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Abstract



Côte d'Ivoire stretches over 322,465km² along the coast of West Africa and borders five countries: Ghana in the east, Burkina Faso and Mali in the north, and Guinea and Liberia in the west. The country's population of 22.8 million is ethnically rich and religiously diverse, but it has gone through a 10-year civil war, which deteriorated basic social conditions and system in education and health. With the end of the civil war, President Alassane Dramane Outtara was formally inaugurated in May 2011 and has announced the '4-year National Development Plan (Plan National du Développement; PND)' in March 2012. With the implementation of PND, Côte d'Ivoire has maintained a high GDP growth rate above 8% and has recovered its international creditworthiness with the return of African Development Bank (AfDB) headquarters from Tunis to Abidjan, the capital. It is thus expected that the President will win the second presidential election at the end of 2015 without contestation.

Since the establishment of bilateral diplomatic relations in 1961, Côte d'Ivoire and Korea has strengthened ties through the Summit in July 2014, ranging from cooperation in trade, investment, infrastructure, energy, agriculture, pharmaceuticals, education to sports. Reflecting the strengthened economic and diplomatic ties between two countries, KOICA has pursued this research project to design the overall bilateral grant-aid framework and implementation plan.

In pursuit of setting the course for KOICA's future development cooperation with Côte d'Ivoire, the research project reviewed Côte d'Ivoire's development environment and national development strategy, along with the international assistance trends. In order to establish an overarching strategic framework and specific action plans, the research team utilized a variety of analytic tools, such as quantitative analysis, literature review, interviews and meetings with experts, and field study. The research project adds value through a comprehensive analysis on local demands by weaving in results from a field study and quantitative analysis. Côte d'Ivoire's development needs and Korea's capacity for

ODA assistance were drawn from gaps between Côte d'Ivoire and benchmarking countries, as measured by key indicators in relevant sectors.

Through an in-depth analysis of Côte d'Ivoire's socioeconomic and political environment as well as sectoral development conditions, the research team has identified Côte d'Ivoire's national development challenges as follows:

- Limited access to basic social services in areas affected by the civil war
- Inefficient public administration
- Insufficient HRD system corresponding to industrial demands
- Aging infrastructure and environmental issues related to urbanization of Abidjan
- Regaining the position as a logistics hub in West Africa

A decade of civil conflict has limited access to water and sanitation facilities in Abidjan and northwestern regions, worsened nutrition issues and deteriorated maternal and child health problems. Accessibility to basic social services has been hampered, as schools and hospitals were destroyed or closed. Crucial human resources have also been displaced to other regions, owing to political instability in Côte d'Ivoire. In addition, political instability has weakened national governance, especially due to the damage to the administrative system, loss of non-digitalized documents and worsened corruption. Moreover, attraction of foreign investment has been limited as the business environment and related administrative system are still far from reaching its potential. Meanwhile, youth unemployment has remained significantly high, due to the lack of adequate education and vocational training services during the political unrest, while the proportion of youth population has rapidly increased in the last decade. Although recent flourish of jobs stemming from expanding economy has provided new opportunities for the youth, there is still a shortage of good quality labor force that may satisfy the market demands and meet the labor supply.

The population of Abidjan has reached its peak at 4.3 million, or 20% of the total population, and is expected to grow continuously with recent surge of foreign investors, companies and international organizations into the city. Meanwhile, urban infrastructure in Abidjan is insufficient to accommodate a rising population in terms of scale and services. Hence, conditions of numerous traffic problems (e.g., congestion, high traffic accident rate and poorly organized public transportation system), inadequate water facilities, poor waste management system, have aggravated.

Notwithstanding these issues and despite the weakened role in the region, Côte d'Ivoire has a considerable growth potential as a gateway to West Africa, given its significant freight volume to and from neighboring countries through its port, rail and road infrastructure. Thus, Côte d'Ivoire needs to regain its position as a logistics hub in West Africa by investing in logistics and transport infrastructure. Improving the rail and road infrastructure will strengthen its relations with landlocked neighboring countries. Moreover, it needs to equally expand and improve maritime and aviation infrastructure to meet international standards.

In order to tackle aforementioned national challenges, the government of Côte d'Ivoire has been implementing development projects based on the 2012-2015 PND. The PND aims to transform Côte d'Ivoire into an emerging country by 2020 and to halve the poverty rate. The strategic goals of PND include (1) leading a harmonious life in a stable society where good governance is assured, (2) pursuit of sustainable and inclusive growth through fair distribution and creation of national wealth, (3) improvement of access to high quality social services for women, children and other vulnerable groups, (4) enabling life in a healthy and sustainable environment, and (5) reaffirming Côte d'Ivoire's international and regional position.

As the implementation period of the 2012-2015 PND ends before the presidential election in October 2015, the government of Côte d'Ivoire has published a review report on the 1st phase of PND in May 2015. Of 2,848 action plans, 459 plans have been identified as priority action plans and 167 plans were finalized during 2012-2014, with the completion rate of 36.38%. The Ivorian government has been implementing the 1st PND until 2014 with a focus on economic transition as a means to reduce poverty as well as on the construction of basic infrastructure, such as transportation and energy. The government is expected to focus on inclusive growth by strengthening social sectors (i.e. education, health, etc.) in the next development plan. Specific areas of focus include employment of women and youth, political security and stability, universal education and compensations for the victims of conflicts. Also, realization of universal education (L'école pour tous), rebuilding health and sanitation infrastructure, effective implementation of national health insurance, and strengthening sound governance for fair compensation to the victims and families affected by long political unrest will be the primary focus of the next plan.

Furthermore, Côte d'Ivoire has established sectoral strategies in health, education, agriculture and public governance. The Ministry of Health formulated 2012-2015 National Health Plan (Plan National de Développement Sanitaire; PNDS 2012-2015) to rebuild the public health system and to improve national primary health care, including maternal and child health. It aims ①to strengthen governance and leadership of the health ministry, ②to improve the quality and accessibility of healthcare services, ③to improve the health of mothers and children under five, ④to strengthen the fight against diseases and hospital infections, and ⑤to strengthen infection prevention, promote awareness in health and increase access to proper medicine. Meanwhile, the Mid-term Action plan in education and training for 2012-2014 (Plan d'Action à Moyen Term 2012-2014; PAMT 2012-2014) was jointly formulated by three relevant ministries, the Ministry of national education and technical training (Ministère de l'Education Nationale et

de l'Enseignement Technique; MENET), the Ministry of higher education and scientific research (Ministère de l'Enseignement Supérieur et de la Recherche Scientifique; MESRS), and the Ministry of employment, social affairs and vocational training (Ministère de l'Emploi, des Affaires Sociales, et de la Formation Professionnelle; MEASFP). The goals of the strategy include ①efficient use of financial/physical/human resources and establishment of fair and sound educational platform, ②recovery of vocational training capacity, ③enhancement of capacity for accommodating more students and restoring existing schools' functions, ④improvement of cost efficiency in constructing new classrooms, and ⑤introduction of a new scheme for hiring teachers in alignment with public finance. For the agricultural sector, the National Strategy for the development of Rice for 2012-2020 (Stratégie Nationale de Développement de la filière Riz; SNDR 2012-2020) aims to generate high income through rice-related agricultural activities, to produce high quality rice products, to reduce national poverty and to achieve food security. Detailed objectives are 100% self-sufficiency in national rice until 2016 (Phase 1), build-up of a safety or buffer stock until 2018 (Phase 2) and growth as a rice-exporting country (Phase 3). To improve productivity and market access, the government plans to 1) strengthen assistance on production technology and 2) promote the development of local rice products and value chain in the rural area. Lastly, the e-Government initiative was jointly established by the Ministry of post and ICT (Ministère de la Poste et des TIC; MPTIC) and National Agency for universal telecommunication service (Agence Nationale du Service Universel des Télécommunications; ANSUT), which mainly aims to foster administrative efficiency and provide high-quality information to citizens and companies.

The international community has joined Côte d'Ivoire's efforts towards achieving the development plan. The total ODA amount for the last ten years averaged 1.5-2 billion USD, with a temporary surge in 2009 and 2012 for a large scale debt relief. Further breakdown of Côte d'Ivoire's ODA by sector shows that

debt relief accounts for 64% of the total ODA, followed by program support (16%), social infrastructure and service (11%) and humanitarian aid (4%). In terms of ODA types, debt relief amounted to 61%, while budget support and projects amounted to 17.9% and 18.12%, respectively. In addition, 30.4% and 27.7% of debt relief respectively came from the World Bank and France, followed by other European countries.

France, Germany, USA and Japan are among the main donors, while the World Bank (IDA), EU, AfDB stand out from multilateral agencies. Meanwhile, Korea ranked 21st among bilateral partners, with respect to the average amount of aid during 2011-2013. AFD is the largest donor agency in Côte d'Ivoire that mainly supports urbanization/water and sanitation, transport infrastructure, education/vocational training, agriculture/rural development, based on the C2D (Contrat de Désendettement et de Développement mechanism). The total budget of the 2nd C2D for 2015-2020 will likely be doubled in comparison to that of the 1st C2D, with general budget support accounting for approximately 30% of the total budget. JICA initiated bilateral cooperation with Côte d'Ivoire in 1993 by dispatching volunteers. JICA temporarily withdrew in 2002 and suspended its involvement in 2010 due to the post-election crisis. By the end of the civil war in 2011, however, JICA resumed cooperation by reopening its office in Abidjan, and is currently supporting five major programs (i.e., restoration of governance, restoration of confidence in administration, reinforcement of economic infrastructure, promotion of industrial development, and promotion of primary sector). About 10 million USD of JICA's budget goes to technical assistance, while 30-40 million USD is given out as grant aid. The ODA amount for both modalities will likely remain at the current level. USAID has reopened the Abidjan Office in 2011 and has supported Côte d'Ivoire with a focus on HIV/AIDS (75%). It plans to expand and focus cooperation in economic development and the private sector. GIZ has been active in Côte d'Ivoire in areas of agriculture, infrastructure, security and environment.

World Bank focuses on governance, agriculture, private sector, infrastructure and basic social services. It is also updating the Country Partnership Strategy (CPS) in accordance with the 2nd PND. The World Bank is expected to support approximately 750 million USD in the next CPS, which is twice the budget of the current CPS. EU pledged 2.73 billion Euros under the 11th National Indicative Programme (NIP, 2014-2020) in order to support national security and peace building, agriculture, food security and energy. AfDB operates based on the Country Strategic Plan (CSP, 2013-2017) that focuses on (1) strengthening governance and accountability and (2) supporting economic revival by constructing infrastructure in various areas, such as agriculture, transportation and energy. It also aims to widen the scope of cooperation from the national level to the regional level in West Africa.

Most donor agencies are preparing for new cooperation strategies and doubling the budget, while taking into account the upcoming presidential election and the establishment of the 2nd PND. AFD signed the 2nd C2D (2015-2020/1,120 million Euros) with twice the budget of the 1st C2D (2012-2015/630 million Euros), while the World Bank is planning on establishing a new strategy (2015-2018/750 million USD) by this year, which replaces the existing strategy (2010-2015/350 million USD). USAID is also aiming to double the current annual budget of 140 million USD. This trend of budget expansion is based on the recovery of Côte d'Ivoire's political and economic importance in West Africa. In particular, as international companies (e.g., German pharmaceutical company 'Bayer') and international organizations' regional headquarters (e.g., AfDB) are returning to Côte d'Ivoire, donors are actively supporting the reemergence of Côte d'Ivoire through increased aid. Furthermore, the Millennium Challenge Corporation (MCC), a bilateral United States foreign aid agency, has selected Côte d'Ivoire for the Threshold Program in infrastructure with half a billion USD, and is expected to expand the ODA scale and business in Côte d'Ivoire.

Since 1991, KOICA Côte d'Ivoire Office has supported a total grant aid of 961 million USD, which comprises of four projects, 22 cases of aid in kind/in cash and invitational training for 227 persons as well as dispatch of two volunteers and two medical personnels. KOICA's cooperation was suspended after the civil war but resumed in 2002 and has been rising since 2006. In fact, 60% of the total ODA grant was given after 2006. Types of aid include projects (36%), aid in kind/in cash (27%), invitational training (20%) and dispatch of medical personnels (13%). KOICA has been active in the health sector, especially in the treatment of diseases, such as malaria, buruli ulcer and fistula. Moreover, it has assisted informatization in education by implementing the project for developing IT system for the national university in Abidjan. KOICA has also supported informatization of public administration by designing the intranet for the Ministry of Education. Following the 2014 summit, KOICA has been planning to launch the phase II project of fistula treatment in cooperation with UNFPA, as well as to support water and sanitation project in cooperation with AFD. Other projects include construction of Korea-Côte d'Ivoire Sport, Culture and ICT cooperation center and project for improving the transport system in Abidjan. Aside from KOICA, EDCF provides assistance in the Saemaul Undong project and the establishment of national informatization strategy through KOAFEC, while the Ministry of Agriculture, Food and Rural Affairs operates through KAFACI.

This research further laid out KOICA's cooperation framework for Côte d'Ivoire based on the analyses on Côte d'Ivoire's development environment and policy, trends and characteristics of international communities' assistance, and Korea's ODA outcomes.

A new direction in KOICA's cooperation strategy in Côte d'Ivoire should be to support Côte d'Ivoire's post-war challenges, such as national reconstruction and economic revitalization. It is thereby recommended that the first strategic priority be to reintegrate communities and to cultivate human resources, while the

second strategic priority should be to modernize public administration and urban infrastructure, both of which have been affected by political conflicts.

The civil war from 2002 to 2011 is the most important factor in national development, especially as it destroyed the social infrastructure and collapsed communities in the Abidjan and northwestern areas, where conflicts have been most intense. Taking this into account, KOICA should focus on rebuilding basic social services (i.e. water/sanitation, health and education, etc.) in the affected areas in order to give greater support to national reconciliation and community reconstruction. Public administration and urban infrastructure that has been damaged or outdated by the civil war are also major obstacles to national reconstruction. There are numerous problems in public administration, such as the weakened administrative system, loss of documents, inadequate business environment as well as insufficient urban infrastructure in major cities like Abidjan, especially given the increasing population. Thus, KOICA can contribute to national reconstruction by modernizing the public administration and urban infrastructure.

After a careful synthesis of quantitative and qualitative analyses, health and infrastructure have been identified as priority sectors, followed by public administration and education. Health is not only KOICA's top priority sector, but also the nation's priority, especially due to weakened national health system and new challenges in the region, like the Ebola crisis. The order of priority also stems from the fact that three projects, such as the project for Buruli ulcer treatment, the project for malaria prevention and the project for fistula treatment, were successfully implemented by KOICA with strong support from the Ministry of Health in the last 10 years. In addition, phase II project of fistula treatment and project for water and sanitation are firmly placed in KOICA's pipeline.

Infrastructure has been selected as the second priority sector, especially in response to a growing need of assistance to reconstruct and improve urban infrastructure in Abidjan. Upon considering the Ministry of Economic Infrastructure's high willingness to cooperate, KOICA is also planning on implementing a project for improving the transport system in Abidjan.

With regard to public administration, there is a political need and strong support to computerize and improve administration in order to tackle national challenges and position Côte d'Ivoire as an economic hub in West Africa. As KOICA is considering to support e-government initiatives of the government of Côte d'Ivoire, the sector deserves to be selected as the 3rd priority sector.

Education has a high political priority, especially with respect to improving access to education in affected areas and training youth professionals in the industry. Moreover, the Ministry of Education also shows activeness and high willingness to cooperate. However, it was selected as the 4th priority sector, as the effectiveness and impact of prior assistance have not been formally evaluated.

The sectoral cooperation program and plans are as follows.

With regards to health sector, the main goal is to improve maternal and child health and enhance access to water and sanitation. Projects that may fulfill these goals are 1) community-driven health project for maternal/child health and improved access on water/sanitation and 2) training basic healthcare professionals. These projects may benefit from partnering with multilateral or bilateral agencies and international NGOs that possess ample experience and capacity in the sector.

In case of infrastructure sector, the overarching goal should be to improve urban infrastructure in Abidjan. As such, the following projects are recommended for Abidjan: 1) Project for improving the traffic system and 2) Project for improving water supply, drainage and waste management. These projects may be pursued as a joint program that ties in development consulting project (DEEP) and small-scaled pilot project. Cooperating with experienced agencies like JICA and the World Bank may contribute to greater cost-effectiveness and could mitigate risk factors.

With the goal of modernizing public administration and developing human resources, it is advisable to pursue stand-alone projects for national and ministerial e-government initiatives and vocational training projects.

In the short-term, KOICA should focus on community-driven health projects for maternal/child health and water/sanitation in order to support reconstruction of the community and social services network, which is the most pressing post-conflict issue. In the mid-to long-term, KOICA should focus on improving urban infrastructure in Abidjan and supporting informatization of public administration. In terms of sectors for mid- to long-term intervention, it is advisable for KOICA to implement a comprehensive program which includes conducting a thorough basic study, establishing the strategy, implementing pilot projects and improving the capacity of relevant stakeholders.

Given Côte d'Ivoire's strategic position in West Africa, strong government leadership, prospects of rapid economic growth, upward trend of ODA as well as willingness of both governments to strengthen bilateral relations, it is advisable to position Côte d'Ivoire as KOICA's priority partner country in the near future. Although Côte d'Ivoire has been excluded from the list of 2nd phase priority partner countries announced in March 2015, KOICA needs to give positive consideration on selecting Côte d'Ivoire as future priority partner country in the

African region. It is thus necessary to systematically develop projects and to expand human resources of KOICA Côte d'Ivoire Office over the next three to four years.

As identified in the field study, the current workforce of KOICA Côte d'Ivoire Office needs to be expanded significantly. In case of difficulties in dispatching new Korean staffs to KOICA Côte d'Ivoire Office, KOICA should consider recruiting two or three senior local staffs who have experience in other donor agencies or international organizations. Increased local staff capacity would also benefit KOICA Côte d'Ivoire Office to actively participate in donor working group meetings, which would lay strong basis for KOICA to become a leading emerging donor in Côte d'Ivoire.