3.2 Effectiveness and Impact⁹ (Rating: ③)

Since this project was in the form of Technical Cooperation for Development Planning, the outputs, project purpose, and overall goal and indicators of these three levels based on the “Project Design Matrix” (PDM) were not set, unlike other technical cooperation projects. For this reason, in this ex-post evaluation, after reading the relevant documents carefully, the evaluator defined the objective of this project as follows: “Plans that contribute to

⁹ Sub-rating for Effectiveness is to be put with consideration of Impact.

redressing regional disparities and the improvement of logistics are approved (project purpose), by identifying development potential and bottlenecks in the corridor transport in the target area, and formulating regional development strategies and regional development plans that lead to balanced economic development between coastal and inland areas (outputs), thereby contributing to regional economic growth and the expansion of private investment (overall goal [impact])”.

3.2.1 Effectiveness

3.2.1.1 Project Output

(1) Output1: Integrated development plans consistent with sub-regional development plans and national development plans are formulated.

1) Outline of the Regional Development Plan

In January 2018, the Joint Steering Committee approved the draft final report, in which regional development plans consistent with the regional and respective national development plans were compiled. Through Output 2, “Data and information of various sectors attracting investment at national, regional and international levels are compiled and analyzed” and Outcome 3, “Transportation data based on OD studies are analyzed and developed,” three alternative growth scenarios were evaluated by using three factors. These are 1) which economic sectors are emphasized for promotion, 2) to what extent sub-regional economic integration is promoted, and 3) what kinds of corridor infrastructures are strengthened for connecting inland and coastal areas:

- Alternative Growth Scenario No. 1 Corridor Development oriented to Sub-Regional Markets: While seeking a strong sub-regional economic integration, Growth Scenario No. 1 is aimed at the development of economic sectors targeting sub-regional markets and of corridor infrastructures for north-south and coastal east-west corridors for the purpose of strengthening economic and transport connectivity between inland and coastal areas.
- Alternative Growth Scenario No. 2 Corridor Development oriented to Individual Domestic Markets: Growth Scenario No. 2 is aimed at development of various economic sectors in both inland and coastal areas by developing the infrastructures of north-south corridors in individual countries.
- Alternative Growth Scenario No. 3: Corridor Development oriented to Outside Sub-Regional Markets (Overseas Export Markets): Growth Scenario No. 3 is aimed at the development of economic sectors oriented to outside sub-regional markets (overseas export markets) in both inland and coastal areas by developing north-south corridor infrastructures.

Of the above three alternatives, Growth Scenario No. 1 was evaluated as the one that could make the most effective impact on strengthening connectivity between inland and coastal areas in terms of economy and transport.

To achieve this growth scenario, 10 essential strategies were formulated and categorized in four groups (buttons); 377 priority projects were identified for which to implement 10 essential strategies;¹⁰ 77 of these were identified as high-priority projects. In the concept developed for the project, the four sets of necessary actions (four buttons) should be considered in an integrated manner, as in pressing a start button (See Figure 7).

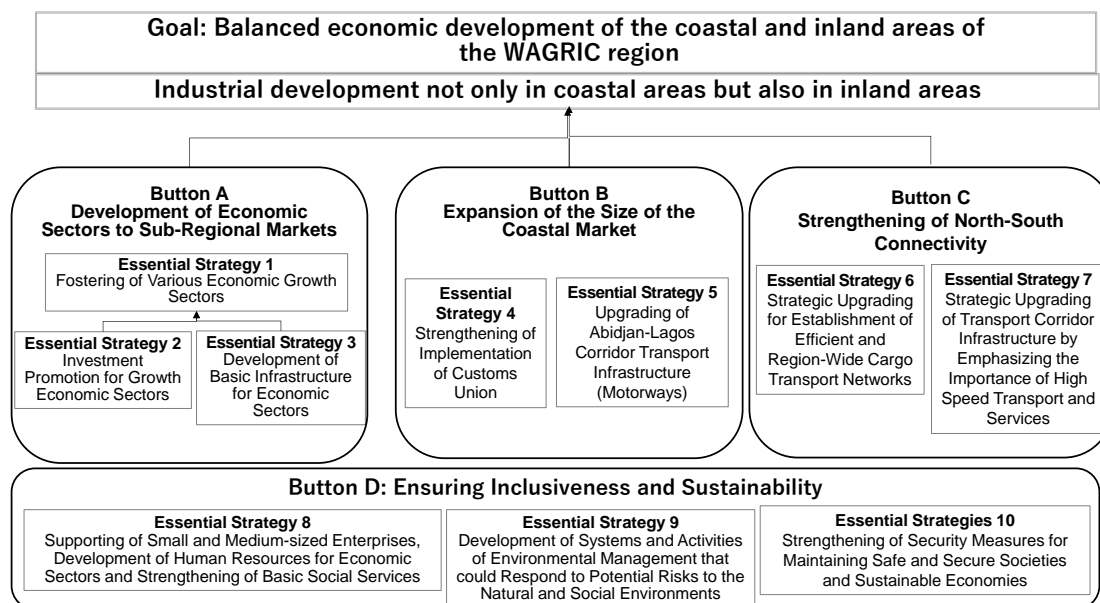


Figure 7 Overview of the Regional Strategy

Source: Prepared by the evaluator based on documents provided by JICA

2) Strategies and Plans for Corridor Development by Country

To promote the development of the corridor in line with the above growth scenario, the following table summarizes the measures for emphasis in the four countries.

¹⁰ 377 priority projects were selected using the following criteria: (1) those projects required for implementing the ten essential strategies, (2) those that could initiate and drive corridor development in line with the selected growth scenario, (3) those needing proactive implementation ahead of increased demand for infrastructure or production of economic sectors, and (4) those that were technically and institutionally implementable. (Source: The Project on Corridor Development for West Africa Growth Ring Master Plan Summary, Final Report)

Table 1 Corridor development strategies and plans by country

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| <p><Burkina Faso></p> <p>Button A:</p> <ul style="list-style-type: none"> • Expand production of existing products and development of new signature products oriented to sub-regional markets (agricultural, livestock, agro-processed, and livestock-processed products) • Improve access roads to areas with agricultural potential and expansion of irrigation schemes facilities <p>Button C:</p> <ul style="list-style-type: none"> • Develop a multi-modal dry port in Ouagadougou and expand the multi-modal dry port in Bobo–Dioulasso (expand rail service area, reduce cargo transport costs) • Phased development of motorway from Ouagadougou to Bobo–Dioulasso • Phased development of four-lane high-speed way from Ouagadougou toward Togo and Ghana | <p><Cote d'Ivoire></p> <p>Button A:</p> <ul style="list-style-type: none"> • Promote investment by appealing to integrated and expanded markets within the WAGRIC sub-region • Develop access roads to potential agricultural areas from the Abidjan–Ouagadougou corridor • Develop economic infrastructure to support the production of rice, maize, soybeans, vegetables, and fruits • Develop economic infrastructure in Bouaké and Khorogo <p>Button B:</p> <ul style="list-style-type: none"> • Strengthen the implementation of the customs union at the border • Improve the east exit line of the Cocody–Bonoua motorway <p>Button C:</p> <ul style="list-style-type: none"> • Extend the motorway further north, up to Niakaramandougou • Develop multi-modal dry ports in the suburbs of Abidjan and Ferkessédougou |
| <p><Togo></p> <p>Button A:</p> <ul style="list-style-type: none"> • Promote inland agriculture and agro-processing industries targeting the regional market: develop inland agro-polls and infrastructure (especially access roads to inland agricultural potential areas) • Establish infrastructure to develop Kara and Sokodé as major regional hubs (construct industrial parks for agro-processing industries) • Develop an industrial and logistics park in the Lomé metropolitan area <p>Button B:</p> <ul style="list-style-type: none"> • Strengthen implementation of the customs union at the border • Develop strategically selected coastal highways, especially east–west motorway s around the Lomé metropolitan area <p>Button C:</p> <ul style="list-style-type: none"> • Improve traffic congestion around the Port of Lomé to maintain its competitiveness • Phased development of a four-lane highway and urban bypass in the Rome–Ouagadougou corridor • Phased railway development between Lomé and Cinkasé | <p><Ghana></p> <p>Button A:</p> <ul style="list-style-type: none"> • Establish inland agriculture and agro-processing industries targeting the regional market in the northern region: attract investment and develop infrastructure (in particular, develop east–west access roads from the central corridor to inland agricultural potential areas) • Develop infrastructure to make Tamale a major regional hub <p>Button B:</p> <ul style="list-style-type: none"> • Strengthen the implementation of the customs union at the border • Develop strategically selected coastal highways (especially the east–west motorway in the Accra metropolitan area) <p>Button C:</p> <ul style="list-style-type: none"> • Reconstruction of railways (Takoradi–Awaso [western line], Tema–Boankura [eastern line], Tema–Akosombo [newly built]) • Extend the four-lane road between Kakau and Kumassi, construct the Kumassi Urban Area Outer Ring Road, and extend the four-lane road between Kumasi and Kintambo. |

Source: Prepared by the evaluator based on documents provided by JICA

(2) Output 2: Data and information of various sectors attracting investment at national, regional, and international levels are compiled and analyzed

To achieve Output 1 “Integrated development plans consistent with sub-regional development plans and national development plans are formulated,” the following were implemented as planned as Output 2. Additional studies within each item are described in Section 3.3, Efficiency.

- Review of existing national high-level plans and consideration of regional development visions
- Review of the current socio-economic status and industrial development plan of the target area
- Setting up a socio-economic framework
- Image study of corridor development based on existing industrial development plans and corridor infrastructure development plans
- Finalizing the regional development vision
- Cross-checking analysis of existing industrial development plans with corridor infrastructure development plans
- Review of corridor infrastructure development plans and understanding of current conditions
- Confirmation of corporate needs and consideration of their reflection in the master plan
- Strategic environmental assessment (SEA)

(3) Output 3: Traffic data based on the OD survey is analyzed and maintained.

Transportation surveys, including surface cross-section traffic volume surveys and roadside OD surveys, were conducted in 2015–2016 to determine traffic volumes and flow conditions on major trunk roads. The results were used for logistics and traffic demand forecasting, comparison of proposed development scenarios for each corridor, and selection of development scenarios. At the time of the ex-post evaluation, it was confirmed that the MRH of Ghana is using the traffic data compiled in this project to formulate projects in the infrastructure sector.

3.2.1.2 Achievement of Project Purpose

(1) Achievement of Project Purpose

Through the above three outputs, the project purpose was achieved as planned (see Table 2).

Table 2 Achievement of Project Purpose

| Project Purpose | Actual |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> ● Regional development strategies and plans that lead to balanced economic development between coastal and inland areas are approved. | <ul style="list-style-type: none"> ● Achieved The regional development strategy and plan presented by the JICA Study Team as a draft final report were approved by the Regional-Level Joint Steering Committee held on January 23rd, 2018 in Abidjan.¹¹ Subsequently, the final report in Japanese, English, and French was disseminated in March 2018. |
| <ul style="list-style-type: none"> ● An implementation and management structure will be developed for the use of regional development strategies and plans that lead to balanced economic development between coastal and inland areas. | <ul style="list-style-type: none"> ● Achieved Ministerial officials from the three French-speaking countries that are members of the UEMOA and from the English-speaking country of Ghana raised awareness of the need to implement the proposed plan together as a result of discussions during the counterpart training in Japan and at several meetings. In the process of implementation, the French-speaking countries were led by the UEMOA Commission, which brought the whole process together. Despite the extent to which Ghana participated in this process,¹² the implementation and management system had been introduced to a certain extent by establishing the system led by the UEMOA Commission. |

Source: Prepared by the evaluator based on documents provided by JICA and interviews with JICA officials

(2) Evaluation of the Master Plan by Counterpart Organizations and JICA Officials

According to the interviews with the parties concerned, the target countries did not have a long-term perspective that included target years and synergies among sectors for the entire WAGRIC region. Therefore, this project was evaluated to be very useful in that it provided for a long-term perspective on infrastructure development in the West African sub-region.¹³ In addition, the collected and analyzed data that were carefully examined and compiled by JICA Study Team were evaluated by other donors as valuable “data collection.” For example, the World Bank used the data collected through this project in the formulation of its *Country Analysis Strategy*.¹⁴ In addition, the NDPC, which is a governmental agency of Ghana responsible for the formulation of national long-term plans, incorporated the contents of the WAGRIC into its Ghana Infrastructure Plan. In this way, the utilization of the proposed plan

¹¹ Documents provided by JICA and interview with the UEMOA Commission

¹² Ghana is not a member of the UEMOA and is an English-speaking country, which makes it difficult to communicate and coordinate with other French-speaking countries due to language differences. The JICA Ghana office communicated the UEMOA message and the overall project status to the implementing agencies in Ghana and encouraged them to collaborate with other target countries, which facilitated the process of regional planning through discussions among the four countries.

¹³ Source: Interviews with the UEMOA Commission, Ministry of Economy and Finance of Burkina Faso, and Ministry of Economy and Finance of Cote d'Ivoire.

¹⁴ Source: Interview with JICA Ghana office

by this project was confirmed through the ex-post evaluation.¹⁵

As described above, the three outputs have been achieved, the quality of the outputs has been highly evaluated by the parties concerned, the technology transfer to the counterparts has been properly implemented, and the system implementing the proposed plan has been established. Therefore, the project achieved its purpose.

3.2.2 Impact

Since this project was in the form of Technical Cooperation for Development Planning, the indicator of the overall goal was not set. “Utilization targets of proposed plans” in the *Summary of the ex-ante evaluation* can be regarded as the same as the overall goal of technical cooperation project. This information was intended “to contribute to the economic growth and expansion of private investment in the region through the approval and implementation of the plan that contributes to the improvement of disparities and logistics in the region.” In the ex-post evaluation, the impact was evaluated primarily based on the “status of utilization of the proposed plan,” i.e., “implementation of the proposed plan.” However, while the target years of the master plan were set as short-term 2025, medium-term 2033, and long-term 2040, it is too early to confirm the effects at the time of the ex-post evaluation in 2021, even for the short-term target years. In addition, the definition of “implementation” was not specified at the time of project planning, so the evaluation on implementation was made by referring to the ex-post evaluation of the similar Technical Cooperation for Development Planning. As a result, “start of priority projects” is regarded as implementation of priority projects in the ex-post evaluation. As for the “achievement target by utilization” set at the time of planning, the degree of achievement was confirmed as “other impact” as an effect that would appear after achieving the higher target.

3.2.2.1 Achievement of Overall Goal

With regard to the overall goal, “To contribute to regional economic growth and expansion of private investment through implementing plans that lead to the improvement of regional disparities and improvement of logistics,” the implementation status of 114 high-priority projects approved at the July 2019 Roundtable (Table 3) was confirmed as of July 2021 (see Tables 4 and 5).

¹⁵ Source: Interview with JICA Ghana office

Table 3 List of High-priority Projects

| Country | Number of Projects | Sector | | | | | | | | |
|------------------|--------------------|-------------|-----------|------------------------|--------|----------|-----------|---------------------------|-----|----------|
| | | Agriculture | Livestock | Mines and Hydrocarbons | Energy | Industry | Transport | Infrastructures and Roads | ICT | Commerce |
| Benin | 10 | 3 | 0 | 1 | 2 | 0 | 4 | 0 | 0 | 0 |
| Burkina Faso | 27 | 5 | 0 | 0 | 3 | 1 | 7 | 10 | 0 | 1 |
| Cote d'Ivoire | 42 | 3 | 2 | 4 | 3 | 5 | 5 | 4 | 1 | 11 |
| Togo | 15 | 3 | 0 | 1 | 3 | 4 | 0 | 4 | 0 | 0 |
| Ghana | 13 | 2 | 0 | 0 | 1 | 1 | 1 | 8 | 0 | 0 |
| UEMOA Commission | 7 | 0 | 0 | 0 | 0 | 0 | 6 | 0 | 0 | 1 |
| Total | 114 | 16 | 2 | 6 | 12 | 11 | 23 | 26 | 1 | 13 |

Source: Prepared by the evaluator based on documents provided by the implementing agencies

Table 4 Achievement of the Overall Goal

| Goal | indicator | Achievement |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| To contribute to regional economic growth and expansion of private investment by implementing plans that lead to the improvement of regional disparities and logistics. | Implementation status of high-priority projects | Mostly Achieved At the time of ex-post evaluation, 95 projects, or 83% of the 114 high-priority projects, were at the feasibility study (F/S) stage or later. This is a high level compared to the status of utilization of subsequent proposed plans of corridor development strategies prepared in similar Technical Cooperation for Development Planning. ¹⁶ Of the high-priority projects, there are 34 projects where the main construction work is underway and one project where the main construction work has been completed. |

Source: Prepared by the evaluator based on documents provided by the implementing agencies

Table 5 Progress of High-priority Projects

| Country | Number of High Priority Projects | Status (as of July 2021) | | | | | | | | | | Overall Initiation Rate |
|------------------|----------------------------------|--------------------------|-------------------|-----------------|------------------------------------|-----------------------|---------------------|-----------------|-----------------------|----------------------------|-------------------|-------------------------|
| | | Nothing has started | Study in progress | Study completed | Discussion with donors in progress | MOU signed with donor | Looking for funding | Funding Pledged | Bidding process stage | Implementation in progress | Project completed | |
| Benin | 10 | 1 | 1 | 8 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 83% |
| Burkina Faso | 27 | 6 | 2 | 1 | 2 | 1 | 6 | 1 | 3 | 5 | 0 | |
| Cote d'Ivoire | 42 | 2 | 9 | 0 | 0 | 0 | 20 | 0 | 0 | 11 | 0 | |
| Togo | 15 | 4 | 2 | 0 | 0 | 0 | 0 | 0 | 1 | 7 | 1 | |
| Ghana | 13 | 4 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 8 | 0 | |
| UEMOA Commission | 7 | 2 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 3 | 0 | |
| Total | 114 | 19 | 16 | 10 | 2 | 1 | 26 | 1 | 4 | 34 | 1 | |

Source: Prepared by the evaluator based on documents submitted by the governments of Benin, Burkina Faso, Cote d'Ivoire, and Togo for the Joint Technical Monitoring Committee held in July 2021. Ghana's progress on high priority projects is based on responses to questionnaires from sector ministries.

¹⁶ The Project for Nacala Corridor Economic Development Strategies was implemented in Mozambique in the same form of Technical Cooperation for Development Planning as this project and the ex-post evaluation was conducted in FY2018. The percentage of priority projects since the start of the F/S in the ex-post evaluation phase of this project was 56%. Since the situation at the time of the adoption of the High-priority projects is different, a simple comparison cannot be made, so the comparison with this project is for reference only. However, since the initiation rate of this project is higher than the initiation rate of High-priority projects of the Project for Nacala Corridor Economic Development Strategies, it is judged that the implementation status of High-priority projects is good.

The target countries are implementing the priority projects in line with the individual corridor development plans proposed in this project. An overview and implementation status of the priority projects are shown in the table below.

Table 6: Status of the Proposed Plan

| | |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p><Burkina Faso></p> <ul style="list-style-type: none"> • Button A: Projects for three large-scale irrigation schemes are being implemented. • Button C: The development of a multi-modal dry port at Ouagadougou and a road from Ouagadougou in the direction of Bobo–Dioulasso, “Strengthening of North–South Connectivity,” includes as proposed in the master plan, which will also address the real issue of reducing cargo transportation costs. | <p><Cote d'Ivoire></p> <ul style="list-style-type: none"> • Button A: The construction of an access road from the Abidjan–Ouagadougou corridor to areas with agricultural potential is included, which is almost completed. In addition, a project to construct an agro-industrial zone specializing in cashew nut processing is underway at four sites, including Bouaké and Khorogo. • Button B: The development of the east exit line of motorway Cocody–Bonoua highway is included. • Button C: Projects extending the motorway further north are included. Multi-modal dry ports are being developed on the outskirts of Abidjan and in Ferkessédougou. |
| <p><Togo></p> <ul style="list-style-type: none"> • Button A: Projects for development of agropoles in inland areas including infrastructure, such as access roads and irrigation facilities to potential areas with agricultural potential as part of the promotion of inland agriculture and agro-processing industries targeting the sub-regional market are included. The industrial and logistics park in Greater Lomé is now operational (see Box 1). • Button C: Projects for phased upgrading of the north-south corridor road to a 4-lane high-standard road and phased development of railway between Lomé and Cinkasé (Burkina Faso) are included. | <p><Ghana></p> <ul style="list-style-type: none"> • Button A: Projects for development of infrastructure to make Tamale a major regional city are included. • Button B: Projects for the development of coastal motorways, particularly the East-West highway in the Greater Accra are included. • Button C: Road improvements associated with the linkage of coastal markets to inland areas are included. |

Source: Prepared by the evaluator based on documents provided by JICA and implementing agencies

As mentioned above, it was confirmed that the initiation rate of high-priority was high. Factors for this may include that the target countries share the sense of crisis that no single country in West Africa can survive on its own, and the importance of uniting multiple countries is strongly rooted as a result of the fact that the JICA Study Team kept stressing the need to come together as one during the implementation of the project. Additionally, the UEMOA Commission has been leading the implementation system, and the West African Development Bank (BOAD, Banque Ouest Africaine de Développement) is providing financial support.

As mentioned above, the evaluation was made with an emphasis on “initiation of high-

priority projects including surveys.” As a result, the initiation rate of high-priority was high at 83%, and the contents of the high-priority projects were in line with the concept proposed in this project. It is judged that the plan proposed by the project has been fully utilized and the project has achieved its overall goal.

3.2.2.2 Influence of Important Assumptions on the Achievement of the Overall Goal

Although the initiation rate of implementation of high-priority projects is good, only about 30% of the projects have reached the construction stage. This is due to the fact that the procurement of materials and equipment necessary for project implementation stalled due to the sealing of the border in 2020 and 2021 to prevent the spread of the new coronavirus infection (COVID-19). In addition, people’s movement was also restricted, which delayed the start of surveys, implementation, and consultations with donors on completed projects. In addition, there have been terrorist attacks in Burkina Faso since 2016, which affected the implementation of this project, and security has not recovered since then, which has affected the implementation of high-priority projects.¹⁷

BOX 1: Status of Project Implementation Contributing to the Development of the West African Growth Ring

Through this project, 377 projects were selected as priority projects, and 77 high-priority projects were identified among them in 2018. Subsequently, the number of these high-priority projects increased to 114, including those of Benin, which was subsequently added to the target countries. The following are examples of the implementation of priority projects or high-priority project implemented in line with the concept of this project.

(1) Togo, “Projet de construction d'un Parc Industriel à Adétikopé dans le Grand Lomé (Project for Construction of Industrial Park in Adétikopé in Greater Lomé)” (Button A: Development of Economic Sectors to Sub-Regional Markets, Key Strategy 1: Fostering of Various Economic Growth Sectors) - High-priority project for 2018 and 2019

¹⁷ Since 2019, terrorist organizations based in Mali have moved southward toward Burkina Faso, and the scope of terrorist attacks has expanded yearly, with a sharp increase in attacks in the central and northern regions of Burkina Faso, as well as sporadic attacks in the southwestern region around the borders with Côte d'Ivoire and Ghana. Although the government of Burkina Faso has strengthened the security system in the country, administrative services and security activities have not been sufficiently provided, especially in rural areas, and the security situation has not yet improved, with more than one million people displaced throughout Burkina Faso. (Source: web site of Ministry of Foreign Affairs of Japan on overseas safety: https://www.anzen.mofa.go.jp/info/pterror_117.html)

In Togo, the only industrial site in the capital city's Lomé port area had become saturated. Togo built the Plateforme Industrielle d'Adéticopé (PIA) in Adéticopé, 12 km from the port of Lomé through a Public-Private Partnership with Arise Integrated Industrial Platforms (IIP). The PIA, which opened in June 2021, is located at the backbone of the industrial zone between Lomé and Burkina Faso along National Road No. 1, which leads to the inland countries. The aim here is establishing a value chain of storage, processing, manufacturing and export. For example, the PIA textile complex has the infrastructural facilities to establish an integrated textile unit for spinning, weaving, processing, and sewing.



Main entrance of PIA

Note: Arise IIP is a group with expertise in the development of industrial infrastructure and associated ecosystems to design, finance, construct, and manage large-scale projects in Africa. Shareholders are Africa Finance Corporation (50.5%) and Olam (49.5%). The Arise IIP will be responsible for the development, financing, construction, and management of the PIA. (Source: <https://pia-togo.com/about-us/>)

(2) Burkina Faso, “Project for Improvement of the southeastern Tansoba bypass in Ouagadougou” (implemented with JICA grant aid) (Button C: Strengthening of North–South Connectivity, Key Strategy 7: Strategic Upgrading of Transport Corridor Infrastructure by Emphasizing the Importance of High-Speed Transport and Services)—Priority Project in 2018

Ouagadougou, the capital of Burkina Faso, is landlocked and functions as a logistics node connecting the surrounding coastal and landlocked countries. A ring bypass road has been constructed to prevent large cargo vehicles from entering the city center. The southeast section, which has the highest concentration of traffic, had not been fully renovated since its completion in 1990, and damage to the road surface and shoulders has hindered smooth traffic. The list of priority projects formulated in 2018 included projects for the improvement of the ring road, the replacement and repair of old road bridges, and the improvement of the road surface to strengthen the main transport corridor. The Project for Improvement of the Southeastern Tansoba Bypass in Ouagadougou is one of them. The project was implemented to improve the network of urban transportation and intra-regional logistics by fully renovating the southeast section of the bypass road and constructing new bike lanes and other facilities, thereby contributing to the facilitation of intra-regional trade and the promotion of intra-regional economic integration (Grant Agreement: August 2017).



Condition of the road before implementation of the project¹⁸



Photographs taken after implementation of the project¹⁹

¹⁸ Source: JICA website. <https://www.jica.go.jp/oda/project/1760330/index.html>

¹⁹ Source: Field survey by the local consultant

(3) Ghana, “Development of Irrigation Infrastructure for Agricultural Production for Export and Agro-industry at Tamne,” Phase 1 and Phase 2, Upper East Region) (Button A, Key Strategy 1) - High-priority project in 2018 and 2019

The project, funded by the government of Ghana, commenced in 2018 and is intended to reduce poverty through the development of irrigation infrastructure to support the horticultural industry for domestic and international markets. It was constructed in the Tamne River Basin, a tributary of the White Volta, and is currently providing agricultural guidance to farmers.

(4) Cote d'Ivoire, “Projet de Construction de l'autoroute du Nord” (Section: Bouaké–Burkina Faso border, Mali border), Frontière du Burkina Faso avec une bretelle du Mali): (Button C, Key Strategy 7) - High-priority project in 2019.

The condition of the 412-km road section covered by the project is poor and has been a hindrance to the promotion of trade and travel between the three neighboring countries (Cote d'Ivoire, Burkina Faso, and Mali). The project, funded by the UEMOA, is being implemented to improve the transportation capacity of goods and products from inland areas to the port of Abidjan by constructing a two-lane asphalt-paved motorway.

3.2.2.3 Status of Outputs and Project Purpose

After the project completion, the UEMOA Commission organized a roundtable in Abidjan in July 2019, in collaboration with JICA, BOAD, and the Economic Community of West African States (ECOWAS) for the mobilization of funds for high-priority projects. Many participants attended the roundtable, including ministers of the target countries; presidents of the UEMOA, ECOWAS and BOAD; vice presidents of JICA; and Japanese, local, and third countries' private companies and development agencies. The project summary sheet for high-priority projects prepared at that time has a section titled “5. STRATEGIC AXES IN MASTER PLAN: (Axes of the WAGRIC master plan in which the project fits).” This column contains the buttons from A to D and the 10 key strategies that the priority project corresponds to. The sheet's structure allows the concerned parties to be aware of the strategies to activate the four buttons proposed by the project when preparing the project summary sheet. In this way, the concept of the proposed plan was followed even at the time of the ex-post evaluation.

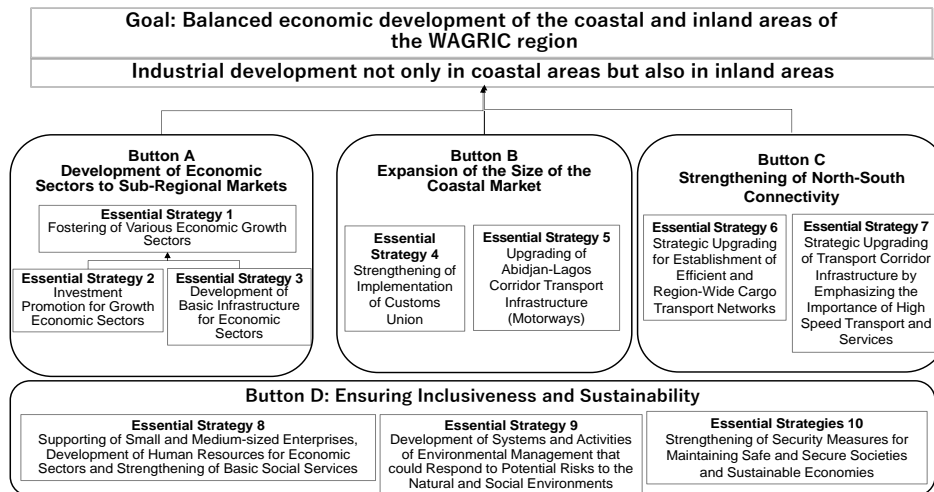


Figure 7: Summary of the Regional Strategies (reproduced)

Source: Prepared by the evaluator based on documents provided by JICA

Also at this roundtable, 1 trillion FCFA²⁰ and a total of 352 billion FCFA (641 million USD) of financial support was pledged by the private sector (BOAD), which expressed interest in implementing high-priority projects. At the roundtable, BOAD met with representatives of sector ministries and agencies from the four French-speaking countries, and PPPs are being promoted under BOAD's leadership, as shown by the selection of 15 projects for PPPs. In addition, one PPP project has been implemented in Ghana, and one project has been confirmed for private-sector investment.

3.2.2.4 Other Positive and Negative Impacts

(1) Impacts on the Natural Environment

In this project, a comparison of alternative scenarios for several corridor development plans was conducted through scoping²¹ in the SEA²² as described below.

- Collection and analysis of baseline information and data on social and environmental conditions (land use, natural environment, and social and economic conditions) in target countries
- Scoping based on the understanding of concepts and approaches to develop regional development strategies and corridor development plans (analysis of the identification of potential impacts caused by the implementation of the project based on the four pillars

²⁰ BOAD's funding of 1 trillion FCFA included private-sector support with plans for (1) public and private funding of 500 billion FCFA and (2) funding through public-private partnerships (PPPs) of 500 billion FCFA.

²¹ A procedure for obtaining the opinions of local population and governments familiar with the local environment to determine the method of environmental assessment.

²² Strategic Environmental Assessment refers to an environmental assessment carried out at the time of the decision-making at a stage higher than the environmental assessment at the project stage. For Technical Cooperation for Development Planning projects, such as this project, the implementation of Strategic Environmental Assessment in the guideline is stipulated by JICA.

of natural resources, socio-cultural, economy, and institutional aspects)²³

- Comparative evaluation of alternative corridor development scenarios through risk-opportunity matrix analysis

Stakeholder meetings were held in the four target countries for scoping and environmental impact assessment, as follows.

Table 7 SEA Stakeholder Meetings (French-speaking countries)

| Meeting | Purpose | Date and Participants | | |
|-------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | | Burkina Faso | Cote d'Ivoire | Togo |
| 1st Stakeholder Meeting | <ul style="list-style-type: none"> • Explain and discuss the objectives, approaches, and scope of the project • Discuss issues related to corridor development and the environment | <ul style="list-style-type: none"> • September 16, 2015 • 70 persons: 11 from ministries and authorities at the national level, 38 from 13 regional governments, 2 from communes, 4 from NGOs, 2 from private organizations, and 13 from others (including JICA Burkina Faso office and JICA Study Team) | <ul style="list-style-type: none"> • October 2, 2015 • 53 persons: 24 from ministries and authorities at the national level, 11 from regional governments of 9 regions, 2 from communes, 2 from NGOs, 3 from private organizations, and 12 from others (including JICA Cote d'Ivoire office and JICA Study Team) | <ul style="list-style-type: none"> • October 2, 2015 • 50 persons: 25 from ministries and authorities at the national level, 9 from regional governments of 5 regions, 7 from NGOs, 5 from private organizations, and 4 others (including JICA Cote d'Ivoire office and JICA Study Team) |
| 2nd Stakeholder Meeting | <ul style="list-style-type: none"> • Identify potential social and environmental impacts of the corridor development strategies | <ul style="list-style-type: none"> • July 28, 2016 • 72 persons: 17 from ministries and authorities at the national level, 25 from the regional governments of 13 regions, 2 from communes, 4 from NGOs, 2 from private organizations, and 22 persons from others (including JICA Burkina Faso office and JICA Study Team) | <ul style="list-style-type: none"> • July 28, 2016 • 62 persons: 18 from ministries and authorities at the national level, 13 from regional governments, 3 from communes, 3 from NGOs, 1 from a private organization, and 21 from others (including JICA Cote d'Ivoire office and JICA Study Team) | <ul style="list-style-type: none"> • August 4, 2016 • 81 persons: 45 from ministries and authorities at the national level, 10 from regional governments, 1 from a commune, 6 from NGOs, 2 from private organizations, and 17 others (including JICA Cote d'Ivoire office and JICA Study Team) |
| 3rd Stakeholder Meeting | <ul style="list-style-type: none"> • Analyze and assess the impacts of implementing the corridor development strategies | <ul style="list-style-type: none"> • October 10-11, 2016 • 67 persons: 17 from ministries and authorities at the national level, 25 from the regional governments of 16 regions, 1 from a commune, 1 from an NGO, 2 from a private organization, and 18 from others (including JICA Burkina Faso Office and JICA Study Team) | <ul style="list-style-type: none"> • October 13, 2016 • 36 persons: 10 from ministries and authorities at the national level, 3 from regional governments, 2 from communes, 3 from NGOs, 1 from a private organization, and 21 others (including JICA Cote d'Ivoire office and JICA Study Team) | <ul style="list-style-type: none"> • October 6, 2016 • 81 persons: 76 from ministries and authorities at the national level, 10 from regional governments, 2 from communes, 6 from NGOs, 7 from private organizations, and 16 others (including JICA Cote d'Ivoire office and JICA Study Team) |

Source: Prepared by the evaluator based on “The Project on the Corridor Development for West Africa Growth Ring Master Plan” Final Report Volume 3, Appendix E Planning Study’s Activities”

²³ For a detailed analysis of each country, see “The Project on the Corridor Development for West Africa Growth Ring Master Plan” Final Report Volume 3, Appendix F Records of SEA Stakeholder Meetings. <https://libopac.jica.go.jp/images/report/12308847.pdf>

For Ghana, the JICA Study Team prepared a Terms of Reference (TOR) proposal for the outsourcing of SEA and submitted it to the Environmental Protection Agency (EPA) for approval. It was not approved on the grounds that the project promoter side (NDPC, MRH, JICA, and the JICA Study Team) and the competent authorities' SEAs in Ghana (EPA and NDPC) should meet to discuss it prior to the preparation of the TOR. Therefore, the project promoter side and the SEA-competent authorities in Ghana conducted a series of meetings between October 2015 and February 2016, including with the SEA core team meetings, before the TOR was prepared and a series of steps and activities for the SEA were agreed upon. The achievements of the meetings on SEA in Ghana are as follows.

Table 8 SEA Meetings in Ghana

| Meeting | Purpose | Period of implementation and participants |
|----------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Stakeholder Consultation Meeting | <ul style="list-style-type: none"> Explain and discuss objectives, approach, scope of the master plan, and SEA | <ul style="list-style-type: none"> Meetings were held from August 18, 2016 to September 2, 2016, in 12 districts in each of the 10 regions in Ghana and attended by a total of 979 participants ^{Note} |
| SEA Scoping Workshop | <ul style="list-style-type: none"> Consult on baseline information and institutional analysis for SEA reports, three base scenarios, and matrix of key issues | <ul style="list-style-type: none"> October 19–21, 2016 EPA's SEA Unit, NDPC, MRH, JICA Study Team, etc. ^注 |
| SEA Assessment Workshop | <ul style="list-style-type: none"> Explain and assess the corridor development plan for Ghana | <ul style="list-style-type: none"> February 1 and 2, 2017 51 participants': 28 from ministries and authorities at the national level, 2 from regional governments, 13 from districts, one from an NGO, and 7 from others (including JICA Ghana office and JICA Study Team) |

Source: Prepared by the evaluator based on "The Project on the Corridor Development for West Africa Growth Ring Master Plan "Final Report Volume 3, Appendix E Planning Study's Activities""²⁴

Note: The breakdown of participants could not be confirmed, as it was not included in the report.

Many lagoons are located in the coastal zone of Cote d'Ivoire, Ghana, and Togo. In the coastal zone, the construction of a six-lane motorway is planned as part of the coastal east-west corridor development. In the final report of the project, it was recommended to formulate land use plans and development regulations in the coastal zone for monitoring the coastal environment, including lagoons, and implementing measures for environmental conservation in the implementation of the master plan. It was confirmed through the ex-post evaluation that this recommendation was implemented in accordance with the laws of each country.²⁴

In addition, the project summary sheet of the high-priority projects contains a column describing the measures to be taken in case of negative socio-environmental impacts. The governments of each country plan the measures to mitigate negative socio-environmental impacts during the planning of the high-priority projects according to this form, and the

²⁴ Sources: interviews with the Ministry of Economy and Finance of Burkina Faso, two members of the Ministry of Economy and Finance of Côte d'Ivoire, and the Ministry of Development Planning of Togo.

implementation is based on the laws of each country.²⁵

(2) Resettlement and land acquisition

As mentioned above, measures to mitigate negative environmental and social impacts have been taken in the implementation of the high-priority projects. No problems related to resettlement or land acquisition for the implementation of the project have been reported at present.

(3) Other indirect effects

With regard to high-priority projects, facility construction has been completed for one project as of now. It is too early to evaluate the impact of this high-priority project, as it just started operation in June 2021.

Through the implementation of this project, a plan that contributes to the correction of disparities and improvement of logistics within the region has been formulated and approved and a framework has been established (introduced) for the target countries to work together to implement the approved plan. Therefore, the effectiveness of the project is high. In terms of the overall goal, the concept of the proposed corridor development has been followed and each country has already updated its own high-priority projects. In addition, the initiation rate for implementation of high-priority projects is high, so the degree of achievement of the overall goal is high. Therefore, effectiveness and impact of the project are high.

3.3 Efficiency (Rating: ②)

3.3.1 Inputs

The planned and actual inputs for this project are shown in Table 9.

²⁵ Sources: interviews with the Ministry of Economy and Finance of Burkina Faso, two members of the Ministry of Economy and Finance of Côte d'Ivoire, and the Ministry of Development Planning of Togo.

Table 9 Plan and Actual of Inputs of the Project

| Inputs | Plan | Actual |
|--------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------|
| (1) Experts | Dispatch of study teams (14 sectors) (Total: 82 MM*) | Dispatch of study teams (17 sectors) (Total: 113.5 MM) |
| (2) Trainees received | One training course of about 2 weeks in Japan in the field of regional development | Training in Japan in the field of regional development was conducted from January 17 to 30, 2016, with 22 participants. |
| (3) Equipment | Not mentioned | Personal computers (2 desktops, 1 notebook), computer software, 2 color laser printers, 2 copy machines, 20 office chairs, 20 office desks |
| (4) Japanese Side Total Project Cost | Total 500 million yen | Total 690 million yen |
| (5) Inputs of the implementing agencies | 1. Assignment of counterparts 2. Office for the JICA Study Team 3. Operational expenses necessary for the project implementation | As planned |

* MM stands for man month.

Source: Prepared by the evaluator based on documents provided by JICA

3.3.1.1 Elements of Inputs

As for the dispatch of experts, 17 experts were dispatched at the time of implementation of the project, whereas 14 experts were planned to be dispatched at the time of planning. The difference between the plan and the actual results is due to the addition of experts in the fields of (i) water supply planning and water supply facilities, (ii) land use planning, and (iii) GIS analysis and data. In (i), the need to collect and analyze information on the investment promotion in urban water supply was recognized based on the trend of private-sector interest in Côte d'Ivoire after the start of the project, and therefore, a basic survey of the urban water supply sector in Côte d'Ivoire and the water supply-demand balance and future plans in Abidjan were conducted. In addition, for (ii) and (iii), Japanese private companies expressed interests in investing in the Abidjan–Lagos corridor at the Expanded ODA Task Force held in Abidjan in August 2015, and it was recognized that the Abidjan–Lagos corridor would be an important mobilizing force for the development of the West Africa Growth Ring Corridor. Inputs (ii) and (iii) were added because the spatial structure of the project would make it easier to attract investment to the target area. The additional inputs also produced outputs and were incorporated into the corridor development plan (e.g., the strategy to use the Abidjan–Lagos corridor as a starting force was put forward); the priority projects finally organized by the JICA Study Team included eight water-resource development plans for urban water supply in Cote d'Ivoire, four of which were identified as high-priority projects. Of the four high-priority projects, three have been completed and one

is expected to be completed in November 2021; one of the four is being implemented through private investment and one through a PPP. Thus, the additional inputs of the urban water supply study in Cote d'Ivoire produced outputs in the form of analysis of the support status for urban water supply and the supply–demand balance, as well as outcomes in the form of identifying priority projects that contribute to investment promotion. As a result, it also contributed to the impact of the project in terms of promoting the commercialization of priority projects and attracting private investment in the implementation phase.²⁶

There is a lack of concrete description in the initial plan concerning the number of trainees received, transfer of equipment, and the inputs by the implementing agencies; hence, comparing the plan and the actual outcome is difficult. However, it was confirmed that the inputs necessary for the implementation of the project were provided.

3.3.1.2 Project Cost

The actual project cost was 690 million yen, compared to the planned 500 million yen (138% of the plan). The main reason for the difference between the planned and actual results was that the scope and survey components were added to the plan.

3.3.1.3 Project Period

The project period was 18 months (May 2015 to October 2016) at the time of planning, but the actual period was June 2015 to March 2018 (34 months). The project has undergone eight contract amendments. The project period was calculated according to the reference of the ex-post evaluation of JICA,²⁷ and the plan and actual results were compared. Specifically, the addition of the survey related to “Output 2: Data and information of various sectors attracting investment at national, regional, and international levels are compiled and analyzed” by the contract amendment in January 2017 contributed to the promotion of investment, which is the project’s overall goal.²⁸ After comparing the planned period (24 months) with the actual period (34 months), the project period exceeded the plan (136% of the plan).

Based on the above, the project cost and project period exceeded the plan. Therefore, the project’s efficiency is fair.

²⁶ Source: Responses to questionnaire by the Ministry of Economy and Finance of Cote d'Ivoire

²⁷ The project period calculation in the ex-post evaluation is based on JICA’s ex post evaluation reference: “If the project period or project cost is increased or decreased due to changes in the project scope, the evaluation is not based on the actual results of the increase or decrease. In the case of a change in the component, if the change is found to be appropriate based on the consistency with the project objectives, the planned value after the change is used for comparison with the actual value.

²⁸ See “3.3.1 Efficiency 3.3.1.1 Elements of Inputs”

3.4 Sustainability (Rating: ②)

3.4.1 Policy and Political Commitment for the Sustainability of Project Effects

UEMOA's *Regional Economic Program for UEMOA III (2017–2021) (Programme Economique Régionale pour l'UEMOA III [2017–2021])* has not been adopted as of November 2021. Therefore, the policy at the time of the project's completion, PERII, described in the "3.1 Relevance 3.1.1 Consistency with development policies," is maintained as a valid policy, and its policy sustainability is ensured. In addition, the UEMOA Commission website has a site called "*Projets CACAO*,"²⁹ which includes a video introducing the 2019 roundtable and project summary sheets of 114 high-priority projects. The UEMOA Commission has appealed its efforts externally to promote corridor development proposed in the project. Furthermore, on October 1, 2021, the DATC of the UEMOA Commission hold a roundtable conference on *Regional Economic Development Plan 2021–2040 (le Schéma de Développement de l'Espace Régional [SDER], adopted in September 2020)*. In the conference, the UEMOA Commission emphasized the importance of the master plan proposed in the project and mentioned that *the SDER* and the implementation of high-priority projects in the project will be carried out in parallel. At the time of the ex-post evaluation, it can be concluded that the sustainability of the political commitment in the project is ensured, given that the UEMOA Commission continues to lead the implementation of the proposed master plan since the implementation of the project.

In addition, the Assembly of Heads of State and Government of the African Union, at its 34th Ordinary Session on February 7, 2021, adopted a strategy document related to the second phase of *the Programme for Infrastructure Development in Africa (PIDA-PAP2)*. *PIDA-PAP2* is the development of an integrated corridor approach for infrastructure development in Africa. The integrated corridor approach in this context is a multi-infrastructure corridor approach to infrastructure development that works toward a prosperous Africa with projects that maximize job creation and climate friendliness. This approach contributes to the integration of the African continent by focusing on projects that improve linkages between urban and rural areas and interconnect infrastructure, thereby creating synergies between sectors.³⁰ Thus, the concept of *PIDA-PAP2*, which aims at connectivity and synergies between urban and rural areas, is consistent with the approach to economic development of coastal and inland areas by "pressing the four buttons simultaneously," as promoted by the project.

For Ghana, the *Coordinated Programme of Economic and Social Development Policies*

²⁹ http://www.uemoa.int/fr/plan_directeur-de-l-amenagement-des-corridors-pour-l-anneau-de-croissance-en-afrique-de-l-ouest

³⁰ Source: The Integrated Corridor Approach - "A Holistic Infrastructure Planning Framework to establish PIDA-PAP 2 Strategic Note", p7-8)

2017–2024, which is a high-level policy already mentioned in 3.1.1 Consistency with Development Policies, was still in effect at the time of the ex-post evaluation, and its policy sustainability is assured.

As previously shown, the UEMOA Commission and Ghana have maintained the same policy, emphasizing corridor development at project completion. *PIDA-PAP2* has emphasized an integrated corridor approach that emphasizes sustainability, inclusiveness, and rural connectivity. Furthermore, the UEMOA Commission is politically leading the implementation of the master plan, and policy and political commitment for the sustainability of project effects is high.

3.4.2 Institutional/Organizational Aspect for the Sustainability of Project Effects

The project’s implementation was carried out within two frameworks by the UEMOA commission and the government of Ghana (see Figure 2). At project completion, the operation and management of the master plan was to be conducted as one framework led by UEMOA commission instead of two frameworks, as shown in Figure 8.

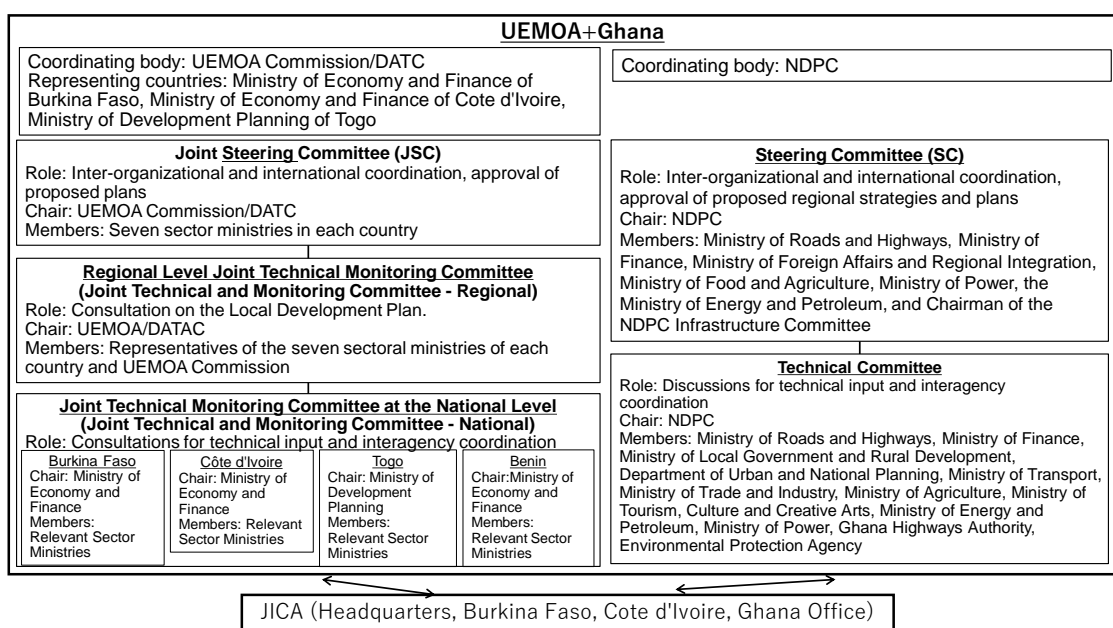


Figure 8 Implementation and Operation System at the Time of Ex-Post Evaluation
Source: Prepared by the evaluator based on the interview with concerned parties

The DATC of the UEMOA Commission played a central role during the project implementation, and a counterpart personnel and another staff member of the DATAC assigned after the project’s completion are coordinating the target countries in the implementation of the high priority projects. BOAD, an independent agency of the UEMOA, is also playing a leading role in mobilizing funds.

JICA is also supporting the implementation of high-priority projects at the field level on a continuous basis by dispatching an expert to the UEMOA Commission from 2021 and a wide-area project formulation advisor to JICA Côte d'Ivoire office from 2020.

Under this structure, various meetings have been held.

- **Steering Committee:** The committee is supposed to meet once a year. It met in 2019 in parallel with the roundtable, but the committee did not meet in 2020 due to COVID-19.³¹
- **JTMC-Regional:** The UEMOA Commission organized the JTMC-Regional in July 2021. Four UEMOA member countries (Burkina Faso, Benin, Côte d'Ivoire, and Togo, except Ghana), BOAD, and JICA, participated in the meeting, during which the progress of high-priority projects and mobilization of funds were shared and challenges and future approaches were discussed. With regard to Ghana, the UEMOA Commission had prepared an invitation, but ultimately, Ghana was not able to participate because of a lack of timely procedures. Due in part to insufficient participation in the meeting, the progress on Ghana's high-priority projects has not been shared with the UEMOA Commission and the other four countries.

Since Ghana is an English-speaking country and the language is different from the French-speaking countries that are members of UEMOA, so it is necessary to be creative in order to share information and have active discussions among target countries, the UEMOA Commission requested JICA to provide logistical support, such as simultaneous interpretation and translation of materials. Ghana is expected to participate in the JTMC-Regional in December 2021. The DATC of the UEMOA Commission is well aware that the corridor cannot be developed without all participating countries, a sentiment that is shared by all of the French-speaking countries under its umbrella.³²

With regard to Ghana during implementation, the Ministry of Planning was established after the change of government in January 2017, and the coordinating responsibility for the project was transferred from the NDPC to the Ministry of Planning. At that time, the Ministry of Planning, which had just been established, did not function adequately as a coordinating body, and NDPC continued to play a secretarial role. Subsequently, the Ministry of Planning was abolished in January 2021, and the coordinating responsibility reverted to the NDPC. However, it was confirmed that meetings and information sharing were not sufficiently conducted due to the frequent changes in the structure and the lack of a functioning

³¹ Source: Interview with the DATC of the UEMOA Commission

³² Source: Interview with JICA advisor to the UEMOA and discussion in the JTMC-Regional meeting in July 2021.

coordinating body. Compared to the other three countries, the system for monitoring high-priority projects seems somewhat weak.

From the above, as well as during implementation, information sharing between the UEMOA Commission and the four member countries (Burkina Faso, Benin, Cote d'Ivoire, and Togo) was confirmed at the initiative of the UEMOA Commission, but Ghana, which is not a member of UEMOA, was not able to attend the meeting since the invitation to the meeting was not sent in time due to the procedures of the UEMOA Commission. At the time of the ex-post evaluation, the progress of Ghana's high-priority projects has not been shared with other countries. In addition, although Ghana is expected to participate in the next technical monitoring meeting with the support of JICA, it cannot be said that a system has been established to enable information sharing among all target countries, even when JICA's support is no longer available. In this regard, institutional and organizational aspects for the sustainability of project effects is judged to be fair.

3.4.3 Technical Aspect for the Sustainability of Project Effects

As previously mentioned, after the project's completion in 2018, the UEMOA Commission and the four target countries updated the list of priority projects in 2019, without any technical assistance from other donors, to hold a roundtable for fund mobilization. The "Project Summary Sheet" used in this update had a column to indicate which of the four buttons and 10 key strategies the high-priority projects correspond, which are the concepts of the regional development strategy proposed by the project, and which sector ministry officials prepared the project summary sheet with the regional development strategy proposed by the project in mind.

Although it is believed that the concerned parties have understood the regional development strategy and have updated the priority projects by themselves, the following issues were found in the monitoring of the high-priority projects.

- In the JTMC-Regional, the monitoring format is not unified, and some monitoring information submitted by each country showed the project progress rate in figures, while others showed qualitative information. Furthermore, the currency units and digits were not unified, such as for the mobilized funds. In this regard, it is difficult for a third party to grasp the progress.
- In addition, there seemed to be a lack of analysis regarding project progress for each Button or corridor, nor was there a bird's eye view of how much overall progress contributed to corridor development.

Therefore, it can be concluded that the implementing agencies have the necessary skills

to sustain the emerging effects in terms of updating the necessary priority projects in line with the regional development strategy. However, there has been no monitoring to analyze the corridor development plan's status in terms of "regions" after tracking the progress of each of the four buttons. Because of the issues in the monitoring method, the technical aspect for the sustainability of project effects was judged to be fair.

3.4.4 Financial Aspect for the Sustainability of Project Effects

Initially, the ex-post evaluation was planned to evaluate financial sustainability based on government budgets dedicated to high-priority projects in the UEMOA Commission and target countries, as well as investment budgets for the past three years, but there were no budgets dedicated to high-priority projects. Therefore, the ex-post evaluation confirmed the extent to which funds necessary for the implementation of high-priority projects have been secured at the time of ex-post evaluation. However, due to the inaccuracy of the information on funds submitted at the technical monitoring meeting in July 2021, the evaluation focused on the number of projects that have secured funds and their future prospects, as described below.

(1) Financial Support by BOAD

At a roundtable held in July 2019, BOAD expressed financial support of 1 trillion FCFA (approx. 201.5 billion yen³³). The private sector also expressed interest in implementing high-priority projects and pledged financial support of 352 billion FCFA. The 1 trillion FCFA originally to be financed by BOAD will be financed by (1) public and private funds (500 billion FCFA) and (2) PPP (500 billion FCFA for 15 projects). These can be evaluated as a result of the UEMOA commission and target countries' efforts to encourage donors and the private sector to provide financial support.

(2) Mobilization of Funds in Each Country

The status of fund mobilization for the implementation of high-priority projects as of July 2021 is as follows.

³³ 1 FCFA = 0.2 JPY

Table 10 Mobilization of Funds by Country

| country | Situation |
|---------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Burkina Faso | Of the 27 high-priority projects, 12 have been funded, are in discussion with donors, have received funding commitments, or are in the bidding process. It can be concluded that a certain level of funding has been secured. Among the remaining projects, six projects have not started feasibility study (F/S); two projects are in the process of F/S; and seven projects have not secured funding sources and are looking for funders. |
| Côte d'Ivoire | Of the 42 high-priority projects, 11 projects have been funded and are in the process of implementing construction works; 11 projects have not yet started or are undergoing F/S; and 20 projects are looking for funding sources. Reasons for the delay include the delay of the Identification Mission by BOAD scheduled for October 2020, due to the presidential election, and the delay in the prequalification of PPP projects. |
| Ghana | Eight of the 13 projects have been funded, and the construction work is underway. |
| Togo | Of the 15 projects, nine have been funded. Among the funded project, one is in the bidding process; seven are under construction works; and construction work was completed for one project. No progress has been made in the procedure from the government of Togo to BOAD regarding the advance payment of funds for the study and PPP conversion. |
| Benin | Eight out of 10 F/Ss have been completed. One project's F/S is under implementation, and one has not been started. One of the projects, for which F/S has been completed, will be implemented by PPP with financial support from BOAD. The BOAD mission will be implemented in October–November 2021, despite the delay in discussions between BOAD and the government of Benin. |

Source: Prepared by the evaluator based on documents provided by the implementing agencies

As previously mentioned, the delay in F/S and the delay in BOAD's review missions to governments have affected the mobilization of funds. In this context, it was a positive sign that the UEMOA Commission and BOAD organized a joint mission to tour four French-speaking countries in October–November 2021 to facilitate the mobilization of funds. However, in view of the number of projects for which funding sources have not yet been secured, it is recommended that the surveys of projects without previous studies be completed as soon as possible to determine the necessary funding. Furthermore, roundtables should be held, and development partners and private companies approached to secure funding sources.

Although the mobilization of funds has been delayed, commitments of financial support have been obtained from development partners through the 2019 roundtable, and BOAD continues to provide close financial mobilization support to the four French-speaking countries. In this regard, the financial aspect for the sustainability of project effects is judged to be fair.

Some minor problems have been observed in terms of the institutional/organizational,

technical, and financial aspects. Therefore, the sustainability of the project effects is fair.

Box 2: JICA's Role and Contribution in Motivating the Stakeholders before and during the Project Implementation

It was confirmed that the UEMOA Commission led other countries during the implementation and the ex-post evaluation and maintained the target countries' motivation for corridor development. This was probably because the Japanese side often encourage the UEMOA Commission to take the lead in the formulation and implementation of the master plan before the project's implementation. In February 2015, immediately after the R/D of the project was concluded, JICA invited the director of UEMOA/DATC, the director of land transport and ports, and the director of regional land and transport development to Japan for training. As a result of the visit, (1) Before the start of the project, the director of UEMOA Commission, the chief cabinet secretary, and the director of UEMOA/DATC were able to understand the contents and implementation system of the project, and the commitment of the director of UEMOA/DATC was directly obtained. (2) By directly observing the current status of Japan's infrastructure in terms of hardware and software, their trust and expectations to the master plan to be formulated by JICA were raised. (3) Officials of the UEMOA Commission were motivated by the opportunity to meet directly with JICA's key stakeholders, including JICA board members.³⁴ This was probably due to the efforts of JICA's advisor on infrastructure dispatched to UEMOA.

Going back further, JICA dispatched an infrastructure advisor to UEMOA in 2011, held a policy dialogue for UEMOA member countries hosted by the Ministry of Finance of Japan in 2012 with the directors general of the member countries' customs bureaus, dispatched two customs experts to UEMOA in 2012, and held a meeting between the president of JICA and the president of UEMOA at UEMOA headquarters in March 2013. In June 2013, the "Japan–UEMOA High Level Seminar on Customs Cooperation" was jointly organized by UEMOA, JICA, and the Customs Bureau of the Ministry of Finance of Japan in Burkina Faso. Thus, the relationship between JICA and UEMOA is deep. During the project's implementation phase, an infrastructure advisor was stationed at UEMOA and was trusted by the high-level staff of UEMOA, which is said to have been a factor in gaining UEMOA's commitment.³⁵

In addition, the two-week training program in Japan in January–February 2016 was attended by high-level counterparts from the four countries and the UEMOA Commission, and provided an opportunity for the countries and institutions to discuss the direction of regional development strategies. In addition, the JICA Survey Team has strongly emphasized the importance of formulating a single plan for the target countries since the

³⁴ Source: Documents provided by JICA

³⁵ Source: Answers to questionnaire by the JICA Study Team

beginning of the project.³⁶ This awareness remains at the time of the ex-post evaluation, and the target countries are strongly aware of the importance of multi-country collaboration.³⁷

In addition, this project was implemented under the UEMOA Commission and the government of Ghana, and although coordination was difficult, the JICA Ghana office played an important role by acting as a liaison and coordinator between the two entities.

4. Conclusion, Lessons Learned and Recommendations

4.1 Conclusion

This project was implemented to identify development potentials and bottlenecks in corridor transportation in four international corridors spanning the WAGRIC region, and to formulate regional development strategies and corridor development plans that will lead to balanced economic development between coastal and inland areas.

The implementation of this project was consistent with the development policy of the implementing agencies, which emphasized economic growth in the target area from the perspective of corridor development. While development issues such as high transportation costs, low agricultural productivity, and economic disparity between coastal and inland areas were identified in the target areas, potential was recognized in terms of high population and economic growth. In this regard, there was a need to develop regional development strategies and corridor development plans that would lead to balanced economic development throughout the region. In addition, the implementation of this project was fully in line with Japan's ODA policy, which emphasized the promotion of regional integration and the development of wide-area transportation corridors in West Africa. Therefore, the relevance of the project is high. Through this project's implementation, a plan that contributes to the improvement of disparities and logistics within the region was formulated and approved. In addition, a system was established (introduced) in which the four target countries work together to implement the approved plan. Therefore, the effectiveness of the project is high. Moreover, the target countries have followed the concept of corridor development proposed by the project, and each country has updated its own High-priority projects after the completion of the project. Since the initiation rate of priority projects is high, the degree of achievement of the overall goal is also high, and the effectiveness and impact of these projects are high. Since both the project cost and period exceeded the plan, efficiency of the project is fair. In terms of sustainability, while policy and political commitment have been secured, some minor problems have been observed in terms of the organizational, technical, and financial aspects. Therefore, sustainability of the project effects is fair.

³⁶ Source: Answers to questionnaire by the JICA Study Team

³⁷ Source: Interview with the JICA advisor to the UEMOA

In light of the above, this project is evaluated to be satisfactory.

4.2 Recommendations

4.2.1 Recommendations to the Implementing Agency

(1) Recommendations to the UEMOA Commission and other target countries: Establishment of a Mid- to Long-term Efficient and Effective Monitoring Mechanism

It is highly evaluated that the UEMOA Commission is leading the four member countries in the implementation of the 114 high-priority projects approved in 2019. However, although the UEMOA Commission was preparing to invite the government of Ghana to the technical monitoring meeting in July 2021, the internal procedure of the UEMOA Commission could not be completed in time, and the four countries other than Ghana, the UEMOA Commission, and BOAD participated in the meeting. At the meeting, the progress and issues of high-priority projects were shared, and active discussions were held among the participants. Nonetheless, the progress of Ghana's high-priority projects was not shared among the target countries because Ghana's participation was not realized. In this respect, one piece is missing in the monitoring of the entire corridor development. The UEMOA Commission must continue its efforts to involve Ghana and to remain aware of the need to work with the government of Ghana to implement the master plan.

With this in mind, the UEMOA Commission has already requested that JICA provide logistic support for Ghana's participation in the meeting, and the cost of interpretation and translation will be supported for the technical monitoring meeting expected for December 2021. In the future, it may be necessary to include logistics costs in the UEMOA Commission's budget to conduct the meeting without JICA's support.

It is also commendable that monitoring meetings are held and progress is shared among the concerned parties. However, the monitoring format is not unified, and although the status of each country is shared, the progress (i.e., project's progress rate and funding status) as a whole and for each Button are not aggregated and analyzed. As a result, the monitoring does not provide an overall overview of whether the implementation of the master plan is linked to economic development in the target areas. To promote the mobilization of funds from external investors in the future, an information database should be developed, in which progress can be grasped by each button and information analyzed for efficient progress management and master plan improvement. The introduction of a unified format will also make it possible to share information among countries without resorting to meetings. To achieve this, the UEMOA Commission should take the lead in considering the introduction of a unified reporting format and database, and each country should use the unified format to collect accurate information and data periodically.

4.2.2 Recommendations to JICA

(1) Recommendations to the JICA Ghana Office

For the collaboration between the UEMOA Commission and the government of Ghana, the support of the JICA Ghana Office is also essential, just as it was during the project's implementation. Whenever technical monitoring meetings, roundtables, and other meetings are held, the JICA Ghana office should approach the NDPC focal points to encourage concerned parties within the government of Ghana to participate in these meetings.

(2) Recommendations to the Advisor to UEMOA

With regard to the aforementioned establishment of a mid- to long-term efficient and effective monitoring mechanism, it is desirable that a monitoring format is introduced and database maintenance should be provided during the dispatch period of the UEMOA expert.

4.3 Lessons Learned

Project Implementation and Monitoring after Project Completion in the case of Working with Multiple Countries or Independent Agencies as Counterpart Organizations

The project's R/D was concluded between JICA and two institutions respectively (i.e., the UEMOA Commission and the government of Ghana), and the project was implemented under two frameworks with different languages. The recommendations in the project's final report were compiled on the assumption that the proposed master plan would be implemented under the leadership of the UEMOA Commission. However, no specific assumptions or actions related to the trial were confirmed as to how the UEMOA Commission and the government of Ghana would actually continue high-priority projects and monitor them as a unified line after completion.

Thus, for projects that have multiple independent organizations as C/Ps from the beginning, a simulation should be conducted, before the project's completion, to determine what kind of framework will be used by the organizations to continue project and then monitor it after completion.