

Republic of Cote d'Ivoire

FY2022 Ex-Post Evaluation Report of Technical Cooperation Project

“Project on the Reinforcement of Communities for Promoting Social Cohesion in Greater  
Abidjan”

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## **0. Summary**

This project aimed to promote social cohesion by encouraging cooperation among residents through the development of social infrastructure, and it targeted the communes of Abobo and Yopougon, which were affected by the long-standing civil war and the disturbances following the 2010 presidential election in the Autonomous District of Abidjan (Abidjan), the economic capital of Cote d'Ivoire.

The objectives of the project are consistent with the national development and peacebuilding policies of the government of Cote d'Ivoire, the development needs of conflict-affected areas, and Japan's official development assistance policy toward Cote d'Ivoire. In addition, synergistic effects through collaborative activities were confirmed between this project and the JICA Cote d'Ivoire office. Therefore, the project's relevance and coherence are high. The project purpose of strengthening relationships among residents was achieved through the organic collaboration of activities for each output to promote social cohesion, the systematic and rapid selection and implementation of pilot projects, and the capacity building of the commune offices' staff and residents. The overall goal of promoting social cohesion was mostly achieved, particularly due to the positive impact of the ongoing support provided by the successor project (hereinafter referred to as “Phase 2”). Negative effects after the completion of the project were road surface erosions that occurred in the areas adjacent to the road rehabilitation pilot projects, which caused frustration among the residents. However, it did not lead to conflicts among residents due to the continued relationship and dialogue among residents established by the project. At the time of the ex-post evaluation, the repair work by Phase 2 had been completed and the roads were in good condition. From the above, the project's effectiveness and impacts are high. The project's efficiency is high because the project duration was within the plan, and the project cost slightly exceeded the plan, but the excess was not significant. In terms of the project's sustainability, continuous support provided by Phase 2 has institutionalized the commune offices' commitment to the project's methodology and maintains the organizational structure and skills to sustain the benefits of the project. On the other hand, some challenges exist in the financial aspect of sustaining the activities, but there is a prospect of resolving them through the preparation of a concrete activity plan. Therefore, the project's sustainability of effects is high.

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

## 1. Project Description



Project Location

Source: Terminal Evaluation Report (2016), partially modified by the evaluator.



Photo 1 School Renovation Pilot Project in the Commune of Yopougon. The Mural Showing the Scars of the Conflict.  
Source: Photo taken by the evaluator.

### 1.1 Background

After gaining independence in 1960, Cote d'Ivoire assumed a leadership role in the West African region by achieving more than 30 years of stable government and economic growth. However, social instability began in the late 1990s, and in September 2002, rebel forces were mobilized and led to civil war. Although the Ouagadougou Political Agreement was reached in 2007, it took another 3 years for the presidential election to be held. When it was finally held in 2010, large-scale disturbances and armed conflicts occurred over the election result. Within Abidjan, the economic capital of Cote d'Ivoire, the communes of Abobo and Yopougon were severely affected by the conflict, with a basic lack of infrastructure and high unemployment rates, especially among the youth, becoming a source of social instability. In addition, differences in religion, ethnicity, and political thinking had created hostility, and there were concerns of mutual distrust and recurrence of conflict among the residents.

Under these circumstances, JICA, at the request of the government of Cote d'Ivoire, has identified the Department of Decentralization and Local Development (hereinafter referred to as "DGDDL") of the Ministry of the Interior, the commune office of Abobo, and the commune office of Yopougon as counterpart agencies to implement "Project on the Reinforcement of Communities for Promoting Social Cohesion in Greater Abidjan (COSAY)" from July 2013 to June 2016, aiming to strengthen relationships among residents through social infrastructure development in conflict-affected areas.

## 1.2 Project Outline

Overall Goal		The social cohesion in the target communes affected by the crisis is promoted and reinforced. <sup>1</sup>
Project Purpose		The relationships among residents in the target communes are reinforced through the implementation of basic infrastructure improvement projects. <sup>2</sup>
Output(s)	Output 1	The pilot projects are selected in accordance with the confirmed mechanism for the planning and implementation of basic infrastructure improvement projects in the communes.
	Output 2	The pilot projects are executed and managed properly in line with the implementation plans.
	Output 3	Methodologies for implementing basic infrastructure improvement projects considering social cohesion for the commune office staff are developed.
Total cost (Japanese Side)		723 million yen
Period of Cooperation		July 2013-June 2016
Target Area		Commune of Abobo, Commune of Yopougon
Implementing Agency		Ministry of the Interior DGDDL, the commune office of Abobo, the commune office of Yopougon
Other Relevant Agencies/ Organizations		Ministry of Economic Infrastructures, Ministry of National Education and Technical Education, Ministry of Health and the fight against AIDS, Ministry of Environment, Urban Sanitation and Sustainable Development, Ministry of Solidarity, Family, Women and Child, Ministry of Finance
Consultant/ Organization in Japan		Oriental Consultants Global Co., Ltd. Eight-Japan Engineering Consultants Inc.
Related Projects		(Technical Cooperation Projects) Basic Design Study on the Project for Community Reinforcement towards Social Cohesion in Grand Abidjan Phase 2 (Social Survey) (2017) (hereinafter referred to as “Phase 2 basic study”). Project for Community Reinforcement towards Social Cohesion in Grand Abidjan Phase 2 (2017-2023) (Phase 2) (Other international organizations and aid agencies)

<sup>1</sup> Japanese version of the overall goal is “The social cohesion in the target communes affected by the crisis is promoted”.

<sup>2</sup> Japanese version of the overall goal is “The relationships among residents in the conflict-affected target communes are reinforced through the implementation of basic infrastructure improvement projects”.

	<p>The World Bank (WB): Cote d'Ivoire - Emergency Infrastructure Renewal Project (PRICI) (2012-2016)</p> <p>European Union (EU): Project for the Support of Reconciliation and Social Cohesion (PARCS) (2014-2016)</p>
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### 1.3 Outline of the Terminal Evaluation

The following is a summary of the project's terminal evaluation.

#### 1.3.1 Achievement Status of Project Purpose at the Terminal Evaluation

Two of the five project indicators, (1) increase in the number of meetings held between residents and (2) increase in the number of opportunities for direct dialogue between residents and the commune offices, had been achieved at the time of the terminal evaluation, and the remaining three, (3) residents' awareness of the relationship, (4) increase in the number and types of collaborative activities, and (5) increase in the number of requests to the commune offices, were also expected to be achieved within the project period.

#### 1.3.2 Achievement Status of Overall Goal at the Terminal Evaluation (Including other impacts.)

Although social cohesion in the target communes was expected, it was noted that it would take a longer time than originally assumed at the time of the project's planning.

Other than the overall goal, the negative impact was the water-related accident that occurred in a drainage ditch constructed as a part of the road rehabilitation project. However, after the accident, awareness-raising activities and measures in the drainage ditch were taken to prevent recurrence. In addition, there were concerns about community conflict regarding unfairness among residents living on nontarget area (unpaved road) adjacent to the project target road.

#### 1.3.3 Recommendations from the Terminal Evaluation

##### 1.3.3.1 During the Project Period

- Agree on the structure of the operation and maintenance system with the CCGPP (Joint Management Committee for Pilot Projects). (Recommendation to: Ministry of the Interior, commune offices)
- Compilation of lessons learned and consideration of the use of COSAY methodology. (Recommendation to: the commune offices and JICA experts)
- Convene other commune offices for COSAY's lessons learned sharing seminar. (Recommendation to: Ministry of the Interior)
- Provide advice by JICA experts to establish a mechanism of requests collection from residents regarding social infrastructure projects. (Recommendation to: Ministry

of the Interior, JICA experts)

- Continuation of assistance in Abidjan, including the communes of Abobo and Yopougon, establishment of the COSAY methodology in both commune offices, and support of dissemination to other communes in Abidjan. (Recommendation to: JICA)

#### 1.3.3.2 After Project Completion

- Monitoring of project implementation areas and support for CCGPP successor organizations. (Recommendation to: the commune office)
- Monitoring and support of the implementation of the COSAY methodology by the commune offices of Abobo and Yopougon. Implementation of social infrastructure projects that contribute to the utilization of lessons learned and social cohesion. (Recommendation to: Ministry of the Interior)

## 2 Outline of the Evaluation Study

### 2.1 External Evaluator

Sachiko Matsumoto, 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: November, 2022-February, 2024

Duration of the Field Study: April 25-May 14, 2023, July 24-July 31, 2023

### 2.3 Constraints During the Evaluation Study

Regarding the road surface erosions on the road adjacent to the road rehabilitation pilot projects, it was not possible to fully confirm the condition at the time due to limited documentation of the impact on the surrounding residents at the time the damage occurred. Also, the road surface erosions had been repaired, and no damage had been observed at the time of the ex-post evaluation.

## 3 Results of the Evaluation (Overall Rating: A<sup>3</sup>)

### 3.1 Relevance/Coherence (Rating: ③<sup>4</sup>)

#### 3.1.1 Relevance (Rating: ③)

##### 3.1.1.1 Consistency with the Development Plan of Cote d'Ivoire

At the time of the ex-ante evaluation, the *National Development Plan (PND 2012-2015)* had identified “peace and social cohesion” as a priority of Cote d'Ivoire's

<sup>3</sup> A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory

<sup>4</sup> ④: Very High ③: High, ②: Moderately Low, ①: Low

socioeconomic growth strategy. In addition, the *National Programme of Social Cohesion (PNCS 2012-2015)* had, as one of its three pillars, the establishment of a foundation for peace and the improvement of the social and health situation of vulnerable groups.

At the time of the project's completion, the *National Policy on Solidarity and Social Cohesion (PNSCS 2016-2020)* identified disparities among citizens as a problem and indicated the importance of promoting solidarity and social cohesion for stable peace and sustainable development.

For the above reasons, the direction of the project, which aimed at social cohesion in conflict-affected areas, was consistent with the national development and peace-building policies of the government of Cote d'Ivoire from the time of the project's planning to the time of completion.

#### 3.1.1.2 Consistency with the Development Needs of Cote d'Ivoire

At the time of the ex-ante evaluation, the communes of Abobo and Yopougon were the areas most affected by the 2010 post-election disturbances. The unemployment rate was particularly high among the younger generation, and many residents suffered from anxiety and stress.<sup>5</sup> Therefore, there was a high need for local employment and strengthening of relations among residents through pilot projects. In the midst of distrust of the government, when selecting pilot projects in the target communes, a preliminary survey was conducted to obtain basic information (demographics of residents, income level, unemployment rate, basic infrastructure, security, schools, and associations), and multiple candidates were compared and decided upon using the selection criteria, thereby avoiding political and arbitrary selection and ensuring fairness of benefits.

Based on the above, from the time of the project's planning to the time of completion, the objective of strengthening relationships among residents through pilot projects in conflict-affected areas is highly consistent with the development needs of Cote d'Ivoire.

#### 3.1.1.3 Appropriateness of the Project Plan and Approach

Considering that the project was implemented in a conflict-affected area, a conflict analysis including political and security outlook was conducted at the time of planning, and concerns and avoidance/mitigation measures were reflected in the project plan. During the implementation of the project, a project-level peacebuilding assessment was conducted, and conflict prevention considerations were implemented by monitoring the causes of instability and identifying risks in activities. On the other hand, the road rehabilitation pilot projects were affected by extreme weather conditions during the rainy

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<sup>5</sup> Phase 2 Basic Survey Report pp. 20-21.

season around the completion of the project (2016), which caused severe erosions of the road surface of unpaved roads adjacent to the rehabilitated road, making the road impassable and hampering residents' mobility and daily life. At the time of planning, the initial proposal for the project was to construct an unpaved road using the labor-intensive method (labor-based technology<sup>6</sup>) to promote local employment. After the start of the project, it became pivotal to implement the paved road as an urban road, and with the project period and budget constraints, the paved road was developed in accordance with the needs of the recipient country on the minimum project scale that would contribute to achieving the objectives of social cohesion. As a result, the minimal drainage system could not withstand heavy rainfall, resulting in erosion damages to the unpaved road. However, no conflicts among residents occurred due to the continued good relationship and positive attitude toward dialogue among residents that the project established. The erosion damages were repaired by Phase 2 starting in 2019, and the road remained in good condition at the time of the ex-post evaluation.

From the above, although some negative effects of the pilot projects occurred, the project has demonstrated the effect of strengthening relationships among residents and there were no problems with the project plan or approach, which aimed at social cohesion.

### 3.1.2 Coherence (Rating: ③)

#### 3.1.2.1 Consistency with Japan's Official Development Assistance (ODA) Policy

The Japanese government considered the influence of Cote d'Ivoire on the economic development of the West African region to be important and set a policy of supporting social stabilization through the restoration of administrative and social services as well as the development of infrastructure and growth industries, with a view toward improving the functioning of Abidjan, an economic capital exhausted by the civil war and supporting the reconstruction of the post-conflict nation.<sup>7</sup>

From the above, the objectives of the project were consistent with Japan's development cooperation policy toward Cote d'Ivoire.

#### 3.1.2.2 Internal Coherence

The project organized, in collaboration with the JICA Cote d'Ivoire office, a public-viewing event of the FIFA World Cup by JICA and SONY in 2014 at the pilot

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<sup>6</sup> Labor based Technology (LBT) is a construction method that increases the ratio of labor cost to total construction cost by replacing machine-assisted construction procedures in road construction with human labor within a reasonable range. LBT can only construct unpaved roads (crushed stone roads). Source: JICA "LBT (Labor based Technology) in Ghana with its long history", 2016-05-31. <https://www.jica.go.jp/Resource/project/ghana/007/news/160531.html>. (reference 2023-09-30).

<sup>7</sup> Ex-ante Evaluation Sheet p. 2, Country Databook 2013.

project sites (4 sites).<sup>8</sup> In addition, the project utilized the budget for JICA's "Additional Measures to Fight Ebola" to support health and sanitation issues related to the pilot project facilities (toilet renovation, water supply facilities, improved drainage of schoolyards, road repairs, awareness-raising activities for sanitation, etc.), using the CCGPP mechanism. Through these collaborative activities, such as events in the target communes and health and sanitation awareness-raising activities, more residents participated in the project, which contributed to the activation of collaborative activities and the increase in opportunities for dialogue with the commune office staff that are conducive to social cohesion in the community.

From the above, the project collaborated with other JICA projects that were added during implementation, and synergistic effects were confirmed.

### 3.1.2.3 External Coherence

An infrastructure development project by the WB was being implemented at the same time as this project, and the collaboration and coordination with this project were expected.<sup>9</sup> The project held the midterm seminar and the joint workshop with WB and other donors implementing infrastructure development and supporting social cohesion in order to share their efforts and lessons learned for social cohesion.<sup>10</sup> During the selection of pilot projects, the status of support from other donors was reviewed to avoid duplication.<sup>11</sup> Because the main implementing agency for the EU-funded Project for the Support of Reconciliation and Social Cohesion (PARCS) was the commune office of Yopougon, information on the COSAY's methodology and activities was shared through the commune office staff. Because the project's implementation mechanism of the CCGPP had been successful, PARCS established a residents' organization modeled after the COSAY's mechanism to carry out their activities. However, no concrete results through this collaboration regarding the objectives of the project and the EU-funded project were found. On the other hand, considering the project in conflict-affected areas, if there is an opportunity for collaboration with other donor projects at the target area, the project cooperated with others even when specific results were not planned in advance.<sup>12</sup>

From the above, regarding the other donors' projects, the initially anticipated collaborative activities, such as avoidance of duplication and information sharing, were

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<sup>8</sup> documents provided by JICA.

<sup>9</sup> Ex-ante Evaluation Sheet p. 5.

<sup>10</sup> Project Completion Report pp.2-107, pp. 2-115.

<sup>11</sup> Of the areas covered by the pilot project, the health sector was supported by other donors, therefore only the medical equipment survey was conducted under this Project. Source: documents provided by JICA.

<sup>12</sup> For example, the Project assisted the Embassy of Japan in preparing proposals for the Japanese Embassy's Grant Assistance for Grassroots Projects, and cooperated with an international NGO that was conducting a schooling support project in a school construction project area (EPP Plaque) in Abobo (interview with a former member of the CCGPP).



carried out, and even when specific results were not set, the project cooperated in the activities of other projects.

The project was consistent with the development plans of the government of Cote d'Ivoire and their development needs, as well as in line with the development cooperation policy of the government of Japan toward Cote d'Ivoire at the time of the ex-ante evaluation. The collaborative activities with the JICA Cote d'Ivoire office were added during implementation, confirming synergy in line with the project's objectives. Coordination of information sharing and avoidance of duplication with other donors was carried out as expected. Therefore, its relevance and coherence are high.

### 3.2 Effectiveness and Impacts<sup>13</sup> (Rating: ③)

#### 3.2.1 Effectiveness

##### 3.2.1.1 Project Output

The indicators and their achievement status are shown in Appendix 1 Table 1 regarding the degree of achievement of the outputs until the completion of the project.

Output 1 (fair selection of pilot projects) was achieved. The achievement of Output 1 is attributed to the general agreement with the recipient government on the target sectors and selection criteria through a detailed design survey at the time of planning, an effective project management structure and decision-making mechanism involving the social development department, and good communication and relationship building between the implementing agencies (DGDDL and both commune offices) and the Japanese experts' team. In addition, these project management foundations were utilized to expedite the implementation of Output 2 activities (preliminary survey and community meetings), which are linked to Output 1. However, it was not clear to what extent the technical aspect (length of drainage facilities) and social aspect (amount of occupied properties) of the route-selection criteria identified in the detailed design survey were included in the selection criteria for pilot projects of the civil engineering field (roads and drainage).

Output 2 (implementation of social infrastructure projects aimed at strengthening residents' relationships) was achieved. The achievement of Output 2 is attributed to the prompt implementation of the preliminary survey of the target communes, the community meetings, and the establishment of the CCGPP, as well as to the consistency of the implementation process of the pilot projects with the objective of promoting social cohesion and the implementation of the project in a manner that respects the will of the

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<sup>13</sup> When providing the sub-rating, Effectiveness and Impacts are to be considered together.

residents. Specifically, residents were recruited for employment<sup>14</sup> through the CCGPP, which brought together representatives of different ethnic groups, religions, genders, and age groups, and the committee was entrusted with some decision-making related to the pilot projects and project monitoring. The list of pilot projects is shown in Appendix 1 Table 2.

Output 3 (development of COSAY methodology and capacity building) was achieved. Through Output 3, the commune office staff and CCGPP members gained knowledge and skills to manage and implement the pilot projects in a consistent manner, as well as raised awareness of strengthening relationships among residents and between residents and the commune office staff, with the objective of promoting social cohesion. For the achievement of Output 3, the capacity assessment of both commune office staff was conducted after the start of the project to provide trainings that met their training needs. Also, the pilot projects of Output 2 were utilized as a field to apply knowledge of project planning and implementation, which made it possible for technical cooperation rooted in practice and led to effective learning and increased motivation.

#### 3.2.1.2 Achievement of Project Purpose

The project purpose, “The relationships among residents in the target communes are reinforced through the implementation of basic infrastructure improvement projects,” has been achieved (Table 1). The project conceptualized social cohesion as a horizontal relationship among residents and a vertical one between the public officers and residents, and all parties involved in the project shared the common understanding that building good relationships in both directions was essential for promoting social cohesion.<sup>15</sup> The project purpose’s Indicator 1 (increased activity among residents) was achieved through pilot projects (Output 2) that were implemented with the community-centered approach, involving representatives of residents with different attributes (ethnicity, religion, gender, age groups, etc.) under the pretext of social infrastructure development. The achievement of Indicator 2 (trust between residents and the commune offices) was made possible through the selection of pilot projects based on fair criteria (Output 1), the implementation and management of pilot projects led by resident representatives with different attributes (Output 2), and the capacity building of both commune office staff and resident representatives (Output 3), which contributed to reduced political bias against the commune office, and made it possible for the office to take on a consultative role in improving the lives of residents.

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<sup>14</sup> Although employment opportunities for residents were provided fairly, the actual employment was left to the decision of individual, so the ethnic balance among employees was not set to be achieved (Interviews with JICA staff and former member of the CCGPP).

<sup>15</sup> Questionnaires and interviews with DGDDL, both commune offices, and a Japanese expert.

Table 1 Achievement of Project Purpose

Project Purpose	Indicator	Actual
The relationships among residents in the target communes are reinforced through the implementation of basic infrastructure improvement projects.	① In the pilot project areas, activities by the residents are vitalized. 1-1: The number of meetings organized by/for the residents is increased. 1-2: The number and type of the resident groups are expanded. 1-3: The number of residents who think that relations among neighbors is strengthened is increased.	<Achieved> 1-1 and 1-2: Regular meetings of the CCGPP (monthly) and regular monitoring activities (weekly) were held throughout the pilot projects to increase activity among residents. 1-3: The number of residents who feel that relations among residents have improved increased slightly regardless of whether they participated in this project or not. Although it is difficult to say this result indicates the project has been effective, the project has had a positive effect on the improvement of resident relations given the outputs' status of achievement.
	② Trust in the commune offices is enhanced through implementation of the pilot projects. 2-1: Opportunity of direct communication between the residents and the commune offices is arisen. 2-2: The number of project request from residents to the commune offices is increased.	<Achieved> 2-1: Opportunities for dialogue between residents and the commune office staff increased through the pilot projects. 2-2: The commune office of Abobo recognizes that the increase in resident dialogue has led to an increase in the number of requests for assistance to the commune office. The number of resident requests to the commune office of Yopougon increased from 986 in 2013 to 1,077 in 2016.

Sources: Terminal Evaluation Report (2016), pp. 15-16, Project Completion Report Summary in Japanese (2016) p. 12, Interviews with former members of the CCGPP, Questionnaires and interviews with both commune offices, Data of total number of requests from the commune office of Yopougon.

Note: With respect to Indicator 2, in response to the question “Do you think the commune office listens to you more now than in 2013?” in the endline survey (in 2015 with 3,200 respondents), many respondents had harsh opinions of the commune office, reflecting the political mistrust at the time. However, there was a slight trend of positive opinion (5 percentage points) among residents who knew about the project.

From the above, the project achieved its purpose through the organic collaboration of Output 1 to 3 and the planned and rapid implementation of activities aimed at promoting social cohesion.

### 3.2.2 Impacts

#### 3.2.2.1 Achievement of Overall Goal

The project’s overall goal, “The social cohesion in the target communes affected by the crisis is promoted and reinforced,” had some issues regarding its scope and indicators, so the indicators were reorganized during the ex-post evaluation. The scope of the overall goal was “target communes” while also considering that the main objective

of the project was to create successful examples of the methodology, which promotes collaboration among residents through social infrastructure development (hereinafter referred to as “the COSAY methodology”), and it was not the dissemination of the methodology in other areas; therefore, the target scope is the pilot project areas and a few other areas<sup>16</sup> rather than the entire target communes. In addition, the indicator “In the target communes, the number of residents who feel more safety is increased” was removed from the overall goal indicator because this indicator is affected by the security aspect, which was not addressed in the project, and it was difficult to separate it from the effects of this project.<sup>17</sup> Instead, the indicator “The joint management committees are formally organized” was added to measure the positive impact of strengthening the vertical and horizontal relationships between residents and the commune offices.

The overall goal target has mostly been achieved (Table 2). Especially for overall goal Indicator 4 (institutionalization of CCGPPs), associations were newly established in the four districts of the road rehabilitation pilot projects. The fact that residents recognized the roads as public facilities and that associations were formed through the CCGPP to continue activities that contribute to social cohesion indicates that the project effectively strengthened relations among residents.

It should be noted that Phase 2 (July 2017-June 2023), which aimed to establish the COSAY methodology that was built and developed in this project, with the same DGDDL, Ministry of the Interior, and the commune offices of Abobo and Yopougon as implementing agencies, was close to completion at the time of the ex-post evaluation. In Phase 2, social infrastructure development projects utilizing the COSAY methodology were implemented in 12 districts other than this project’s pilot project areas. Continuous support through Phase 2 had a significant impact on the achievement of overall goal Indicator 1 (increase in residents’ collaborative activities in areas other than the pilot project areas) and Indicator 3 (implementation of social infrastructure improvement projects utilizing the COSAY methodology). For Indicator 3, the commune office of Abobo continued to implement the COSAY methodology after FY2021,<sup>18</sup> when Phase 2 pilot projects were completed, but the commune office of Yopougon was not able to implement it due to budget shortfalls. Indicator 2 (disclosure of information by the

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<sup>16</sup> The Project expected that about one project per year would implement the COSAY methodology in other areas in the target communes.

<sup>17</sup> During the ex-post evaluation interviews with residents in the pilot districts, when asked if they felt safe living in their neighborhoods, all respondents answered either “the same (maintained) as before” or “improved”. However, the reason for this was the recent security measures taken by the government of Cote d’Ivoire and the mayor, such as the establishment of new police stations and control measures on illegal drugs.

<sup>18</sup> In 2021, joint committees were established for the construction of a nursery school in Plaque 1&2 School, the construction of an administrative office in SAGBE district, and in 2023, the construction of an elementary school (Abobo Baoule and Abbe Broukoi2 districts). The committees conducted joint project monitoring and employed local residents (youth) (Interview with the Technical Department of the commune office of Abobo).

commune office) was somewhat limited in its achievement due to differences in the content and access channels of information between residents directly involved in the project and those not involved in the project. The reason for this may be that this project did not include the promotion of disclosure of information by the commune offices. In Phase 2, disclosure of information by the commune offices was included in the outputs and was actively pursued, but the impact to this project's pilot districts was limited. For Indicator 4, two areas where road surface erosion occurred in the road rehabilitation pilot projects were subject to follow-up activities through Phase 2, which encouraged the continuation of collaborative activities by the residents of the area.



Photo 2 Cleaning of Roadside Ditches (Yopougon)  
Source: Photo taken by the evaluator.



Photo 3 Classroom after School Renovation (Abobo)  
Source: Photo taken by the evaluator.

Table 2 Achievement of Overall Goal

Overall Goal	Indicator	Actual
The social cohesion in the target communes affected by the crisis is promoted and reinforced.	① The number and types of collective activities by residents and between communities are expanded outside of the pilot project area (a few districts) in the target commune.	<Achieved> The COSAY methodology was utilized in the 12 districts targeted by Phase 2, and collaborative activities and exchanges among residents increased.
	② The number of residents who think that the commune offices become to disclose information is increased	<Some limitations> The residents directly involved in the project were informed, but information dissemination to the rest of the population was somewhat limited. Phase 2 disclosed information through a variety of media, but the effect on this pilot project's area included only one district.
	③ Each commune office implements at least one basic infrastructure improvement project utilizing methodologies learned from the project.	<Almost achieved> Social infrastructure projects using the COSAY methodology were implemented in each commune office from 2018 to 2020 according to Phase 2. After 2021, the commune office of Abobo established a joint management committee (CCG) to select and implement two social infrastructure projects per year in 2021 and 2023 from those defined in the Three-Year Plan. The commune office of Yopougon could not implement the project due to a budget shortfall, but training for staff was conducted in 2021 and 2022.
	④ The joint management committees established in the pilot projects are formally organized.	<Almost achieved> Out of eight pilot projects, four of the road rehabilitation pilot projects' CCGPP members established new associations. Two of the project districts had follow-up tasks through Phase 2, which boosted their activities. On the other hand, the three districts that implemented only school projects already had school management committees, which did not lead to new organizations, but they continue to have a good relationship with the commune offices.

Source: Interviews with the commune office of Abobo (Technical Department, Department of Social, Cultural and Human Resources Promotion, Department of Communication), commune office of Yopougon (Department of Human Resources Development, Department of Social Cohesion, Department of Communication and Public Relations), former CCGPP members, Phase 2 CCG members, Phase 2 Terminal Evaluation Report, p. 11.

Note: Indicator ② was originally “The number of residents who think that the commune offices become to disclose information and undertake fair development activities is increased,” but it was changed because of residents’ difficulties understanding the concept of “fair development.”

As described above, the overall goal was mostly achieved, especially due to the positive impact of the continuous support provided by Phase 2.

**BOX. Experience of School Construction Utilizing the COSAY Methodology  
(Former member of the CCGPP)**

The reason this school (Abobo Commune, EPP Plaque 1 & 2) was selected for this project was not because of a previous relationship with the commune office. One day, a team of Japanese experts came to the school to gather information, and later, the school was selected based on the selection criteria. Thanks to the COSAY methodology, selected school is now great. The CCGPP consisted of 16 people representing the school management committee, teachers, the three ethnic groups, religions (Muslim and Christian), and the youth and women's associations. However, there were always many residents other than the 16 members at the meetings. At the beginning of the project, I did not understand why a community meeting was necessary. However, when the team of Japanese experts started coming every week, the residents began to take an interest. The project team always consulted us in advance regarding the construction of school facilities. We were consulted on everything, including the color of the school's exterior paint. We welcomed being consulted. We felt that we were in charge of the construction of the school and respected from the project side. We felt that the finished school was OUR school. It was very different from the previous experience, in which someone else made decisions and we had to accept them. The CCGPP was made up of community leaders, so when there were problems during construction, the leaders explained the situation to the residents, and it was resolved. Through the COSAY methodology, I learned the importance of associations.



Photo 4 View from the New School Building (Abobo)

Before my involvement in COSAY, I never participated in associations. Now, I am the vice president of the association, and after the COSAY project, the commune office donated lights to the road in front of the school and built a fence to protect the fine school building. Now, we are not afraid to share opinions about what we need with the commune office. Through COSAY, we have established a relationship with the commune office staff, and we can contact them anytime. The new school building is now used for meetings and ceremonies in this community.

### 3.2.2.2 Status of Continued Project Effectiveness

As project effects influencing the achievement of the overall goal, collaborative activities among residents (e.g., meetings to solve community issues, soccer games, clean-up activities, and participation in weddings and funerals among various ethnic groups and religions) were maintained, and the good relationship between the commune

offices and the former CCGPP members was preserved. The former CCGPP members continued to consult with the commune offices and request additional support regarding the maintenance of facilities developed in the pilot projects, and the commune offices were responsive to the residents' requests. In addition, the commune offices continued exchange activities through the former CCGPP members, gathering information on the needs of residents and inviting them to the commune office events and council meetings.

### 3.2.2.3 Other Positive and Negative Impacts

#### 1) Impacts on the Environment

The project was classified as Category C, since it does not fall into any of the sensitive sectors, characteristics, or areas listed under the *JICA Guidelines for Environmental and Social Considerations* (established in April 2010), and it was determined to have minimal undesirable effects on the environment.

The project generated negative environmental impacts in some aspects of the road rehabilitation. The topography of the subject roads in the Lycée Municipal District in the commune of Abobo and Banco2 District in the commune of Yopougon is sloped, and the upper parts of the roads were paved in this project. Due to the increasing rainfall in the area from the abnormal weather,<sup>19</sup> the drainage from upstream could not be treated, causing severe erosion of the borders between paved and unpaved roads and the collapse of a part of house adjacent to the river discharge area on the road. Although the project included consideration of the technical perspective in addition to the perspective of social cohesion in the selection criteria, this consideration was not sufficient. The drainage treatment system for the entire district needed to be carefully considered in selecting the route for the paved road construction.<sup>20</sup> The absence of regulations and technical standards for commune roads in Cote d'Ivoire may have also made it difficult to scrutinize the selection criteria. The erosion damage in the districts was too great to be repaired by the commune offices' budget, and follow-up activities in Phase 2 resulted in road and drainage works, so the roads were in good condition at the time of the ex-post evaluation.

#### 2) Resettlement and Land Acquisition

The Japanese expert team was concerned about occupied properties in the road construction area in the early stage and dispatched an additional expert on environmental and social consideration to verify the situation. As a result, illegally occupied houses were identified on one route, and roadside vending activities were identified on all four

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<sup>19</sup> Rainfall in the Abidjan area showed an increasing trend after 2013 (Source: Amouin, J., Kouadio, K., Kacou, M., Djakouré, S. and Ta, S. (2021) "Diagnosis of the Causes of Rain Flooding in June in the West Africa Coastal Area". Atmospheric and Climate Sciences, pp. 11-31.

<sup>20</sup> Interviews with the Technical Department of the commune office of Abobo and the Japanese Expert.



routes.<sup>21</sup> Dealing with these occupied properties was not considered a problem before the project, as the involved parties were generally forcibly removed by the commune office. The team of Japanese experts organized a training course on environmental and social considerations to raise awareness of the need to consider people's lives and livelihoods. The occupied properties were reviewed using the WB's criteria, and it was determined that a resettlement plan was not necessary, as the houses could be agreed upon with a slight setback, and the street vendors could move on their own. Subsequently, some parts of the houses included in the construction zone were demolished, road improvement briefings were held for the street vendors, and no problems occurred because the street vendors moved voluntarily upon request.<sup>22</sup>

### 3) Gender Equality, Marginalized People, Social Systems and Norms, Human Well-being, and Human Rights

In this project, the CCGPP members consisted of resident representatives of various demographics, creating a mechanism for all to participate throughout the planning of the pilot project, activity monitoring, and establishment of the maintenance and management system. The construction of the pilot projects' facilities provided employment opportunities to all residents who met certain criteria.<sup>23</sup> Although female participation was limited (average 12%<sup>24</sup>) due to the high level of physical labor, providing employment opportunities for women at construction sites, which has traditionally been considered men's work, was appropriate from the perspective of raising awareness of gender equality.

The pilot projects to renovate and build new schools in both communes doubled the number of children enrolled in school and provided learning opportunities and a safe, sanitary learning environment for children.<sup>25</sup>

Regarding negative impacts related to the road rehabilitation projects during the project period, a child who tried to bathe in a drainage ditch was swept away and went missing. After the incident, the CCGPP members led efforts to raise awareness and prevent residents' feelings from worsening, and inflow prevention equipment was installed in the ditch as a measure to prevent recurrence.<sup>26</sup> The reason for the accident occurrence may have been residents' low awareness of the danger; there was no drainage

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<sup>21</sup> 5 squatting houses and 43-136 street vending activities/area. Project Completion Report pp. 2-16 to 2-17.

<sup>22</sup> Interviews with the commune offices, the Japanese expert, and street vendors; Project Completion Report pp. 2-16 to 2-17, p. 2-60; documents provided by JICA.

<sup>23</sup> Examples of criteria for applying as a local worker are (i) age 17-61, (ii) reside in the project area, (iii) non-student, and (iv) unemployed at the time of application (Terminal Evaluation Report, p. 12.).

<sup>24</sup> Project Completion Report pp. 3-6.

<sup>25</sup> Interviews with former CCGPP members and school faculty members of the renovated and newly constructed projects' schools.

<sup>26</sup> Terminal Evaluation Report p. 26.

ditch along the dirt road before the improvement. Since the amount of water in the ditch becomes more intense during the rainy season, at the time of the ex-post evaluation, the commune office was alerting the public to water hazards during the rainy season.<sup>27</sup>

After the project was completed, road surface erosion occurred as a result of the road improvement project, making the adjacent road impassable, and residents became dissatisfied due to the obstruction of safe living and commuting to and from work and schools. In the commune of Abobo, there was a possibility of conflict between residents upstream and downstream of the road, as well as grievances being directed against the ethnic group to which the core members of the CCGPP belonged.<sup>28</sup> However, since several CCGPP members lived in the erosion-affected area and had learned about the importance of conflict analysis and dialogue through this project, they listened to the grievances of the surrounding residents and continued to persuade them to avoid conflicts among residents. As a result, no conflicts or disputes among residents occurred.<sup>29</sup> At the time of the ex-post evaluation, the road and drainage facilities had been completed by Phase 2 follow-up activities, and the residents were satisfied with the current situation.<sup>30</sup>

This project has mostly achieved the project purpose of strengthening relationships among residents in conflict-affected communes, and the overall goal of promoting social cohesion. Therefore, effectiveness and impacts of the project are high.



Photo 5 Female Street Vendor (Abobo)  
Source: Photo taken by evaluator.



Photo 6 Reinforced Endpoint of Drainages by Phase2 (Abobo) Source: Photo taken by evaluator.

<sup>27</sup> Interviews with the communication departments of both commune offices.

<sup>28</sup> Phase 2 Basic Survey Report p. 55,60, pp. 121-124.

<sup>29</sup> Interviews with residents of erosion-affected areas and the former CCGPP members.

<sup>30</sup> Site visits and interviews with residents.

### 3.3 Efficiency (Rating: ③)

#### 3.3.1 Inputs

A comparison of planned and actual inputs by the type of input is shown in the table below.

Table 3 Planned and Actual Inputs

Inputs	Plan	Actual
(1) Experts	Approx. 93.0 MM*	106.04 MM
(2) Trainees received	12 persons (two trainings)	13 persons (two trainings)
(3) Equipment	Vehicles, office equipment	263 million yen (Pilot project cost, vehicles, local staff labor costs)
(4) Expenses for project activities and pilot projects	Pilot project costs, training equipment and materials	
Japanese side Total project cost	Total approx. 621 million yen	Total 723 million yen
Cote d'Ivoire side Total project cost	No amount stated (counterparts' personnel costs, provision of office space, equipment, and costs of project implementation)	Commune office of Abobo: 43.6 million F.CFA (approx. 9 million yen) Commune office of Yopougon: 20 million F.CFA (approx. 4.1 million yen) (26 counterparts, office space and ancillary equipment, cost of electricity, water, and vehicles)

\* MM stands for man month.

Source: Ex-ante Evaluation Sheet pp. 3-4, Project Completion Report Annex 4, Terminal Evaluation Report p. ii, 9, and actual project costs on the Japanese side are provided by JICA.

Note: Project costs for both commune offices are the amount of activity expenses in 2015-2016. Japanese Yen equivalents are based on the official JICA rate in August 2015 (Terminal Evaluation Report, p. 9.).

#### 3.3.1.1 Elements of Inputs

The Japanese experts at the time of planning were mostly from the infrastructure sector, but experts in the fields of peacebuilding and social development were added in consideration of the project objective of social cohesion. Additionally, on the Cote d'Ivoire side, only technical department staff in charge of infrastructure development at the commune offices were assigned originally. However, immediately after the project started, it was decided that a department in charge of social development and public communication would join. The team of social development specialists from both sides actively engaged in resident-oriented activities that contributed to peacebuilding and social development, which led to the achievement of the outputs.

The budget for the pilot projects was reduced by about 15% due to the exchange

rate (depreciation of the yen). Therefore, the designs of the pilot projects were partially changed to adjust the total project cost within the expected range. Design changes related to the road improvement included reducing the width of the road by 1 to 2 meters and installing drainage facilities on only one side of the road, instead of the planned ditches on both sides, to reduce costs.<sup>31</sup>

#### 3.3.1.2 Project Cost

The project costs on the Japanese side were slightly exceeded the plan (116%), with actual costs of 723 million yen versus the planned 621 million yen. This exceedance can be attributed to the addition of social development experts and the influence of the exchange rate (depreciation of the yen). The addition of social development experts was appropriate to understand the current situations of conflict-affected communities and to strengthen the capacity for promoting social cohesion.

On the Cote d'Ivoire side, more inputs were allocated than initially expected. According to the plan, the project's operating expenses were only for utilities, but the commune office of Abobo allocated the budget in 2015 and 2016 and the commune office of Yopougon in 2015 for activities to implement the COSAY methodology.

#### 3.3.1.3 Project Period

The project period was within the plan (100%), and the actual results were for the same period, compared to the plan for July 2013-June 2016 (3 years).

Therefore, efficiency of the project is high.

### 3.4 Sustainability (Rating: ③)

#### 3.4.1 Policy and System

*The National Development Plan 2021-2025 (PND 2021-2025)* of the government of Cote d'Ivoire sets forth economic and social transformation tasks aimed at becoming an upper-middle-income nation by 2030. One of the six pillars for achieving this goal is strengthening inclusiveness, national solidarity, and social contributions, which is consistent with the project's objectives of strengthening the population's relations and social cohesion. *The Strategic Plan 2030 (PSCI 2030)* identifies strengthening governance as the most important priority for socioeconomic development and declares the intention to strengthen social cohesion, enhance solidarity among people, and involve citizens in the nation's development process. The realization of this goal is consistent with the characteristics of the COSAY methodology, which includes the accountability of public

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<sup>31</sup> documents provided by JICA.

officials; stakeholder participation in planning, implementation, monitoring, and evaluation; and ensuring fairness.

The commune offices of Abobo and Yopougon institutionalized the utilization of the COSAY methodology for social infrastructure projects, which was one of the outputs of Phase 2. Specifically, the ordinance stipulated that the COSAY methodology be applied to two selected social infrastructure projects per year from the commune office's Three-Year Plan.<sup>32</sup>

Based on the above, it has been determined that the sustainability of the project's effects in the aspect of the policy and system is high.

#### 3.4.2 Institutional/Organizational Aspect

The institutional/organizational aspects of sustaining the effects of the project requires collaboration with the Technical Department, which is responsible for infrastructure projects in the commune offices; the Social Development Department, which has a closer relationship with the residents; the Public Relations Department, which provides information to the residents; and the Finance Department, which manages the budget. Phase 2 involved activities to embed the structure developed by this project in both commune offices. There are no major changes in the structure of the commune offices and the roles of each department in terms of continuing the COSAY methodology.<sup>33</sup> As for the central government, there is no change in the structure or role of the DGDDL in supervising and supporting the implementation of the Three-Year Plan in either commune office.<sup>34</sup>

Regarding the operation and maintenance of the facilities constructed in the pilot projects, the school management committees continue to be the main body for school facilities, as they were before the project started. For road facilities, there were no maintenance and management groups among residents, but the former members of the CCGPP have newly established associations to continuously support maintenance and management activities as well as collaboration between residents and the commune offices.<sup>35</sup>

From the above, it has been determined that the sustainability in the institutional/organizational aspect is high, partly due to the effects of the continuous support provided by Phase 2.

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<sup>32</sup> Phase 2 Terminal Evaluation Report p. 17, Abobo commune office Ordinance 2021-01 dated April 12, 2021.

<sup>33</sup> Interviews with the commune office of Abobo and Yopougon, COSAY Handbook (2021), p. 10.

<sup>34</sup> Interview with DGDDL.

<sup>35</sup> Interview with the former CCGPP members.

### 3.4.3 Technical Aspect

Many of the commune office staff engaged in the project participated in Phase 2 activities, maintaining, and strengthening the knowledge and skills necessary to continue the COSAY methodology. In addition, training sessions were planned and conducted in the commune office with staff members serving as instructors to maintain capacity building among the staff.<sup>36</sup> The handbook containing a compilation of the project's COSAY methodology was revised and published in 2021 by Phase 2.

The maintenance of schools constructed and roads rehabilitated in the pilot projects was ensured through awareness-raising and collaborative activities by the school management committee and the associations responsible for road maintenance.<sup>37</sup>

Based on the above, the techniques to continue the project's effects are maintained.

### 3.4.4 Financial Aspect

Maintaining the project's effects within the commune office will incur expenses for meetings, transportation, communication, and training for residents' information sharing and other activities required to implement the COSAY methodology.<sup>38</sup> The actual expenditures for activities related to the COSAY methodology from 2020 to 2022 are shown in Table 4.<sup>39</sup>

Table 4 Actual Expenditures Related to the COSAY Methodology  
for 2020-2022

(thousand F.CFA)

	2020	2021	2022
The commune office of Abobo	15,000	20,000	15,000
The commune office of Yopougon	20,000	20,000	N.A.

Sources: The commune office of Abobo Expenditure Report (2020, 2021, 2022); the commune office of Yopougon Expenditure Report (2020, 2021)

Note: 2022 expenditure report of the commune office of Yopougon could not be verified because it has not been submitted to DGDDL.

The budget allocation for the implementation of the COSAY methodology after 2022 is shown in Table 5. The budget for the activities of the COSAY methodology was secured by the commune office of Abobo, but it was not allocated in the Three-Year Plan for the commune office of Yopougon, other projects were prioritized due to a budget shortfall in

<sup>36</sup> Interviews with the commune offices of Abobo and Yopougon.

<sup>37</sup> Interviews with former CCGPP members; site visits.

<sup>38</sup> COSAY Handbook (2021).

<sup>39</sup> The pilot project subject to Phase 2 was implemented until around 2020, and both commune offices had allocated budget.

2023.<sup>40</sup> The Three-Year Plan is updated annually and can be budgeted again according to priorities if specific activities are planned.<sup>41</sup> As mentioned above, civic participation is prioritized, the commune office staff have the knowledge and skills to plan and estimate budgets for specific activities, and personnel from the Department of Human Resource Development as well as the Social Department are highly motivated; therefore, there are good prospects for budget allocation.

Table 5 Budget of Activities of the COSAY Methodology for 2022-2025

(Thousand F.CFA)

	2022	2023	2024	2025
The commune office of Abobo	20,000	20,000	20,000	20,000
The commune office of Yopougon	20,000	0	0	0

Source: Three-Year Plan for the commune office of Abobo and Yopougon (2022-2024 and 2023-2025)

Maintenance costs for the pilot projects' constructed schools and rehabilitated roads will be incurred for (1) routine maintenance and (2) repairs in the event of damage. The cost-sharing organizations for each are as follows:<sup>42</sup>

Table 6 Maintenance Activities and Cost-sharing Organizations of Pilot Project Facilities

	Maintenance Activities	Cost-sharing Organizations	
		Equipment Cost	Personnel Expenses
Road	① Daily cleaning of roads and gutters	Provided by the commune office	Residents perform voluntarily, and depending on its volume, the commune office dispatches cleanup crews.
	② Road repair in case of damage	Request to the commune office through the associations.	
School	① Daily cleaning of classrooms, restrooms, and equipment management	Government grants	Performed by students as part of an educational activity.
	② Facility repair in case of damage	Together with the educational advisor in charge of the school, prepare an annual plan and submit it to the commune office, requesting the needed resources.	

Source: Interviews with former members of the CCGPP

<sup>40</sup> Interview with the Finance Department of the commune office of Yopougon.

<sup>41</sup> Interview with DGDDL.

<sup>42</sup> Interviews with former CCGPP members; site visits.

① For the daily maintenance of both road facilities and school facilities, the commune office provides equipment, and residents and students carry out maintenance activities. ② Repairs of damaged facilities are requested from the commune office and, if approved, included in the Three-Year Plan. They will be implemented through the commune office's own budget. The most recent Three-Year Plan has already defined the covered projects, but the Three-Year Plan will be reviewed annually and revised according to priorities. The commune offices expanded several school facilities developed under this project, including new school buildings and fence installations, at the schools' requests.

This plan shows the financial sustainability of the commune office in Abobo, but there are some financial issues with the commune office in Yopougon. Prospects to improve the Three-Year Plan at the time of annual updates are possible through the preparation of a specific activity plan and budget for the COSAY methodology. The facilities developed through the pilot projects are expected to be financially sustainable, as there is a mechanism to generate costs for maintenance activities.

#### 3.4.5 Environmental and Social Aspect

The pilot projects established a mechanism to involve residents of different demographics in community activities. No conditions that would hinder sustainability were identified at the time of the ex-post evaluation regarding the relocation of street vendors due to road rehabilitation during the project implementation, water hazards in ditches, and the erosion damage on the adjacent road that occurred after the project was completed.

#### 3.4.6 Preventative Measures to Risks

One risk to project effect sustainability is the potential problems such as approval delays from the Department of Public Contracts (DMP) of the Ministry of Finance, which administers the bidding process when the commune office implements a social infrastructure project. However, the commune office can implement measures, such as in-depth prior consulting with the DMP and requesting to them through the mayor.<sup>43</sup>

#### 3.4.7 Status of Operation and Maintenance

It was confirmed that for all facilities constructed or rehabilitated in the pilot projects, facility management organizations or associations have been established, and that daily and periodic maintenance activities are carried out (Table 7).<sup>44</sup> Of the eight facilities visited during the ex-post evaluation, six were in good condition.<sup>45</sup>

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<sup>43</sup> documents provided by JICA, Interview with the commune office of Abobo.

<sup>44</sup> Visits and site inspections of 8 facilities, interviews with facility managers/users.

<sup>45</sup> The remaining two facilities had problems that the school toilet water supply system was broken and



Table 7 Major Maintenance and Management Activities for Pilot Project Facilities

Pilot Project Site	Rehabilitated Facility	Main Maintenance Activities
The commune of Abobo		
Lycée Municipal	Road	Cleaning of roads and gutters, request to commune office for major cleanup
EPP Plaque 1, 2	Road	Cleaning of roads and gutters, request to commune office for major cleanup
EPP Plaque 1, 2	School	Cleaning, procuring cleaning supplies, and equipment inspection and repair
Anonkoua Koute 3, 4	School	Cleaning, equipment inspection and repair, and requests to the commune office for drainage maintenance
The commune of Yopougon		
Lycee – la Clinique Nazareen	Road	Cleaning of roads and gutters
EPP Banco 2	Road	Cleaning of roads and gutters, awareness raising activities such as <u>prohibiting littering and playing in gutters</u>
GS Palmeraie	School	Facility repairs, equipment procurement, and cleaning
GS SOGEFIHA 6	School	Cleaning, equipment inspection and repair, chair and desk repair and donation requests

Source: Interviews with former members of the CCGPP

Based the above, slight issues have been observed in the financial aspects of the commune office in Yopougon, however, there are good prospects for resolution. Therefore, sustainability of the project effects is high.

## 4 Conclusion, Lessons Learned and Recommendations

### 4.1 Conclusion

This project aimed to promote social cohesion by encouraging cooperation among residents through the development of social infrastructure, and it targeted the communes of Abobo and Yopougon, which were affected by the long-standing civil war and the disturbances following the 2010 presidential election in Abidjan, the economic capital of Cote d'Ivoire.

The objectives of the project are consistent with the national development and peacebuilding policies of the government of Cote d'Ivoire, the development needs of conflict-affected areas, and Japan's official development assistance policy toward Cote d'Ivoire. In addition, synergistic effects through collaborative activities were confirmed between this project and the JICA Cote d'Ivoire office. Therefore, the project's relevance and coherence are high. The project purpose of strengthening relationships among residents was achieved through the organic collaboration of activities for each output to promote social cohesion, the systematic and rapid selection and implementation of pilot projects, and the

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unavailable (school in GS Palmeraie, Yopougon) and some pavement damage on the road (road in Lycee – la Clinique Nazareen, Yopougon).

capacity building of the commune offices' staff and residents. The overall goal of promoting social cohesion was mostly achieved, particularly due to the positive impact of the ongoing support provided by Phase 2. Negative effects after the completion of the project were road surface erosions that occurred in the areas adjacent to the road rehabilitation pilot projects, which caused frustration among the residents. However, it did not lead to conflicts among residents due to the continued relationship and dialogue among residents established by the project. At the time of the ex-post evaluation, the repair work by Phase 2 had been completed and the roads were in good condition. From the above, the project's effectiveness and impacts are high. The project's efficiency is high because the project duration was within the plan, and the project cost slightly exceeded the plan, but the excess was not significant. In terms of the project's sustainability, continuous support provided by Phase 2 has institutionalized the commune offices' commitment to the project's methodology and maintains the organizational structure and skills to sustain the benefits of the project. On the other hand, some challenges exist in the financial aspect of sustaining the activities, but there is a prospect of resolving them through the preparation of a concrete activity plan. Therefore, the project's sustainability of effects is high.

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

## 4.2 Recommendations

### 4.2.1 Recommendations to the Implementing Agency

#### 4.2.1.1 Recommendations to the Commune Offices

By utilizing the COSAY methodology, the commune offices' social infrastructure development projects can actualize participatory development involving neighboring residents. The COSAY approach and mechanism would not only meet the needs of residents but also avoid problems during construction, foster residents' ownership of public facilities, and prevent conflicts among residents. In order to enhance the COSAY methodology's effect sustainability, the commune office must continue the activities and secure the budget. Meeting expenses for a joint management committee and resident briefings, as well as transportation, communication, fuel, and other activity expenses, are essential. In addition, training expenses will be necessary for the commune office staff to maintain and enhance their knowledge and expertise. To secure a feasible budget, the human resource development and social development departments, which promote citizen participation, should also cooperate to select social infrastructure projects in the Three-Year Plan of the commune offices that can use the COSAY methodology and prepare an activity plan that defines the purpose and specific activities. This process should occur in the preparatory phase of the next annual planning during this year. In particular, it is strongly recommended that the commune office of Yopougon begin preparing a detailed

activity plan and budget plan, given the challenges it faces in terms of financial sustainability.

#### 4.2.1.2 Recommendations to the DGDDL, Ministry of the Interior

The DGDDL of the Ministry of the Interior should actively encourage the mayor and the general secretary to guide their understanding of the benefits of the COSAY methodology and its continued implementation and financial security, as well as continuously monitor the budget allocation status, so that both commune offices will continue to use the COSAY methodology. This recommendation should be implemented as quickly as possible to ensure the budget.

#### 4.2.2 Recommendations to JICA

None.

### 4.3 Lessons Learned

#### Social Cohesion Enhancement Approach through People-centered Social Infrastructure Development Projects

In projects promoting social cohesion in conflict-affected areas, approaching both the vertical relationship of trust between the government and residents and the horizontal relationship of unity among residents is essential. This project set out to develop social infrastructure that would attract the interest of residents and achieved the objectives by establishing a joint management committee consisting of resident representatives reflecting the different attributes of the target area and involving residents in a series of processes from planning to implementation and maintenance of the project. In this way, implementing projects that allow residents to collaborate while achieving tangible results in social infrastructure improvement is effective in building a good relationship between local government and residents. Furthermore, even in conflict-affected areas, where rapid activities are required, it is important to formulate training plans after assessing the capacity of counterparts and to provide on-the-job guidance by positioning pilot projects as a place of practice for strengthening the capacity of counterparts in technical cooperation projects. This will be effective in implementing training programs that meet the existing needs, transferring knowledge and skills through practice, and improving staff motivation. However, the selection of infrastructure facilities should be fully considered from a broad perspective. In this project, the specification of road maintenance (paved/unpaved) affected the scope of maintenance, construction methods, and the maintenance work impacts. Therefore, when selecting target facilities, it is essential to verify not only social cohesion and benefits but also the technical and financial aspects of construction as well as the operation and maintenance unique to each facility.

### Importance of Allocating Social Development-related Experts in Promoting Social Cohesion

The initial plan for this project was dominated by infrastructure-related experts. The consultant's proposal led to a well-balanced allocation of experts in social development fields, such as peacebuilding, social surveys, school management, and environmental and social considerations. In projects which promote social cohesion in conflict-affected areas, it is essential to have experts in the fields of peacebuilding and social development, such as peacebuilding and conflict prevention, social surveys, and human resource development, in order to build a collaborative process mainly involving residents and to foster unity among them while taking social harmony into consideration. These experts should be included in the human resource input plan from the initial planning stage.

### Selection of Routes for Pilot Projects in the Civil Engineering Field (roads and drainage) in Technical Cooperation Projects

Road rehabilitation is expected to benefit residents widely in the surrounding area and have significant socioeconomic impacts. However, there is also a high risk of causing environmental and social problems, such as drainage issues and resettlement. When targeting the civil engineering field (roads and drainage) in technical cooperation projects involving small-scale social infrastructure development, the criteria for route selection should be based on an understanding of recent weather trends, topography and surface conditions, drainage facilities, and the drainage system. In addition, the recipient government may be less aware of the need to consider the relocation of illegal occupants in connection with road construction. Especially when targeting cities, it should assume that the need for unpaved roads is low, that no regulations or technical standards exist for community roads, and that livelihood activities through street vending are active. The technical, social, and financial feasibility of road rehabilitation should be verified in advance, and multiple route candidates should be compared and discussed on that basis.

## **5 Non-Score Criteria**

### 5.1 Performance

#### 5.1.1 Subjective Perspective (retrospective)

Despite the high degree of difficulty in involving residents who still have tense relations with each other, soon after the disturbances following the 2010 presidential election, the project established CCGPPs consisting of representatives of different affiliations at the eight pilot project sites within about 6 months after its launch and realized a social infrastructure development project the residents spearheaded. The information was collected through a literature review and interviews with relevant parties to determine what background and management methods were successful in achieving the project's rapid

results. The collected information was analyzed using the 10 knowledge domains of project management.<sup>46</sup> We summarized the six domains worthy of special mention in a structure of narratives, introduction, development, twist, and conclusion.

### ① Stakeholder Management

Prior to the implementation of this project, the commune offices did not solicit residents' opinions in the selection and rehabilitation of facilities. The commune office staff did not know how to involve residents in a public work project. This project identified the residents as the most important stakeholders to promote a people-centered approach. As a mechanism for resident-oriented project management, a CCGPP comprising representatives of various ethnic groups, religions, age groups, and genders in the target area was established, and regular meetings provided a way to provide information and collect opinions that reflected residents' needs. In addition, information-sharing meetings were held for the residents in general, creating opportunities to exchange opinions directly on issues such as job creation for local youth. However, it was sometimes difficult to involve continuously resident leaders who had daytime jobs. Therefore, the project allowed representatives of the leaders to participate on their behalf and also held meetings on weekends. Residents' thorough participation fostered a sense of ownership in the pilot projects, and they became actively involved in the facilities' operation and maintenance.

Stakeholders on the government side, including the line ministry, the commune offices, and several relevant ministries (Ministry of Economic Infrastructures, Ministry of National Education and Technical Education, Ministry of Health and the fight against AIDS, Ministry of Environment, Urban Sanitation and Sustainable Development, Ministry of Solidarity, Family, Women and Child, Ministry of Finance), were identified to facilitate the pilot projects and included as Joint Coordinating Committee (JCC) members. The JCC members were given the opportunity to share information and seek advice, which enhanced the project's legitimacy and increased the motivation of those involved.

### ② Quality Management

Because the project's objective is to strengthen the relationship among residents and social cohesion, it was difficult to define stakeholder requirements regarding the quality of social infrastructure facilities. The recipient government's general consensus on the pilot projects' target sectors and the selection criteria outline during the detailed design survey enabled the project to proceed rapidly from the start. However, they could not agree on specifications (paved/unpaved) in the civil engineering field (roads and drainage) at the

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<sup>46</sup> Scope, Schedule, Cost, Quality, Resources, Communication, Risk, Procurement, Stakeholder, and Integrated Management. Source: Project Management Body of Knowledge Guide: PMBOK Guide 6th Edition

time of the detailed design survey. In addition, necessary time and expertise to identify and analyze individual risks required for the civil engineering field and a lack of reasonable regulations for community roads also made it difficult to identify quality targets. However, to meet the quality target as pilot projects that would strengthen relationships with residents, they established CCGPPs and developed a project plan (PDM) for the pilot projects using a participatory planning method with local people, which allowed for daily monitoring. Despite disagreement regarding the employment of local workers among the contractors, residents, and the commune office, a mechanism was created to employ unskilled local workers after a series of discussions on the significance of mobilizing and empowering residents. This constant focus on the goal of social cohesion led to the achievement of social infrastructure projects that strengthened relations with the residents.

### ③ Risk Management

The project conducted a conflict analysis at the time of planning, including the outlook on the political and security situation, to identify factors contributing to the project's overall risk and reflect the considerations and avoidance/mitigation measures in the project plan. Conflict prevention measures during implementation included preparing project-level peacebuilding needs and impact assessments, monitoring destabilizing factors, and considering those factors in activities. However, the identification of individual risks and risk analysis for the facility rehabilitations in the civil engineering field were not sufficient. Regarding the risk response, the CCGPP mechanism was utilized in the implementation of the pilot projects to confirm the safety of workers, the status of payment from the contractor, and the complaints from the neighborhood residents. This project monitoring with the involvement of residents reduced the occurrence of risks and helped to avoid conflicts when risks, such as the accident with a ditch and road surface erosion damages, occurred in the road rehabilitation pilot projects.

### ④ Communication Management

This project started in 2013, the year after the reopening of the JICA office in Cote d'Ivoire. This was the first experience of a technical cooperation project with JICA for the DGDDL, the Ministry of the Interior, and both commune offices. The project endeavored to establish formal and informal means of communication so that all parties involved could communicate smoothly. Communication within the team took place through regular meetings, specific working groups, and daily operations. Although the project office was located in the Ministry, the team of Japanese experts frequently visited both commune offices to work collaboratively and build an open and friendly relationship.

Establishing a means of communication with residents was a new experience for

many staff at the commune office. The project established a CCGPP and held frequent meetings to discuss the roles and responsibilities of residents and the project. The commune office staff facilitated the meetings, which increased dialogue and built trust between the two parties. In addition to the formal meetings, the project promoted communication between residents and the commune offices and among residents through sociocultural events, such as soccer tournaments, cooking contests, educational plays, and singing performances. The CCGPP played an important role in organizing these events and mobilizing residents.

#### ⑤ Procurement Management

In Cote d'Ivoire, the DMP conducts bidding procedures according to the public contract law, and moving from the bid announcement to the contractor selection takes a long time. Although donor-funded projects receive exceptions, this project attempted to conduct procurement procedures under national rules as much as possible to guarantee sustainability. As a result, the project team decided to adopt the DMP standards for the bidding documents and officially requested the DMP shorten the procedural period. However, there were situations where information and communication within the DMP were not sufficient, and instances occurred in which the project was not able to handle as planned. To implement infrastructure development projects within the timeframe, bidding procedures must proceed as planned. The project team decided to emphasize the importance of advance preparation arrangements and consensus building and arranged for sufficient discussions among the related parties (DGDDL, commune office, DMP, and Japanese expert team) prior to the application for bidding procedures. As a result, the bidding procedures were implemented smoothly, as all parties were able to proceed with an understanding of the situation.

#### ⑥ Human Resource Management

To implement a project that achieved social cohesion in a conflict-affected area, bringing in human resources to promote peacebuilding and residents' participation was essential. In addition to the initially envisioned technical department of the commune office in charge of infrastructure development, the project team decided immediately after the start of the project that a department in charge of social development and public communication would be involved as counterparts for this project. In terms of the allocation of Japanese experts, a large percentage of experts were from the field in architecture, civil engineering planning, and facility operation and maintenance at the time of the ex-ante evaluation, but the proposal by the awarded consultant resulted in a well-balanced allocation of social development experts in peacebuilding and conflict prevention,

social surveys, training planning, and environmental and social considerations. As a result, activities based on technical training and detailed technical instructions, both tangible and intangible, were conducted more widely than initially expected, contributing to the promotion of social cohesion in the targeted areas.

(End)



## Appendix 1

Table 1 Achievement of Outputs

Output	Indicator	Status of Achievement at Completion
Output 1 The pilot projects are selected in accordance with the confirmed mechanism for planning and implementation of basic infrastructure improvement projects in the communes.	1-1: The planning and implementation mechanism of basic infrastructure improvement projects is organized by the project team at each commune and confirmed by the commune offices, respectively. 1-2: The selection criteria for the pilot projects are established. 1-3: The residents comprehend purpose and contents of the selected pilot projects.	<Achieved> 1-1: The approval process and implementation mechanism for social infrastructure improvement projects were compiled. 1-2: The selection criteria described in the R/D were reviewed and agreed upon at the JCC. 1-3: Residents understood the pilot project through multiple community briefings by the project.
Output 2 The pilot projects are executed and managed properly in line with the implementation plan.	2-1: A Pilot Project Joint Management Committee (CCGPP) is established at each project site. 2-2: The commune residents are employed in accordance with the procurement policy. 2-3: The community workers are paid as contracted. 2-4: The counterparts at the commune offices conduct a site investigation of the pilot projects regularly (once a week). 2-5: The results of the joint monitoring are informed to the residents on a timely basis.	<Mostly Achieved> 2-1: CCGPPs were established for all pilot projects. 2-2: The policy was to employ at least 60% of local workers in road projects and at least 50% in school construction. The road projects achieved 46% (Abobo) and 66% (Yopougon), and school construction 59% (Abobo) and 69% (Yopougon). 393 residents were employed for more than one day. 2-3: Most of the wages were paid to workers as contracted, under the supervision of the CCGPP. 2-4: The CCGPP monitored weekly, which included representatives from the commune offices. 2-5: The CCGPP disseminated monitoring results to each group. However, only 13% of district residents were aware of the project in the final survey.
Output 3 Methodologies for the implementation of basic infrastructure improvement projects considering social cohesion for the commune office staff are developed.	3-1: The trainings are conducted in accordance with the developed training plans considering social cohesion. 3-2: All core counterparts from the commune offices comprehend lessons learned from implementation of the pilot projects. 3-3: The proposal/s on the basic infrastructure improvement project, which reflect/s the lesson learned from implementation of the pilot	<Achieved> 3-1: 23 training courses were conducted based on the training plan with consideration of social cohesion, and 584 people from implementing agencies and resident representatives participated. 3-2: Lessons learned from the pilot project were compiled and shared in the Handbook for Promoting Social Cohesion through Social Infrastructure Development. 3-3: Proposals for social infrastructure

	<p>projects, is/are submitted to donors.</p>	<p>projects were submitted by both commune offices to the Japanese Embassy's Grassroots Grant Program and the World Bank project.</p>
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Sources: Terminal Evaluation Report pp. 9-12, Summary of Project Completion Report (Japanese) pp. 11-12, documents provided by JICA.

Table 2 List of Pilot Projects

The commune of Abobo			
	Site Name	Object of Maintenance	Remarks
1	Lycée Municipal	Road repair and drainage facilities	750 m
2	EPP Plaque 1, 2	Road repair and drainage facilities	460 m
3	EPP Plaque 1, 2	School renovation (new construction)	Construction of temporary classrooms, 6 classrooms and restrooms
4	Anonkoua Koute 3, 4	School renovation (repair)	6 classrooms and restrooms
The commune of Yopougon			
1	Lycee – la Clinique Nazareen	Road repair and drainage facilities	730 m
2	EPP Banco 2	Road repair and drainage facilities	520 m
3	GS Palmeraie 1,2	School renovation (new construction)	Construction of temporary classrooms, 6 classrooms and restrooms
4	GS SOGEFIHA 6	School renovation (repair)	19 classrooms and restrooms

Sources: Summary of Project Completion Report (Japanese) p. 11, documents provided by JICA.