



Republic of Côte d'Ivoire

**Ministère de la Construction, du Logement e
de l'Urbanisme (MCLU)**

District Autonome d'Abidjan (DAA)

**Autorité de la Mobilité Urbaine dans le
Grand Abidjan (AMUGA)**

The Project for the Operationalization of Urban Master Plan in Greater Abidjan

Project Completion Report

August 2024

Japan International Cooperation Agency (JICA)

**RECS International Inc.
Yachiyo Engineering Co., Ltd.**

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Report	Location	Incorrect	Correct
All reports	Cover Published month/year	July 2024	August 2024
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Annex 5: Monitoring Sheets

Chapter 1 Basic Information of the Project

The basic information of the Project is as follows.

- Country:
Cote d'Ivoire
- Title of the Project:
"The Project for the Operationalization of Urban Master Plan in Greater Abidjan"
- Duration of the Project:
From May 2021 until August 2024
- Overall Goal and Project Purpose:
Overall Goal: *Sustainable urban development will be promoted in Greater Abidjan through the implementation and management mechanism of SDUGA.*
Project Purpose: *Capacity of effective implementation of SDUGA is strengthened and a model approach necessary for the promotion of sustainable urban development is established.*
- Outputs (Set of intermediate goals to realize the project purpose)
Output 1: The SDUGA Implementation and Monitoring Committee is established and major urban infrastructure plans will be adjusted and aligned to ensure consistency.
Output 2: The effectiveness of urban development management at the district level for the implementation of SDUGA will be enhanced.
Output 3: Urban transport plan is assessed and updated in order to strengthen its effectiveness and accessibility of the people to the public transportation system
- Implementing Agency:
The Ministry of Construction, Housing and Urbanism (MCLU)

While the official period for the Project execution was from May 2021 to August 2024, the initial four months were spent on the preparation of the Project initiation and it was October 2021 that the substantial project work started.

Chapter 2 Results of the Project

2.1 Results of the Project

2.1.1 Input by the Japanese side

The input from the Japanese side is summarized as follows.

- Dispatch of experts:

A total of 63.6 person-months was inputted into the Project throughout the entire period.

Table 2-1 shows the list of dispatched experts.

Table 2-1 List of Dispatched Experts

Position	Name
Team Leader/ Urban Planning -1	Mr. Haruo YAMANE
Deputy Team Leader/ Urban Planning -2	Mr. Antoine SAURAT
Public Transport/ Transport Operation	Mr. Toshiaki HORII
Urban Transport Planning	Mr. Yasuhiro YAMAUCHI
Urban Traffic Survey/ Demand Forecast	Mr. Takeharu KOBA
Urban Environmental Infrastructure	Mr. Hideyuki IGARASHI
Detail Urban Plan Promotion/ Urban Development Management -1	Mr. Jérôme CHENAL
Detail Urban Plan Promotion/ Urban Development Management -2	Mr. Makine KUSANO
Participatory Development/ Social and Environmental Considerations	Mr. Mouhamed DIOP (Predecessor)
Participatory Development/ Social and Environmental Considerations	Mr. Achref GHRIB (Successor)
Governance/ Administrative Organization	Mr. Benoit Chaligné
Public Investment Plan/ Private Investment/ PPP	Mr. Yuto HYAKUKAN
Socio-Economic Framework/ Industrial Development	Mr. Yoji KAWAMURA
GIS Database/ Visualization/ Urban Planning Support/ Coordinator	Ms. Yuki NAGATA
Monitoring and Evaluation	Mr. Takahiro MIYOSHI
Urban Planning -2/Participatory Development-2/ Social and Environmental Considerations-2	Ms. Moe KITAGAKI
Urban Traffic Survey/ Demand Forecast-2	Mr. Mohamed Omer ESMAEL

Source: JICA Project Team

- Provision of equipment:
 - ✓ 19 laptop computers for counterparts
 - ✓ 1 Printer (multiple function)
 - ✓ Large-size TV monitor

2.1.2 Input by the Cote d'Ivoire Side

The following are the inputs from the Cote d'Ivoire side.

- Arrangement of task force members as the working level counterparts
- Provision of an office space
- Bearing the costs for holding Joint Coordination meetings and CoFaMiSu meetings.

Table 2-2 below is the list of initial task force members.

Table 2-2 List of Task Force Members

Thematic groups		Taskforce Responsible	
		Main Member	Associate members
Supervisors		Kouame KRA KOUMAN	Hubert YOMAFU
Urbanism	Spatial planning	● Zahe AMOS	● Albéric ADJON ● Alex ADIKO
	Planning regulation	● Thierry NGUESSAN	● Albéric ADJON ● Alex ADIKO
Urban infrastructures	-	● YORO Romaric	● Prost Alban NIANDJI ● Edwige ADINGRA
Urban Transport	Survey and demand analysis	● Déborat OKAINGNI	● Albéric ADJON ● KRA Solange
	Transportation infrastructure planning	● Edwige ADINGRA	● Zahe AMOS ● Prost Alban NIANDJI
	Public transport operations/Pilot Projects	● Aristide GAHIE	● YORO Romaric ● Prost Alban NIANDJI
	Use of the database	● Alex ADIKO	● KOUAME Serge ● KRA Solange
Cadre socio-économique et finances	Socio-economics	● KASSIA Jean-Brice	● Thierry NGUESSAN ● Fanny DJAN*
	Finances	● N'CHO K. Olivier	● Fatim TRAORE ● OUATTARA Karamoko*
Governance		● Yao BOUATINI	● N'CHO K. Olivier ● Aristide GAHIE
Strategic Environmental Assessment		● Fatim TRAORE	● KASSIA Jean-Brice ● Edwige ADINGRA
GIS and cartographies		● KRA Solange ● DELBE Narcisse	● Serge KOUAME ● Edwige ADINGRA

Source: JICA Project Team

Note: ● MCLU, ● Abidjan Autonomous District, ● AMUGA

2.1.3 Activities (Planned and Actual)

A total of six monitoring sheets have been prepared until May 2024 with the following signing dates.

- No. 1: October 29, 2021
- No. 2: May 4, 2022
- No. 3: December 8, 2022
- No. 4: May 17, 2023
- No. 5: January 12, 2024
- No. 6: June 18, 2024

The work progress at each stage is shown in the Plan of Operations attached to each monitoring sheet. The plan of operation for the Project was prepared originally from October 2021 to May 2024.

All the activities were completed by the end of the project. The progress, however, varied from activity to activity, depending on some external factors as explained below.

The completion level of each activity is clearly indicated at the following four levels:

“Status A: Completed as planned”, “Status B: Completed but delayed”, “Status C: Not completed yet (still in progress)” and “Status D: Not completed/Not done”.

Table 2-3 Progress of Activities

Output-1: SDUGA implementation facilitation and monitoring committee is established for the major urban infrastructure plans to be adjusted and aligned to ensure consistency.		
1-1	Establish the implementation facilitation and monitoring committee for SDUGA	[Status: A] A meeting called “CoFaMiSu (the implementation facilitation and monitoring committee for SDUGA 2040)” was established and has been held basically every six months together with Joint Coordination Committee (JCC)
1-2	Support formulation of SDUGA implementation program	[Status: B] The preparation of an implementation program for SDUGA 2040 took longer than planned until April 2040 as a result of prolonged time required for reaching a consensus on the 2040 land use plan.
1-3	Coordination between the SDUGA's land use and spatial frameworks and urban infrastructure sector plans	[Status: B] Coordination among the project stakeholders continued through discussions and meetings until June 2024, ultimately leading to an agreement.
1-4	Update SDUGA according to the changes in socio-economic framework and urban sprawl	[Status: B] Updating of SDUGA lasted longer until June 2024 due to some factors such as the expansion of the Project Area, the need to integrate the 2021 census result, and the request from MCLU to include the approved urban development projects into the 2040 urban areas and adjustment of the socio-economic framework.
Output 2: The effectiveness of urban development management at the district level for the implementation of SDUGA is enhanced.		
2-1	Review the formulation process, contents and implementation schemes of the formulated PUD	[Status: B] The preparation of PUDs funded by the World Bank and the African Development Bank was far behind the schedule and no PUD was ready for analysis at the time the Project started. The approach for Output 2, therefore, had to be modified. New approach included (i) analysis of draft PUD for Urban Unit 6 and other relevant documents, (ii) preparation of PUD formulation Guideline, (iii) formulation of PUD Application Guideline, (iv) implementation of two pilot projects (one for creating WEB-GIS system for sharing information on urban plans with general public and the other preparing a table of contents for SDUGA general urban regulations)
2-2	Consider and propose measures and schemes to strengthen effectiveness of PUD	[Status: B] Recommendations to enhance the effectiveness of SDUGA 2040 are presented and shared among the project stakeholders. Pilot project of “Geo portal” was conducted in Unit 6 as a case to draw lessons learned for the feasible measures and schemes.
Output 3: Urban transport plan is assessed and updated in order to strengthen its effectiveness and improve accessibility of the people to public transportation system.		
3-1	Assess and update the urban transportation plan of SDUGA.	[Status: B] The urban transportation plan proposed by SDUGA was reviewed on schedule. Its updating took longer until June 2024 as a result of the prolonged time for finalizing the SDUGA 2040 land use plan and discussion on the socio-economic framework.
3-2	Update priority projects for urban transportation infrastructure	[Status: B] It took longer as a result of 3-1., but the updates were conducted.
3-3	Develop capacities in transportation data utilization for urban transportation administration	[Status: B] Capacity development for transportation counterparts was conducted as part of the pilot project in May 2024 as well as a workshop held in 2023.
3-4	Conduct activities related to urban transport operations improvement	[Status: B] The implementation of the pilot project “traffic data utilization and management” was delayed by some logistic issues on the Cote d’Ivoire in customs clearance, SIM card arrangement

	and so forth. It was completed in May 2024 and the lessons learnt were drawn.
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Source: JICA Project Team

2.2 Achievements of the Project

2.2.1 Outputs and Indicators

The achievements of Outputs are summarized in Table 2-4.

Table 2-4 Outputs and Achievement

Outputs	Indicators	Achievements	Rating
1. The SDUGA implementation facilitation and monitoring committee is established, and major urban infrastructure plans will be adjusted and aligned to ensure consistency.	(1) SDUGA-IFMC is established with its structure, members and frequency of meetings specified and regularly held.	A mechanism called “CoFaMiSu”, which functions as SDUGA-IFMC, was established on 22 October 2021 and five meetings were held until June 2024 with an interval of 6 months. They have been held together with Joint Coordination. Committee meetings.	A
	(2) Updated SDUGA, including major urban infrastructure plans, is prepared and approved by SDUGA-IFMC	SDUGA was updated as SDUGA 2040 and presented in the final CoFaMiSu held on 12 June, 2024. The main contents were approved by the participants and it will be approved by the Cote d’Ivoire side stakeholders.	A
2. The effectiveness of urban development management at the district level for the implementation of SDUGA will be enhanced.	(1) A model PUD structure suitable for the Study Area is clarified.	A model PUD structure was presented in the form of PUD Formulation Guideline, a deliverable of Output 2.	B
	(2) The guidelines for PUD preparation and PUD application are approved by CoFaMiSu.	The guidelines for PUD preparation and PUD application were submitted to MCLU as deliverables of Output-2.	B
	(3) The recommendations for enhancing PUD's effectiveness are approved by CoFaMiSu.	A set of recommendations on enhancing the effectiveness of SDUGA 2040 and PUD was presented as a final deliverable of Output 2.	B
Note: Above indicators were modified to cope with the delay of PUD preparation under PTUA, PACOGA and PARU supported by the World Bank and African Development Bank as explained in Section 2.3. Thus, the rate is “B”.			
3. Urban transport plan is assessed and updated in order to strengthen its effectiveness and accessibility of the people to public transportation system.	(1) Reviewed/ updated urban transport plan is to be authorized by SDUGA-IFMC and/or related supervising authorities/ministries.	The urban transportation plan was updated as part of SDUGA 2040. Its draft version was presented and approved by CoFaMiSu held on 12 June, 2024. Its final version was approved by MCLU and AMUGA in July 2024.	A
	(2) The new approach for traffic management is verified for giving lessons learned.	The traffic information collection and management pilot project was implemented and results (lessons learned) were presented in the Project Completion Report.	A

Source: JICA Project Team

2.2.2 Project Purpose and Overall Goals

The project purpose and indicators were defined as follows.

- **Project Purpose:** *The capacity of effective implementation of SDUGA is strengthened and a model approach necessary for the promotion of sustainable urban development is established.*
- **Indicators:**
 - 1) *More than 90% of the taskforce members are certified as completed all necessary capacity development programs and on-the-job training program.*
 - 2) *Confidence level of trained staff and their supervisors for implementing/managing SDUGA (even after the project) is enhanced.*
 - 3) *Tools and means for enhancing the effectiveness of PUDs are shared and sufficiently understood by the task force members for application.*

Regarding the first indicator, a total of 18 task force members participated in the project as working-level counterparts. This group included 7 members from MCLU, 6 members from DAA, and 5 members from AMUGA. They underwent the necessary training and gained substantial work experience through the project activities, thereby completing their capacity development and on-the-job training programs. They participated in a set of capacity development workshops for the subjects shown in Table 2-5. List of Trainings is attached to Annex.

Table 2-5 Capacity Development Subjects by Output

Output	Capacity Development Subject
Output-1	<ul style="list-style-type: none"> - Land use/cover map preparation utilizing GIS - Spatial and strategic planning - Compound annual growth rate (CAGR) and socio-economic framework - Urban environmental infrastructure
Output-2	<ul style="list-style-type: none"> - PUD formulation guideline - PUD application guideline - Zoning classification for PUD - SDUGA general regulation table of contents preparation - Web-GIS application for wide dissemination of urban planning information to the public - Urban finance
Output-3	<ul style="list-style-type: none"> - Policy for road network development in Abidjan - Outline and effects of the pilot project - Training on the usage of the traffic information and collection system newly introduced

Source: JICA Project Team

An assessment based on the second indicator of the confidence level was conducted through a questionnaire and interviews with stakeholders. In the questionnaire survey, about 70% of respondents reported improved skills and knowledge in the listed capacities. Interviews with core counterparts revealed that working with JICA experts enhanced their knowledge and skills, influencing their approach to urban planning. They have become more logical and structured in their methods, contributing to more effective urban planning. Thus the second indicator was achieved.

With regard to the third indicator of enhancing the effectiveness of PUDs, the utilization of tools and means to enhance the effectiveness of PUDs was hindered by the delay in their preparation. None of the PUDs were ready for analysis when the project commenced in October 2021. Consequently, JPT focused on developing and preparing tools and means listed in Output-2 of Table 2-5, while simultaneously familiarizing itself with the progress of PUDs preparation to gain a comprehensive understanding of the PUDs being prepared.

According to the questionnaire survey, only 33% of respondents reported having access to the necessary tools and facilities to fulfill their roles. This is because key tools and methods, such as the PUD guidelines,

were only recently presented to them in CoFaMis (JCC). It will take some time before these resources are fully circulated among stakeholder organizations and made available to all target officials.

The overall goal and the indicators are described in the following table.

Table 2-6 Overall Goal and Indicators

Overall Goal	Indicators
Sustainable urban development will be promoted in Greater Abidjan through the implementation and management mechanism of SDUGA.	(3 to 5 years after the project's completion)
	1) Contents of SDUGA are updated and monitored periodically by the SDUGA Implementation Facilitation and Monitoring Committee 2) % of the projects proposed by updated SDUGA is implemented or/and completed

Source: JICA Project Team

It is too early to judge the achievement of the overall goal because the indicators will be achieved three to five years after the project period. The following analysis is to check the expectation of the achievement.

According to a survey targeting stakeholders who participated in the JCC and/or acknowledged SDUGA 2040, expectations regarding the achievement of the project's overall goals range from a rating of 6 to 8 on a 10-point scale. In other words, the opinions varied. While SDUGA 2040 is acknowledged as a high-quality output, there are also opinions highlighting the need for alignment with existing regulations and further adjustments. As presented and discussed at CoFaMiSu on June 12 2024, there are a number of issues to be tackled by the Abidjan side to achieve the overall goal.

In the final month of the project (June 2024), the JCC (CoFaMiSu) released the final draft of SDUGA 2040, attracted positive discussions and achieved broad consensus. For SDUGA 2040's official authorization process, CoFaMiSu, which involves representatives from major organizations (incl. MCLU, DAA, and AMUGA) need to discuss and finalize the contents of SDUGA 2040 and PUD guidelines to be fully agreeable. Furthermore, post-project activities have been outlined by the JICA experts' team leader. The ability to sequentially execute these post-project activities is crucial to achieving the overall goals, necessitating strong ownership even after the project's conclusion.

2.3 Project Implementation Process

2.3.1 Management of the Project

The progress, issues and modifications of plan were discussed and agreed in the meetings of JCC, which were held every six months. At the first JCC held in October 2021, the participants agreed that JCC meetings would take place every six months instead of once a year as originally stipulated in the Record of Discussion. JICA Exerts are all short-term consultants staying in Abidjan for short periods and were based in Abidjan where the project office was located within the MCLU building. Since COVID-19 affected the input of Japanese experts, some activities were sometimes postponed and amended.

2.3.2 Modification of PDM

The narrative summary of Output-2 was discussed by MCLU Director General and the JICA Cote d'Ivoire Office and agreed to be modified as shown in Annex 4 in consideration of the delay of PUDs preparation. A minute of the meeting was signed on December 12, 2022.

The Output-2 activities newly defined as a result of the PDM modification are summarized below.

- The PUD for urban unit 6, which was, then, scheduled to be completed soon, will be analysed instead of all the PUDs as originally assumed. Other PUDs will be referred to as soon as they are made available.
- JPT will avail itself to participate in the PUD validation committee as an observer when it is possible.

- Information on laws, regulations, organizational structure, implementation programs, guidelines/manuals and procedures will be collected and analysed.
- Deliverables will include: (i) recommendations on the measures to strengthen the effectiveness of PUDs in Greater Abidjan, (ii) PUDs formulation guideline, (iii) PUDs application guideline
- Pilot projects will be formulated in the process of working on the deliverables above.

2.3.3 Implementation of Project Activities

The project activities were executed in accordance with the Project Design Matrix (PDM) and Project Outline (P/O). Project experts regularly monitored the progress of activities and documented their findings in biannual monitoring reports. In case significant changes to the activities were necessary, the project experts collaborated with their counterparts to address these changes effectively to achieve the goals. Especially, the modification of Output 2 was made to achieve the project purpose and overall goals.

Chapter 3 Results of Joint Review

3.1 Results of Review Based on DAC Evaluation Criteria

3.1.1 Development Assistance Committee (DAC) Criteria

The achievements of the Project are to be assessed by applying the following six criteria established by the Development Assistance Committee (DAC) of the Organization for Economic Development and Cooperation (OECD).

Table 3-1 Criteria of the Evaluation

Relevance	Relevance of the Project plan is reviewed in terms of the validity of the Project Purpose and the Overall Goal in connection with the development policy of the recipient country and the aid policy of the donor, needs of stakeholders, and by logical consistency of the Project plan.
Effectiveness	Effectiveness is assessed by evaluating the extent to which the Project had achieved its purpose and by clarifying the relationship between the Purpose and Outputs.
Efficiency	Efficiency of the Project implementation is analysed with emphasis on the relationship between Outputs and inputs shown in the PDM in terms of timing, quality and quantity.
Impact	The impact of the Project is assessed based on both positive and negative influences caused by the Project. It includes the impact of the Project for the Overall Goal in the PDM, as the intended positive change.
Sustainability	Sustainability of the Project is assessed in terms of political, institutional, financial and technical aspects by examining the extent to which the achievements of the Project would be sustained or expanded after the project period.
Coherence	The compatibility of the intervention with other interventions in a country, sector or institution. The extent to which other interventions (particularly policies) support or undermine the intervention, and vice versa. Internal and external coherence for the synergies and interlinkages.

Source: JICA Project Team

To evaluate the project with the six criteria, The team gathered data and information required as shown in Table 3-2 below.

Table 3-2 Data Collection Methods and Sources

Methods	Sources
Document review	- Ex-ante Evaluation Report - Project Monitoring Sheets - Reports of Experts

	- Documents of JCC and CoFaMiSu
Questionnaire Survey	- Côte d'Ivoire Counterpart personnel and other relevant organization - JICA Experts
Interview	- Côte d'Ivoire Counterpart personnel of MCLU - Côte d'Ivoire Counterpart personnel of AMUGA - Côte d'Ivoire Counterpart personnel of DAA - Donors such as World Bank - JICA experts

Source: JICA Project Team

3.1.2 Relevance

The relevance is assessed from the perspectives shown in Table 3-3.

Table 3-3 Relevance: Perspective and Questions

Main Perspectives	Main questions	Specific Questions
Consistency with development policies	Are the goals of the project consistent with the development policies of the country?	- Are urban planning and implementation of SDUGA 2040 considered as one of the key issues in the current development policies of the country?
Consistency with development needs	Are the goals of the project consistent with the needs of the recipient country?	- Are urban planning and implementation of SDUGA 2040 still relevant (important) for the development of the country?
Appropriateness of the project plan and approach	Is the plan or approach (Selection process for project target groups, approaches, organization, cooperation stakeholders, considered) appropriate as a solution to the problem or issue?	- Were 18 taskforce members appropriate for the attainment of the project goals? - Were MCLU, DAA and other stakeholder organizations appropriate? - Were project approach and contents of techniques through training and cooperation with experts relevant to the needs?

Source: JICA Project Team

Urban development planning is essential to achieve the broad goals of economic transformation, social inclusion, and sustainable growth outlined in the National Plan PND 2021-2025. However, the increasing population and haphazard urbanization pose significant challenges. Therefore, it is crucial to not only formulate an appropriate master plan but also develop the necessary tools and capacities for its implementation. Currently, the detailed plans (PUD) have not been finalized yet to reflect the current situation, and even those developed with donor support have issues of standardization, such as inconsistencies among PUDs of different areas.

Given these circumstances, the necessity and relevance of a project like SDUGA 2040, which combines master planning with tools to enhance the effectiveness of detailed planning and implementation, is very high. These needs have been confirmed through interviews with relevant ministries. Additionally, sustainable urban development is highlighted as an important theme in JICA's country-specific policy, and recently support aimed at developing "smart cities" has begun to be considered, further underscoring the significance of this project. The project's goal is to strengthen the capacities of personnel and organizations responsible for implementation, with MCLU, DAA, and AMUGA selected as the target organizations, and 18 task force members were chosen from them.

The selected members hold key positions within their organizations, making their relevance as counterparts highly evaluated. However, it has been pointed out that these members at high-level managerial positions are too busy with their respective duties to collaborate with JICA experts over the long term, posing challenges to their relevance as recipients of technology transfer. More consideration of a well-balanced selection of managerial and technical staff within the organizations and a strategic approach to technology transfer during and after the project period could have led to higher effectiveness and sustainability. Despite these challenges, the overall relevance of this project can be assessed as very high from a broader perspective.

3.1.3 Effectiveness

The effectiveness is assessed from the perspectives shown in Table 3-4.

Table 3-4 Effectiveness: Perspectives and Questions

Main Perspectives	Main questions	Specific Questions
Achievement of project goals	Have project goals been met by project completion? (indicators to be achieved?)	- Were 3 indicators of the project purpose attained as planned? (Check the achievement grid)
Contribution of the project	Did the results (outputs) lead to the achievement of project goals?	- Were the project outputs effective factors to attain the project purpose?
Other factors	Is there any factor influencing on the achievement of the project purpose? (Effectiveness)	- Was there any other factor to influence of the capacity development of the task force?

Source: JICA Project Team

The project achieved its project purpose as the target indicators were met. Taskforce members from relevant organizations such as MCLU, DAA and AMUGA actively participated in capacity-building workshops and reported to be capacitated for SDUGA 2040 implementation and management. Positive feedback was also received from participants in the last JCC where participants expressed their opinions from professional viewpoints. Interviews further confirmed a sense of achievement regarding the project purpose.

However, some areas for improvement were identified. Coverage of critical topics like legal frameworks and GIS data access was viewed as insufficient by some participants. Additionally, a sense of ownership of SDUGA by some task force members remained somewhat weak, with a perception that it was consultant-driven output (work done by JICA experts). While collaboration with JICA experts was envisioned, busy schedules limited interaction to sharing and discussing work outputs.

For consideration of the overall goal (as looking ahead in future), the establishment of CoFaMiSu, a cross-organizational platform for discussing urban development, offers a new promised platform. As SDUGA 2040 and its detailed plans (PUds) become standardized, task force members are expected to play a central role in consensus building based on CoFaMiSu or a new platform based on it.

The project's success was attributed to the achievement of its individual outputs. At the output-level, the SDUGA 2040 master plan has been updated and finalized, with a strong foundation laid for future development. Standardized guidelines for PUD formats and creation processes were established based on the knowledge gained from the field experiences through a case of completed PUD (Urban Unit 6) augmented by the professional views of the JICA experts. Pilot projects utilizing cutting-edge technologies like geoportal have not only enhanced SDUGA 2040's progressiveness but also fostered stakeholder ownership with its attractiveness.

The project found the important assumptions were all realized and other risks were not experienced except COVID-19. Meanwhile, there was no other project to build such a platform for SDUGA.

Therefore, the project's successful achievement of its objectives through its various outputs demonstrates its high effectiveness. This project has made significant contribution to improving urban development planning and implementation in Greater Abidjan.

3.1.4 Efficiency

The efficiency is assessed from the perspectives shown in Table 3-5.

Table 3-5 Efficiency: Perspectives, And Questions

Main Perspectives	Main questions	Specific Questions
Project cost	Was the Japanese side's project cost within the planned range?	- Was the project completed within the planned cost?

Project period	Was the project period within the plan?	- Was the project period enough?
Usage of the inputs	Is there any input which was not used (or can be replaced for more efficiency)?	- Was there any input (equipment) not properly utilized?
Causal relationship	Were the activities necessary to produce results, and the quantity and quality of inputs timely and appropriate?	- Was the cost proper for the level and size of the outputs? - Were the inputs timely provided? - Were there any challenges with inputs?

Source: JICA Project Team

The project was carried out within the initial budget, with expert involvement the total within the 63.6 person-months planned. Despite a five-month delay in starting due to COVID-19, the project activities in Abidjan were completed successfully in June 2024. Budget adjustments were made in response to on-the-ground situations.

Delays in expert input timing occurred due to the pandemic but were later recuperated, avoiding an overall project delay. This was partly because the creation of PUD, an external project activity done by other projects, was also behind schedule. Output 1's SDUGA 2040 (Master Plan) faced delays as a result of a number of factors such as the expansion of the project area, need to integrate the 2021 census data, prolonged discussion on the future urbanization area and the socioeconomic framework. However, these delays were in a sense necessary to ensure SDUGA's feasibility in reality by ensuring sufficient time for consensus-building of all the stakeholders.

Output 2's PUD-related works required a significant approach change since no existing PUDs were available at the project's expected timing. The creation of two types of PUD guidelines, one for formulation and the other for application, was set as the deliverables and PUD for Urban Unit 6 was the only available reference then. The creation of the PUD guidelines had not been planned in the project, but the needs of the guidelines were discovered in the course of project implementation. The applicability of these PUD guidelines to other Units is judged broadly adequate, although it may require minor improvements in consideration of the local conditions of each urban unit. Output 3 involved a pilot project on advanced traffic video analysis, yielding valuable data and insights despite delays caused by some logistic problems in equipment importation and SIM card arrangement.

Concurrently, a geoportal system for comprehensive GIS information management and sharing was developed through Output 2's activities, which is expected to significantly progress urban development. JICA experts contributed as technical consultants but worked limitedly with their counterparts in the process. This led to fewer on-site learning opportunities and limited ownership of outputs, having created a sense of "made by JICA experts". Despite these concerns (related to sustainability), the project's efficiency is evaluated high for delivering quality results smoothly.

3.1.5 Impact

The impact will be assessed from the perspectives shown in Table 3-6.

Table 3-6 Impact: Perspectives, And Questions

Main Perspectives	Main questions	Specific Questions
Projected achievement of overall goals	Are the overall goals properly set and understood by the main stakeholders?	Is the project overall goal "Sustainable urban development will be promoted in Greater Abidjan through the implementation and management mechanism of SDUGA." appropriate?
	Are the overall goals expected to be achieved as expected?	Is the project overall goal achieved as expected?

Causal relationship	Will the overall goal be achieved by the project effect (as the main factor)?	Is the capacity development of the taskforce members important for SDUGA implementation?
Ripple effects	Are effects/impacts other than the high-level targets envisaged? (e.g. effects on political, social, economic, environmental, cultural aspects).	How about any other impact of the project beyond the project scheme such as political, social, economic, environmental, cultural)?
	Are there other negative impacts? What measures can be taken to eliminate them?	Is there any negative impact to be foreseen?

Source: JICA Project Team

The overall goal of this project is “to promote sustainable urban development in the Greater Abidjan area through the implementation and management mechanisms of SDUGA”. Evaluating the feasibility of achieving this overall goal requires examining several key aspects.

According to a survey targeting stakeholders who participated in the JCC and/or know about SDUGA 2040, expectations regarding the achievement of the project's overall goals range from a rating of 6 to 8 on a 10-point scale. In other words, the opinions varied. While there is an acknowledgment of high quality, there are also opinions highlighting the need for alignment with existing regulations and further adjustments based on discussions made in the final session of CoFaMiSu, indicating remaining challenges still ahead.

In the final month of the project (June 2024), the JCC (CoFaMiSu) released the final draft of SDUGA 2040, attracted positive discussions and achieved broad consensus. For SDUGA 2040's official authorization process, CoFaMiSu, which involves representatives from major organizations (incl. MCLU, DAA, and AMUGA) need to discuss and finalize the contents of SDUGA 2040 and PUD guidelines to be fully agreeable. Furthermore, post-project activities have been outlined by the JICA experts' team leader. The ability to sequentially execute these post-project activities is crucial to achieving the overall goals, necessitating strong ownership even after the project's conclusion.

Stakeholders' interviews confirm that urban development in Greater Abidjan is a national-level priority, underscoring a commitment to advancing SDUGA 2040, which clarifies this strategic direction. Positive impacts are anticipated primarily from an economic perspective, followed by expected impacts on the environment and society. Economic benefits include anticipated economic growth and job creation through improved transportation networks and appropriate expansion of commercial districts, leading to increased income, consumption, and improved living standards. Concurrently, effective environmental conservation and water quality preservation are expected outputs, with diverse positive impacts expected from the promotion of the master plan.

While negative impacts were not specifically highlighted in interviews or surveys, there is general recognition of potential risks associated with excessive economic development, such as increased land prices, inflation, and widening wealth disparities. Additionally, centralized management of urban development could hinder decentralized urban management, which might be desirable for some cases in the long-run.

Therefore, it is evaluated that project impacts are positive, but it is advisable to maintain a dynamic process through regular democratic discussions and updates within SDUGA2040 and PUD guidelines, rather than rigidly fixing its framework, to mitigate these potential risks and foster sustainable urban development effectively.

3.1.6 Sustainability

The sustainability is be assessed from the perspectives shown in Table 3-7.

Table 3-7 Sustainability: Perspectives, And Questions

Main Perspectives	Main Questions	Specific Questions
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Policies & Institutions	Has the necessary policy and institutional backup been established to sustain the project effects?	For implementation of SDUGA2040, is there enough institutional backup?
	Does the project content match the development needs of society and is the project expected to continue and develop?	Is there any policy framework to implement SDUGA2040?
Organization and structure of the implementing agency	Has the organization and structure of the implementing agency necessary to sustain the project's effectiveness been established?	Which organization will lead the implementation of SDUGA2040?
	Is there sufficient ownership of the project by the implementing agency?	Do they have now ownership to implement SDUGA2040?
Implementing Agency Technology	Does the implementing agency have a sufficient level of technology necessary to sustain the project's effectiveness?	Do they have now technology to implement SDUGA2040 within the organization?
	For projects targeting pilot sites, is the technology replicable in other regions and can it be deployed by the implementing agency?	Are the trained task force members able to conduct what they have learned in other areas?
Implementing Agency Finances	Based on the financial balance of the implementing agency, is it highly likely that the financial resources necessary to sustain the effects of the project will be secured in the future?	Are there enough financial backups for implementation of SDUGA2040? Any evidence for it?
Other factors	Is there any factor influence on sustainability?	Is there any factor related to the implementation of SDUGA2040 and PUDs?

Source: JICA Project Team

Taskforce members selected from key organizations such as MCLU, DAA, and AMUGA play crucial roles as administrators in the implementation and management of SDUGA2040. They are expected to spearhead the advancement of SDUGA 2040 within their respective organizations, as evidenced by their enthusiasm observed during the stakeholder interviews. However, their practical involvement in the working for SDUGA2040 was limited due to the fact that they did not have enough time to work with the JICA experts. Their primary involvement were merely the review and feedback of deliverables prepared mostly by JICA experts (as external consultants), who brought high levels of expertise to the project.

On the technical front, taskforce members have undergone extensive trainings (sometimes they are called “discussion session”) on master planning and foundational techniques across 5 collaborative sessions, earning high praise for the content and rating their own comprehension and satisfaction highly among the participants. Despite this, their hands-on involvement in SDUG A2040’s creation was limited, with little participation in survey works throughout the project period. Their role primarily involved reviewing and providing feedbacks on materials prepared mainly by JICA’s highly skilled experts (external consultants).

The future capability of the taskforce members to conduct substantial revisions to SDUGA2040 without JICA experts remains uncertain. Survey results from JICA experts show technical transfer was limited. Given that taskforce members are government officials, it’s impractical to expect them to develop a master plan from scratch as consultants, suggesting that ‘technical transfer from experts’ as part of JICA’s technical cooperation may not be a realistic expectation. This project stands out for its strong emphasis on development study and its goals for tangible technical outputs such as the quality masterplan.

Financial sustainability appears robust, as evidenced by realistic plans for the post-project implementation budget of SDUGA 2040 based on current financial assets. CoFaMiSu, established to champion SDUGA 2040, has continuously been driven by MCLU, reflecting a proactive vision in securing necessary budgets and minimizing concerns about sustainability, based on their interviews. Despite some gaps in technical sharing cultures or systems among staff of the organizations, their expressed willingness to foster such “information sharing/ in-service training” practices within their organizations indicates potential for future improvements in this area.

In conclusion, while the project demonstrates sustainability in terms of financial planning and organizational commitment, challenges remain regarding technical independence and the fostering of a robust culture of technical sharing/ in-service training among taskforce members. These aspects will be crucial in ensuring the long-term success and sustainability of SDUGA 2040 beyond the project's completion.

3.1.7 Coherence

The coherence is assessed from the perspectives shown in Table 3-8.

Table 3-8 Coherence: Perspectives, And Questions

Main Perspectives	Main Questions	Specific Questions
Cooperation with other JICA and other projects?	Did the project have specific linkages (mutual complement, harmonization, coordination) with other JICA or donor projects? Any synergies?	Is there any other project to support implementation of SDUGA 2040?
Cooperation with other business/ frameworks?	Did the project have specific linkages (mutual complement, harmonization, and coordination) with other projects by other actors rather than donors? Any synergies?	Are there any other private or public initiatives to support implementation of SDUGA 2040?
	Are the expected synergies and interconnections recognized?	What kind of synergies are expected among them for implementation of SDUGA2040?
Cooperation with international frameworks	Did the Project align with international frameworks (international goals and initiatives such as the SDGs, international norms and standards) and implement specific initiatives?	What the position of the project (including SDUGA2040) is in the SDGs framework?

Source: JICA Project Team

The project's coherence can be evaluated on its alignment with national and international development goals, its contribution to achieving SDGs (Sustainable Development Goals), and potential synergies with other projects.

The project demonstrates strong coherence. It aligns with both the Government of Côte d'Ivoire's national development strategy and JICA's Country Development Cooperation Policy for the country. This ensures the project contributes to broader development goals of both policy and strategy. Furthermore, the project directly supports achieving SDG 11: "Make cities and human settlements inclusive, safe, resilient and sustainable." Its focus on sustainable urban development aligns with this SDG's targets, whose achievements can be accelerated by the project's collaboration with other projects under SDG11. SDUGS 2040 is a comprehensive urban development master plan, therefore its relevance to SDGs is not limited to SDG 11, but extends into the economic sphere (SDG 1, 8 and 9), environmental sphere (SDG 14 and 15), and social service sphere (SDG 6) as the SDUGA 2040 vision indicates.

The project also has significant potential for synergies with other initiatives. World Bank projects PACOGA and PARU are expected to benefit from the project's SDUGA 2040 (master plan) and PUD (detailed development plan) guidelines and RGU (SDUGA2040 general urban regulation) table of contents. For further collaboration, the project staff who is also an officer of MCLU will act as a liaison point.

For more practical collaboration in the future, the project's "geoportal" pilot could be a valuable tool for Côte d'Ivoire's "Smart City" initiative for sustainable urban development. This demonstrates the project's potential for long-term positive impacts through the expanded "geoportal" as a platform of multiple urban planning data beyond the boundaries of stakeholder organizations, that contribute to the country's overall urban development goals.

3.1.8 Conclusions

The project's necessity in guiding Abidjan's urban development towards sustainable and appropriate growth is evident from national policies, Japan's cooperation policies, and on-the-ground challenges. The project objectives were set to enhance the formulation and implementation capabilities of the SDUGA 2040 master plan and detailed district plans, with the required outputs serving as the means to achieve these objectives. The deployment of a highly qualified Japanese consultant team enabled the production of high-quality deliverables in a short period, while also contributing to the technical advancement of counterparts.

The project faced challenges such as the adverse effects of COVID-19 and delays in collaborating projects. The delay in the preparation of PUDs under PTUA, PACOGA and PARU with the assistance of the World Bank and the African Development Bank was an influencing factor, which required modification of the approach for Output-2 as explained in "Modification of PDM". By modifying the approach to Output-2, it overcame these obstacles by maintaining focus on its objectives and adapting flexibly to field conditions.

On the other hand, from the perspective of technology transfer, there was insufficient time for collaboration between JICA experts and counterparts. The primary approach involved JICA experts creating deliverables, and counterparts then reviewing and providing comments. This was due to factors such as time constraints for both management-level counterparts and JICA experts, as well as the short-term involvement of JICA experts. Furthermore, there are differing opinions among stakeholders regarding whether technology transfer should be the primary focus in a technical survey for engineering issues like this project.

The project's achievements are highly commendable, having met its project purpose within the timeframe and budget, producing high-quality deliverables, establishing the CoFaMiSu platform to promote the master plan, and laying the groundwork for the pursuit of higher-level goals. While challenges remain regarding these higher-level goals, it is anticipated that Abidjan's sustainable urban development can be achieved by continuously implementing the activities outlined in the recommendations, leveraging the platform established by this project.

Chapter 4 For the Achievement of Overall Goals after the Project Completion

Based on the findings of the evaluations, the following recommendations and lessons learned are drawn.

4.1 Recommendations

For Short-Term Initiatives for Overall Goal:

- 1) **Prioritize Timely Approval of SDUGA 2040 by MCLU.** As the foundation for all subordinate regulations and plans, securing timely approval of SDUGA 2040 by the Ministry of Construction and Urban Planning (MCLU) is critical.
- 2) **Finalize and Disseminate SDUGA2040 General Urban Regulation (GRU).** Building on the table of contents developed in the SDUGA 2040 pilot project, the GRU should be prepared and disseminated widely to stakeholders involved in Urban Development Plans (PUd). This will promote consistency and improve the quality of PUd preparation through the application of the established guidelines.
- 3) **Integrate Sector Plans into PUd.** It is recommended to facilitate the integration of sector plans proposed in SDUGA 2040 (transport, water supply, sewage, solid waste management) into the development of PUd and sector master plans.

For Medium- to Long-Term Initiatives:

- 1) **Expand Pilot Activities.** The successful pilot activities conducted in SDUGA 2040 should be scaled up into full-fledged programs. This includes developing a comprehensive geospatial portal system for widespread dissemination of urban planning information and establishing a traffic information collection and management system for efficient traffic control and effective transportation planning for the entire Greater Abidjan area.
- 2) **Promote High-Priority Project Implementation.** The implementation of both high-priority projects proposed in SDUGA 2040 (by 2030) and the long-listed projects with a 2040 target date should be promoted.
- 3) **Strengthen CoFaMiSu and Cross-Sectoral Coordination.** CoFaMiSu should be maintained and expanded where necessary (Coordination Framework for Abidjan Master Plan Implementation and Monitoring) to facilitate effective coordination across various sectors involving all stakeholders.
- 4) **Strengthen Regulatory Systems.** Regulatory systems to support SDUGA 2040 should be enhanced. This may include enacting legislation to protect the Grand Bassam Wetlands under the Ramsar Convention.
- 5) **Enhance Capacity Building.** The capabilities of local governments (municipalities) should be strengthened to effectively implement PUd as planned. Additionally, a more robust organizational structure could be created to manage urban issues in entire Greater Abidjan from a wide regional perspective. Finally, financial management capabilities should be enhanced to meet the increasing demand for infrastructure development funds, potentially by improving the public-private partnership system.

For Sustainability:

- 1) **Establish Knowledge-Sharing Mechanisms.** Training programs and information-sharing processes should be implemented within taskforce member organizations. This should include sharing the tools and methodologies adopted by the project, along with the necessary know-how for their effective use.
- 2) **Maintain a Monitoring Platform.** CoFaMiSu or a similar platform should be continued for ongoing monitoring of the progress of SDUGA2040 and other related plans.
- 3) **Expand the Geospatial Portal.** The project's tools and methodologies should be utilized to expand the pilot geospatial portal to other relevant units. This will create a comprehensive GIS platform for the sharing of all relevant geospatial information.
- 4) **Consider dispatching a long-term expert to MCLU.** This expert will serve as an advisor to support the promotion and dissemination of SDUGA 2040 both technically and institutionally over the medium to long term.

4.2 Lessons Learnt

Lessons learned are drawn as follows.

- Understanding the specific needs of each counterpart at the beginning of the project is crucial for fostering effective collaboration. By engaging in a participatory process, project planners can ensure that the perspectives and requirements of all stakeholders are considered. This approach helps build a sense of ownership and commitment among counterparts, leading to a more harmonious and productive working environment.
- Mid-term evaluations are essential for the early detection and resolution of issues that may arise during the project's implementation. By assessing progress at the midpoint, project managers can identify any deviations from the plan, unforeseen challenges, or emerging opportunities. Early intervention not only mitigates risks but also optimizes resource allocation and enhances stakeholder confidence in the project's success.
- Project Design Matrix (PDM) specifically for "quality-deliverable-oriented technical cooperation" needs to be tailored for its purpose. Creating an urban plan, for instance, demands a high level of technical skills and experience. In such cases, experts need to focus their time on producing high-quality outputs rather than on training. Therefore, technology transfer cannot be the primary component. This is particularly true when the time allocated for expert input is limited, making it unrealistic to expect significant training and capacity-building alongside the delivery of complex project outputs.

4.3 Monitoring Plan from the End of the Project to Ex-post Evaluation

As outlined in the recommendation above, after the project is completed, the implementation of SDUGA 2040 will be regularly monitored through the "CoFaMiSu" coordination system established by the project. Three to five years after the project's completion, an ex-post evaluation of the project's post-implementation effects will be conducted from the perspective of the six evaluation criteria mentioned above, and lessons learned will be extracted.