eVALUation Matters

A Quarterly Knowledge Publication on Development Evaluation

Evaluation as a driver of reform in IFIs

Fourth Quarter 2017

AFRICAN DEVELOPMENT BANK GROUP

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*From **knowledge** to **action**...*
*From **action** to **impact***

eVALUation Matters

Is a quarterly publication from Independent Development Evaluation at the African Development Bank Group. It provides different perspectives and insights on evaluation and development issues.

Editor-in-Chief:

Kate Stoney, Communication Consultant.

Acknowledgments:

IDEV is grateful to all contributors, reviewers, editors, and proofreaders who worked on this issue, in particular:
- Mireille Cobinah-Ebrottie, Evaluation Knowledge Assistant
- Aminata Kouma, Knowledge Management, Junior Consultant
- Karen Rot-Munstermann, Manager, IDEV

Design & Layout:

Visual Identity Creative Ltd.
Director: Jonathan Newham
Editorial design: Francisco Marrero

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Fourth Quarter 2017

What is the added value of independent evaluation focused not on projects and programs but on organizations themselves? Does it help organizations deliver more and better? Does evaluation evidence have any impact on the way development organizations are managing themselves?

For IFIs and other international development agencies, having an effective organization is a prerequisite for achieving development effectiveness, and indeed doing so efficiently. But do development organizations, staffed by economists, engineers and social scientists and focused on their core objective of development results, sometimes overlook the essential building blocks of effective and efficient 21st century organizations? While traditionally the domain of management consultancy, independent evaluations are now moving into the organizational space, transparently examining issues as diverse as people management, policy making, budget management, procurement and structural reforms. What have evaluations of organizational management, processes and procedures taught us about what works, and are organizations receptive to the evaluation evidence in these areas? Can evaluations keep up with the pace of evolving best practices in the private sector in order to help development organizations become nimble and effective?

News in pictures, page 62

Table of contents

"Evaluation can influence corporate reform and changes in behaviour by addressing persistent dysfunction within systems and processes."

Erika Ismay MacLaughlin

eVALUation Matters

Published December 2017

Editorial Calendar

Q1 2018
Building supply and demand for evaluation in Africa

Call for contributions:

Evaluation Matters is a quarterly magazine issued in both English and French, by IDEV, Independent Development Evaluation of the AfDB. We welcome topical articles from writers' original work and will be pleased to consider contributions for the themes in the above Editorial Calendar. See details at **http://idev.afdb.org/en/document/editorial-calendar-2017**

Find eVALUation Matters at http://idev.afdb.org/en/page/evaluation-matters-magazine

From the Evaluator General's Desk

Plato asked, "...why should we not calmly and patiently review our own thoughts, and thoroughly examine and see what these appearances in us really are?" From wherever we stand in the 21st Century, pressure to deliver on objectives in a corporate environment distances us from Plato's slow-paced 400 BC. International Financial Institutions (IFIs) are spurred by their shareholders to achieve development results with the highest levels of efficiency and are constantly seeking ways to achieve more and better.

Recognizing that institutional policies, processes and practices influence performance, and that improvements can make an institution more effective in its quest for results, IFIs are now increasingly subject to scrutiny from the inside out. Departments for quality assurance, results monitoring, process efficiency etc. have been established, and independent evaluation functions are also increasingly examining organizational management to ensure that the internal machine is "well-oiled" and fit-for-purpose.

The same applies to IDEV. Its evaluations of projects, sectors and regions still reach the four corners of the African continent, but to ensure that the internal organization and practices are optimal to achieving development. But now, more than ever before, we also look at how the AfDB manages itself to deliver, holding up a mirror to the Board, so it can thoroughly examine and see the AfDB's appearance. Plato's advocacy for introspection is proving relevant in today's quest for performance through evaluation in the organizational space.

"Despite years of evolution in development evaluation, systematic learning and its application continues to present challenges".

For IDEV, which has both accountability and learning in its mandate, corporate evaluations are an important instrument in driving reform. In recent years, it has examined institutional questions ranging from administrative budget management, policy – and strategy-making, procurement and the quality at entry of Country and Regional Integration Strategies to the implementation of Management commitments. It recently presented to the Board an evaluation of the Bank's Human Resources management (see article in this edition), and is currently undertaking evaluations of the quality at entry of public sector operations, quality of supervision, the Bank's self-evaluation systems and processes, and the Bank's Integrated Safeguards System.

Because they focus on key strategies and processes critical for institutional efficiency and development effectiveness, corporate evaluations are well appreciated by both the Board and Management of the AfDB.

- *They inform the Bank as it continually tries to improve its performance through ambitious transformation processes such as the new Development and Business Delivery Model and a policy of decentralization.*

Corporate evaluations are not the only drivers of reform. In this edition, contributors also examine harmonization and collaboration, the use of results tools, and the power of management-style language to bring IFI stakeholders closer to the corporate world, among other ideas for improving the organization in IFIs.

We hope you enjoy reading the contributions from authors within and outside the Bank in this edition of Evaluation Matters and look forward to hearing your stories of how evaluation is working for development.

Happy reading!

About the Evaluator General

Rakesh Nangia is the Evaluator General for Independent Development Evaluation at the African Development Bank. Prior to joining the AfDB, he spent 25 years at the World Bank, where he held several positions including Director of Strategy and Operations for the Human Development Network and Acting Vice-President for the World Bank Institute. He attended the Indian Institute of Technology in Delhi and Harvard University and holds degrees in business administration and engineering.

African development institutions and IFIs venture into evaluation for reform

The International Financial Institutions (IFIs) are seemingly comprised of an alphabet soup of acronyms. This article first seeks to clarify and categorize IFIs. Against the backdrop of a global IFI evaluation network, the Evaluation Cooperation Group (ECG), and experience in harmonizing evaluation practices in IFIs, the article explores the interrelationships between evaluations, IFIs and reforms. Finally, it introduces a new evaluation network on the African continent, the Evaluation Platform for Regional African Development Finance Institutions (EPRADI), which has drawn inspiration from the ECG.

Daniel Kofi Andoh, IDEV, African Development Bank

Of Definitions – IFIs, MDBs and MFIs

Wikipedia defines an **International financial institution (IFI)** as a financial institution that has been established (or chartered) by more than one country, and hence is subject to international law. Its owners or shareholders are generally national governments, although other international institutions and other organizations occasionally figure as shareholders. The most prominent IFIs are creations of multiple nations, although some bilateral financial institutions (created by two countries) exist and are technically IFIs. The best known IFIs were established after World War II to assist in the reconstruction of Europe and provide mechanisms for international cooperation in managing the global financial system. Today, the world's largest IFI is the European Investment Bank, with a balance sheet size of $772 billion in 2015.[2] This compares to the two components of the World Bank, the IBRD (assets of $358 billion in 2014)[3] and the IDA (assets of $183 billion in 2014).[3]

International financial institutions (IFIs) play a major role in the social and economic development programs of nations with developing or transitional economies. Their role includes advising on development projects, funding them and assisting in their implementation. Characterized by AAA-credit ratings and a broad membership of borrowing and donor countries, they operate independently.

IFIs achieve their objectives through loans, credits and grants to national governments. Such funding is usually tied to specific projects that focus on economic and socially sustainable development. IFIs also provide technical and advisory assistance to their borrowers and conduct extensive research on development issues. In addition to these public procurement opportunities, in which multilateral financing is delivered to a national government for the implementation of a project or program, IFIs are increasingly lending directly to non-sovereign guaranteed actors. These include sub-national government entities, as well as the private sector.

THE FOLLOWING ARE USUALLY CLASSIFIED AS THE MAIN IFIs:

- IMF
- World Bank
- International Fund for Agricultural Development (IFAD)
- European Investment Bank (EIB)
- Islamic Development Bank (IsDB)
- Asian Development Bank (ADB)
- European Bank for Reconstruction and Development (EBRD)
- Development Bank of Latin America (CAF)
- Inter-American Development Bank Group (IDB, IADB)
- African Development Bank (AfDB)
- Asian Infrastructure Investment Bank (AIIB)

▶ There are also several "sub-regional" multilateral development banks. Their membership typically includes only borrowing nations. These banks lend to their members, borrowing from the international capital markets. Because there is effectively shared responsibility for repayment, the banks can often borrow at a cheaper rate than could any one member nation. These Development Banks are usually setup under special Acts passed by the government, unlike other financial institutions such as commercial banks.

Development Banks share the following goals and objectives:

- to reduce global poverty and improve people's living conditions and standards;
- to support sustainable economic, social and institutional development; and
- to promote regional cooperation and integration.

To add to this mix are several multilateral financial institutions (MFIs). The MFIs are similar to MDBs but have more limited memberships and often focus on financing certain types of projects. Among their advantages to the borrower countries are that they help promote entrepreneurship and foster trade within foreign markets. They also are the largest source of financial and technical assistance to developing countries stimulating economic growth and development. Also, they can play an integral role in the development of international activities for the private sector.

IFIs, Reform and Evaluation

Though the earliest financial crisis dates further than the 1340 default of England, due to setbacks in its war with France, research on international financial institutions prior to England's financial crisis is patchy. The end of the Second World War marked a new era in which IFIs assumed greater prominence and a more ▶▶

EXAMPLES OF SUB-REGIONAL MDBs	EXAMPLES OF MFIs
Caribbean Development Bank (CDB)	International Finance Facility for Immunisation (IFFIm)
Central American Bank for Economic Integration (CABEI)	International Fund for Agricultural Development (IFAD)
East African Development Bank (EADB)	Nordic Investment Bank (NIB)
West African Development Bank (BOAD)	OPEC Fund for International Development (OFID)
Black Sea Trade and Development Bank (BSTDB)	Nederlandse Financieringsmaatschappij voor Ontwikkelingslanden NV (FMO)
Economic Cooperation Organization Trade and Development Bank (ETDB)	International Investment Bank (IIB)
Eurasian Development Bank (EDB)	Arab Bank for Economic Development in Africa (BADEA)
New Development Bank (NDB) (formerly BRICS Development Bank)	

important role in international finance and development. From this period to date IFIs have survived numerous global financial crisis and arguably thrived as they learnt and adapted to changing situations.

IFI governance challenges include issues of transparency, accountability and democracy/participation, with each of these feeding into one another. Accountability for example, depends upon transparency. Reforms have invariably been conducted to enable IFIs to better perform their mandates. Internal reforms involve IFI governance, and may either lay the groundwork for external reforms, or themselves be a result of successful external advocacy. These reforms are largely in response to the international community, and the uncertain state of the world economy with its ongoing shifts in global power. External reforms address the broader political and environmental landscape where IFI lending, interventions, projects and programs all have a degree of impact.

Some of the reforms can be narrowed down to specific cause-effect relationship exemplified by reforms aimed at improving the resilience of their members. The Bank for International Settlements (BIS), when conducting its task of developing international standards for the regulation and supervision of banks, took several years to introduce new capital requirements for banks, the so-called "Basel II", which incorporates credit risk of assets held by financial institutions to determine regulatory capital ratios.

In recent years, IFIs have made considerable progress in harmonizing the way they procure goods and services. In many cases, they are now using similar policies and procedures, although the interpretation of these approaches may still vary at the level of the individual institution. Evaluation has not been left out in this bid for harmony. To set the stage, independent evaluation is at the center of the operations of most of these IFIs, with most of them having departments dedicated to evaluation (i.e. the Independent Evaluation Group of the WB; the Independent Evaluation Office of the IMF; the Office of Evaluation and Oversight of the IADB; the Independent Evaluation Department of the ADB; the Independent Development Evaluation of AfDB; etc.)

In a 2016 presentation, Ruben Lamdany, Deputy director of the Independent Evaluation Office of the IMF, highlighted specificities of evaluations in IFIs. He termed these specificities "special elements". They were:

1. The audience is made up of non-borrowing member countries (i.e. donors), parliaments and tax payers, donor agencies and representatives at the IFI Board.

2. The systems for gathering evidence present uneven availability. IFIs are mostly dependent on borrowers to gather information and there is weak monitoring systems of projects and programs. All of these impact the selection of evaluation topics.

3. Modalities for adopting recommendations are sometimes unclear as they often involve many agents (e.g. Board, Management).

4. Systems for tracking implementation are weak as they often depend on borrowers and other beneficiaries.

5. Evaluation work analysis is less quantitative and model-based. Evaluations are focused on the quality on inputs, outputs and IFI performance (difficult to assess outcomes and sustainability). Random control trials are difficult to design and implement due to


BOSCH
GENERAL, REGION CENTRE,

Ruben Lamdany, Deputy director, Independent Evaluation Office of the IMF

- wide coverage and heterogeneous counterfactuals, metrics and ratings.

It was in this vein that following an assessment of the five major MDBs (the African Development Bank, the Asian Development Bank, the European Bank for Reconstruction and Development, the Inter-American Development Bank and the World Bank) in 1996, the Evaluation Cooperation Group (ECG) was established to promote a more harmonized approach to evaluation methodology. At that time the Working Group on Evaluation Criteria and Ratings for Public Sector Evaluation thinking was that a "determined effort needed to be made to harmonize performance indicators and evaluation criteria, taking into account the differing circumstances of each institution". One of the principles of the ECG was that the heads of the five MDB evaluation units should meet on a regular basis to exchange experience. A concrete achievement from this effort was the development and online publication of the ECG Big Book on Good Practice Standards in 2012 as an online document which addresses overlaps noted in the individual Good Practice Standards, and resolves differences in terminologies, without compromising the original intent of the four individual reports.

Enter the debutant- EPRADI

The experience of the ECG was not lost on some African financial institutions. In October 2013 at a symposium hosted by the Banque Ouest Africaine de Developpement (BOAD), gaps in the "monitoring and evaluation of development results" function of Regional African Development Institutions were highlighted. Participants raised the issue of providing the necessary financial and human resources to achieve effective M&E and also took cognizance of the lack of homogeneity in their methodological approaches, which resulted in an inability for institutional comparisons across the interventions in the continent. They also identified a fundamental need to improve accountability in projects and programs.

Building on the evaluation practice harmonization in ECG, a select group of Regional Development and Financial Institutions met on the sidelines of the annual meeting of the Evaluation Cooperation Group, and in April 2014 the Pretoria declaration heralded the launch of the Evaluation Platform for Regional African Development Institutions (EPRADI). On the premise that the ultimate goal of international Financial Institutions and Regional African Development Institutions interventions is to promote inclusiveness and reduce poverty and inequality in Africa, the members committed to harmonize evaluation methods and practices among Sub-Regional Development Institutions.

The founding members of EPRADI were: Banque d'Investissement et de Développement de la Communauté Economique Des Etats de l'Afrique de l'Ouest (BIDC); Banque Ouest Africaine de Développement (BOAD); Common Market for Eastern and Southern Africa (COMESA); Commission de l'Union Economique et Monétaire Ouest Africaine (UEMOA); Development Bank of Southern Africa (DBSA); East African

Community (EAC); and Eastern and Southern African Trade and Development Bank (known as "PTA Bank"). The Independent Development Evaluation (IDEV) of the African Development Bank is the only permanent observer and plays a catalytic role.

Progress so far

Since the 2014 Pretoria declaration, EPRADI has developed a concept note to guide its establishment and formed a core group to discuss issues related to coordination, planning and budgeting for the operationalization of the platform. The current team leader is DBSA having taking over from BOAD. The core group has been duly implementing the concept with EPRADI holding its first face-to-face meeting in Abidjan in November 2016. At this meeting members adopted their governance structure and action plan.

Given the different levels of capacity in the among EPRADI members, technical assistance has been provided to EPRADI members on evaluation methodologies and approaches by AfDB staff including a three-day workshop in October 2016 on "Quality at Entry of Projects

NEEDS IDENTIFIED BY EPRADI

- Develop the evaluation function among regional integration and development organizations/institutions by scaling up financial and human resources capacities to facilitate the use of evaluation for greater effectiveness, efficiency and accountability.
- Harmonize performance indicators and evaluation methodologies, practices and approaches.
- Share evaluation lessons and experiences including from other regional organizations/institutions as well as IFIs for enhanced to developmental results.
- Enhance evaluation professionalism within Regional Economic Communities and Development Finance Institutions.
- Collaborate with the Evaluation Cooperation Group of the IFIs to improve the evaluation culture.
- Create a platform for sharing evaluation knowledge and experience.

EPRADI AGREED ACTIONS

- Establishment of an Evaluation Platform for the Regional Economic Communities and Development Institutions.
- Constitution of an evaluation community comprised of the Heads/Representatives of Regional Economic Communities and Development Institutions in charge of the evaluation function.
- Promotion of an evaluation culture within our Organizations/Institutions to foster quality and professionalism and increase the contribution of the evaluation function to the achievement of our development objectives and results.
- Fostering collaboration with the Evaluation Cooperation Group in strengthening the evaluation function.
- Provision of a platform to share experiences and good practices in evaluation, leading ultimately to adoption of efficient and cost-effective evaluation methodologies and to undertaking joint evaluations.

and Monitoring Systems" which was hosted by the ECOWAS Bank for Investment and Development.

African regional developmental institutions have recognized and responded creatively to observed developmental gaps. If EPRADI members follow through on their declaration, EPRADI will serve to reveal unique challenges and solutions to contribute to the evaluation body of knowledge. EPRADI now requires active participation, commitment and cooperation from within and also externally from governments, civil society and Sub-regional development institutions. There is an important and rare opportunity for African IFIs and Sub-regional development institutions to advance its interests and the interest of Africa. eVALU

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Author's profile

Daniel Kofi Andoh is a Managing Partner of Cicada Consulting Ltd, he possesses expertise in the areas of Monitoring and Evaluation, Capacity Development, Programme Management, and Resource Mobilisation. Over a sixteen year period, as a consultant Daniel has initiated, implemented and oversaw various programs for UNDP, DFID, and WorldBank among other. Prior to that he was employed in the Public Sector consulting division of KPMG. Currently Daniel is spear-heading M & E capacity development on three distinct regional programs for the Independent Development Evaluation (IDEV) department of the African Development Bank (AfDB) in Cote d'Ivoire. Daniel is a winner of SLE-PLUS Berlin scholarship for International Development (2007) and the Singapore International Foundation–Standard Chartered Bank (SIF-SCB) African Scholarship Award for Postgraduate Studies (1999).

Value addition of organizational evaluation

Striving for an effective organization can be argued to be a prerequisite for programmes and projects in achieving sustainable development. Organizational evaluation is usually done by consultancies, but a critical examination of recent organizational questions such as human resource management, policy development, budgetary management, procurement and structural reform shows that independent evaluation is evolving.

This article seeks to answer the following research questions: what is the value addition of independent evaluation centered not on projects and programmes but on the organization itself, and are international financial institutions receptive to evaluation findings? How can independent organizational evaluation help to promote not only best practices but also opportunities for innovation that would not be seen from the day-to-day operational perspective?

Jean-Yves Adou and Sampson Osei, African Peer Review Mechanism

Introduction

Organizations are important social units of many shapes and sizes that play an integral role in the realm of development. These social units have evolved from small families and gatherings of people, into large government entities, private enterprises as well as civil society agencies. Organizations are not only composed of individuals, but are also made up of interdependent groups with different immediate goals, different ways of working, different formal training, and even different personality types.

Evaluation relies on Organisation for Economic Cooperation and Development – Development Assistance Committee (OECD-DAC) evaluation criteria, terminology and standards. The thrust of the OECD-DAC guidelines, however, is on projects and programmes, with little attention to organizational evaluation.

Organizational evaluation can be carried out internally (self-evaluation) or externally (independent evaluation). Lamdany and Edison (2012) state that the issue with self-evaluation is that it is difficult to determine whether the organization is "doing the right things," or just "doing things right". An independent organizational evaluation produces value by enhancing accountability and transparency, increasing competitiveness, sustainability, and triggering the organization of environmental forces that can boost performance.

> ***"Evaluation of the organization as a unit of analysis remains a black box as opposed to project and programme evaluation in development evaluation practice."***
> *Lusthaus and Rojas (2013)*

An overview of specific organizational evaluation frameworks and models

Over the past decades, researchers in the field of organizational theory and management have developed extensive arrays of frameworks and models for organizational evaluation. These frameworks and models have evolved with multivariate criteria of performance ranging from profit (especially in the private sector), to effectiveness and efficiency.

Recent models and frameworks which are based on experience, research and theory, have different performance dimensions and are widely recognized in the academic and development discourse. Each of these models highlights or reveals organizational phenomena that were overlooked by other models and serves to frame the evaluation in a different perspective, particularly with respect to the values used to assess an organization's performance. Lusthaus and Rojas (2013) classify these models into three main groups:

1. A model which identifies the best practices or standards associated with strong performance or organizational excellence;

2. A model which explores the relationship among variables;

3. A results framework which provides an implicit definition of organizational performance focussing on result achievement.

Scott (2003) also argues that despite the proliferation of different models, three conceptual frameworks continue to be used as primary guides to empirical investigations of organizations: rational, natural, and open systems. He further posits that depending on the purpose, models can further be classified into goal model, system model, procedure model, strategic constituencies model and competing values model. In this section, we give a brief overview of four specific widely recognized models in organizational evaluation. No one model can be applied universally to all organizational performance evaluation.

1. the 7-S Model, also known as McKinsey 7s Model;

2. the Open System Model;

3. the Causal Model of Organizational Performance and Change also known as Burke and Litwin Model;

4. the Universalia Institutional and Organisational Assessment Model (IOA Model).

Value addition of the independent evaluation of organizations

The primary motivation of organizational evaluation has been quality assurance and human resources development (see Brinkerhoff, 1988). The value addition of organizational evaluation goes beyond these benefits.

An independent evaluation of organization, using any of the models described in the previous table, enhances accountability and transparency. To be accountable implies that the organization must be willing to explain its actions to stakeholders and independent organizational evaluation compels organizations to establish, achieve, and regularly measure clearly defined levels of performance in their operations.

Another outstanding value addition of independent evaluation in the realm of performance improvement is increased competitiveness and sustainability due to continuous learning and reflection. Rather than accepting current practices, procedures, and policies, the evaluative organization seeks out opportunities to maximize value to external stakeholders as well as internal members. Focusing on the organization as the unit of evaluation leverages the culture of the organization, facilitates inter alia investment decisions, determines how best to allocate resources, directs research and development initiatives, selects appropriate strategies, maximizes contributions from personnel, and improves training programmes. When an organization, through its deliberate actions, incorporates the evaluative attitude into its operations, returns are maximized, and the organization thrives.

The external environment in which the organization operates plays a significant role in its success and performance. The IOA model stresses that the environment provides multiple contexts that affect

COMPARISON OF FOUR ORGANIZATIONAL EVALUATION MODELS				
	The 7-S Model	**Open System Model**	**Burke & Litwin Model**	**IOA Model**
Main Proponents	Pascale and Althos (1981); Peters and Waterman (1978)	Katz and Kahn (1966)	Burke and Litwin (1992)	Universalia; Lusthaus et al., 2002
Main Elements	This model describes seven inter-dependent factors of an organization in a holistic and effective way	This model depicts the structures and systems of an organization as an organic, process-oriented system that exists within the context of organizational climate and culture, and is open to influences of the external environment	This model suggests linkages that hypothesize how performance is affected by internal and external factors. Diagrammatically, transformation factors are placed at the top layer with the transactional factors at the bottom	This model helps an organization define and improve its overall performance (effectiveness, efficiency, relevance and financial viability) through analyzing its external environment (EE), Motivation (M), and Capacity.
Dimensions	Organizational structure; Strategy Statement; Systems; Shared values; Skills; Style and Staff	A strategic view of the overall direction, goal and objective; Execution of key elements in the organization's plans and organizational climate (culture, norm, etc.)	External environment; mission and strategy; leadership; organizational culture; structure; management practices; systems; work unit climate; task and individual skills; individual needs and values; motivation; and individual and organizational performance.	External environment: (administrative/legal, political, social/cultural, economic, stakeholders, technological, and ecological); Motivation : (history, mission, culture, and incentives/rewards); Capacity : (financial, programme and process management, inter-organizational linkages, strategic leadership, human resources, infrastructure, and culture); Performance
Basic Concept	Identify best practices; Goal, rational, and natural concept	Result, process and system oriented; rational, natural concept	System oriented; natural concept	System oriented, natural concept
Strengths	Helps facilitate organizational change and implement a new strategy.	Focuses on balance and sustainability and considers sub-systems within the organization	Provides an effective strategy to manage organizational change	Inherently prolem-solving and forward-looking
Limitations	Essentially inward looking. Negelcts stakeholders and settings of the organisations	Risk of neglecting primary beneficiaries or key stakeholders.	Effectivemess subject to how well each element is xplored and put to use.	Complex

Source: Authors' compilation

the organization and its performance, what it produces, and how it operates. Further, the report of the United Nations Development Programme (UNDP) states that many development projects within organizations either partially or fully fail because the intervention does not adequately address the enabling environment within which it operates (UNDP, 1993).

Organizational evaluation advises the organisation on the forces that can hinder or facilitate the performance and gives the organization the ability to adapt to the evolving circumstances. The organization continues to improve, simplify and align its processes and strategies as the environment metamorphoses. This can further induce the generation of new knowledge that can be utilized in the organization.

Independent organizational evaluation spurs the formation of a strategy for human resource planning. Organizations are expected to have manual of responsibilities that outline which positions report to which authorities and to whom certain tasks are or should be assigned. The performance of each employee with respect to the assigned responsibilities can be argued to be a necessary condition for the overall success of the organization. The sufficient condition, however, lies in "doing the right things" in a changing environment. "Doing the right things" instead of "doing things right" can induce innovation, increase the skills of staff in the process and enhance the performance of organizations. Thus, development of best practices with the management of human resources has high potential of translating into successful project and programme implementation.

The ideology of "doing things right" also applies in the realm of policy-making and reforms. Conditional lending, for example, to assist the development of African countries, was a strategy which, according to Thomson (2010: 194), "backfired," leaving Africa "crippled" by debts, The relevant institutions "do things right" in implementing the structural adjustment policies. Nevertheless, "the right thing" was not done to achieve sustainable development. The rigidity of the institutions perhaps impeded positive probing by the stakeholders and other technical persons on the ground.

Conclusion

Cognizant of the relevance of independent organizational evaluation, some organizations including the IFIs have established independent evaluation units to enhance inter alia accountability, transparency and credibility. Among these institutions are the IMF, World Bank, African Development Bank, Asia Development Bank, UNDP.

Independent organizational evaluation unearths the good practices as well as weaknesses and other external factors that may retard the performance of the organization. Enhancing good governance within the organizations and ensuring that right things are done right will require an independent organizational evaluation.

The models for evaluating organizational performance examined in this article highlighted the various approaches and combination of approaches that researchers in the organizational and management fields have developed to assess organizational performance.

Independent evaluation of an organization produces value by enhancing accountability and transparency, increased competitiveness and sustainability, and gives the organization the ability to adapt to the evolving circumstances. Moreover, independent organizational evaluation helps IFIs to leverage their key resources for human resource planning, and policy reformation, stimulating greater sustainable development impact. eVALU

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Author's profile

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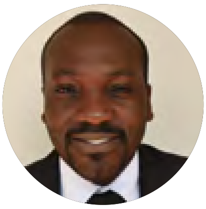

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What would make corporate evaluations more effective?

This article makes a case for evaluators and managers to adopt a common management language in order to increase the likelihood that evaluation recommendations will inform the design of new programs. Relying on the concepts of social learning, I argue that adopting project management thinking will not only provide a powerful counter-factual analysis tool for evaluators but also increase their perceived value to managers, a prerequisite for learning. Additionally, corporate evaluations are more likely to add value to the organization if they explicitly assess the costs of recommended reform and the corporate choice architecture, thereby eliminating the misconceived ideas which inhibit change.

Marje Aksli, Independent evaluation consultant

Although organizational assessment lies slightly outside the scope of traditional evaluation questions (i.e. relevance, effectiveness, efficiency, impact and sustainability), evaluators are nevertheless well placed to provide feedback about corporate bottlenecks. Providing insights about the implementing organization, evaluations serve an important accountability role. But the question is: do the independent evaluative findings on corporation practices add value for learning purposes? And what ensures that the reforms do actually take place?

We know from experience that in international development, providing facts about the benefits of a certain action is insufficient for the action to be implemented. In sanitation projects for example, explaining the benefits of hand washing does not necessarily result in better hygiene.

People are selective social learners, claims Joseph Henrich in his book 'The secret of our success'. They do not change their habits purely based on *"the facts"* or *"education"* (Henrich, 2016). People, he explains, copy the behavior of influential people in their social circles. They are more likely to learn from those whose prestige, success, sex, dialect, and ethnicity they consider important.

The same phenomenon might explain why evaluative recommendations have not entered into the planning phase of new programming or informed organizational redesign to the desired degree. So far, the evaluators' focus on providing evidence for accountability purposes has not been sufficiently conducive to learning and reform. So, what would make evaluation recommendations more potent, leading to added value for the organization?

Experimenting with charitable giving, researchers Christine L. Exley and Judd B. Kessler conclude that contrary to our expectations, people may see the potential for improvement as a reason to avoid the action. In their working paper 'The Better is the Enemy of the Good' (Exley & Kessler, 2017), they explore a *"behavioral phenomenon that may contribute to why information fails to encourage desired behaviors"*. They conclude that *'the better'* is seen as *'the enemy of the good'*, particularly when *"agents have a self-serving* *motive to let it be".* The change agents are inclined to deem the actions costly, which explains why information which encourages actions with future benefits may not be take into consideration.

How can we ensure the content of evaluation recommendations is relevant for managers and is framed properly to encourage action? And further, how can we increase the status and influence of evaluators?

In my view, the knowledge management team, evaluators and the operational managers should inch closer to each other and learn to speak a common language. That would help shake the impression that evaluators are merely aloof critics trained in theoretical economics and social science who have no clear stake in the game. The process of corporate evaluations, or organizational assessments, should be partially collaborative instead of conducted on the strict independence condition – executed in close dialogue with the departments under evaluation. I believe that management knowledge or experience makes a more effective evaluator.

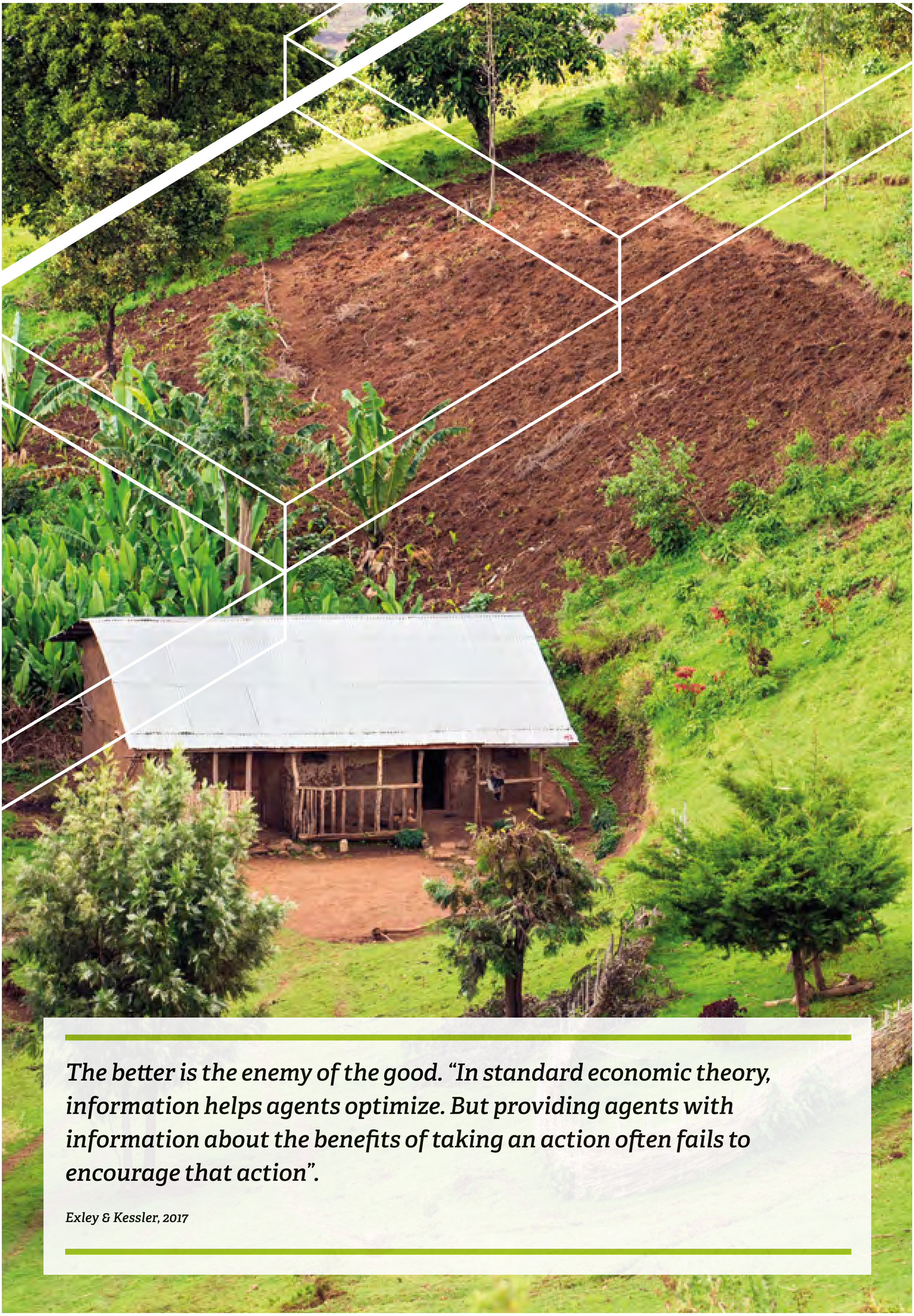
Revolving more closely around the receiving managers' core expertise increases the chances of added value to the organization. Common management language is more likely to drive reform. But it might mean that evaluators compromise their independence to a certain degree.

Case for digging deeper into projects

Having assessed a wide variety (but admittedly, a small number) of undertakings – projects, programs, emergency evacuation and a global strategy – during my three-year evaluation experience in Canada, two phenomena seem to explain the low effectiveness of donor-funded programming. One has to do with local ownership but the second explanation as to why the intended outcomes have not been fully achieved within the budgetary or time constraints is related to the capacity of the implementing organization. Namely, their low project management skills.

It is counter-intuitive to dig deeper into the project level when we talk about the organizational assessments or corporate evaluations. However, the evaluators' unit of analysis on the performance of programs is nevertheless individual projects. Projects provide feedback for both managers and evaluators about the program's or portfolio's performance. After all, programs are simply groups of synergistic projects, which are managed together based on organizational strategies and priorities. They are grouped together into a program as their expected results are similar enough so that they can be aggregated into a higher-level outcome. Managing similar projects jointly is more efficient.

Managing projects is a complicated undertaking, requiring constant juggling of distinct stakeholders' needs within the constraints of scope, time, budget (and quality). The trade-off between the constraints means that if the scope of the project is changed it has implications for the budget and schedule. Changing quality requirements can also have implications for cost and duration, as low-quality products tend to be cheaper.



The better is the enemy of the good. "In standard economic theory, information helps agents optimize. But providing agents with information about the benefits of taking an action often fails to encourage that action".

Exley & Kessler, 2017

BUT WHAT ARE PROJECTS, ANYWAY?

And what can project management principles teach evaluators? Project Management Institute has defined projects as temporary endeavors with the clear beginning and an end, which result in a unique product, service or an output (Project Management Institute, 2008). It thus follows from the definition that building a school, organizing a world summit, building a water purification system or creating a new educational network can be planned and executed with similar management tools.

The holy book of project management – Project Management Body of Knowledge or PMBoK – adds that due to the uniqueness of each project, there can be many uncertainties about it and the risks can be high. Project tasks are most likely new to the team, which necessitates for rigorous planning process than for routine work. Specific training may often be required.

In order to meet the project requirements, PMBoK states, the managers need to apply knowledge, skills, tools, and techniques to project activities during the five distinct phases (or life cycles): initiating, planning, executing, monitoring and controlling and closing.

Managing projects also involves knowing how to control requirements, address stakeholder needs, and balance the scope, quality, schedule, budget, resources, and risk. As these eight knowledge areas apply unevenly across the five project phases, PMBoK has charted them in a 2D matrix in order to assist managers to be more effective and economical in their work. It is crucial to keep an eye on the knowledge areas, as they can be subject to risks such as unexpected events which might negatively influence the project.

► Scope add-ons increase the budget and can ultimately postpone the completion date. Similarly, if the project is accelerated (time is crunched), it increases the budget and the risks to completion. If the budget increase is not possible, the scope of the project needs to be reviewed, and perhaps cut back. Different stakeholders might have conflicting views, which element of the project can be cut, and the quality of end product might not meet the expectations of any stakeholder.

Organizational design has the biggest impact on program effectiveness and efficiency

Assessing program effectiveness requires that evaluators compare the planned project objectives with the ones achieved. The efficiency assessment means that evaluators would compare the resources applied and the results achieved. These necessary tasks assume that projects and programs are first planned and then executed. Yet, some evaluation reports suggest this might not necessarily be the case.

The undertakings I have evaluated reveal that often, the initiation phase and its associated processes have been omitted altogether, whereas the planning phase has often been blended with the execution phase. Lack of planning leads to confusion with project scope (what is the intended outcome?) and severely impacts both project cost and time management, ►►

i.e. effectiveness and economic efficiency. Low capability to plan, execute and monitor projects is directly tied to the organizational capacity.

Project management knowledge allows evaluators to chart powerful counter-factual analysis about how the project could have been managed more efficiently and effectively.

Understanding the effort needed to plan and manage projects, the main vehicles of development interventions, thus becomes relevant for the evaluators in order to avoid tradeoffs between efficiency and effectiveness. Corporate evaluations need to assess whether the managers are sufficiently trained to manage projects effectively (so that projects would achieve all the elements in the scope) and efficiently (so that the planned activities were budgeted individually and executed within the given time frame).

Knowledge Areas	PROJECT MANAGEMENT PROCESS GROUPS				
	Initiating Process Group	Planning Process Group	Executing Process Group	Monitoring & Controlling Process Group	Closing Process Group
4. Project Integration Management	4.1 Develop Project Charter	4.2 Develop Project Management Plan	4.3 Direct and Manage Project Execution	4.4 Monitor and Control Project Work 4.5 Perform Integrated Change Control	4.6 Close Project or phase
5. Project Scope Management		5.1 Collect Requirements 5.2 Define Scope 5.3 Create WBS		5.4 Verify Scope 5.5 Control Scope	
6. Project Time Management		6.1 Define Activities 6.2 Sequence Activities 6.3 Estimate Activity Resources 6.4 Estimate Activity Durations 6.5 Develop Schedule		6.6 Control Schedule	
7. Project Cost Management		7.1 Estimate Costs 7.2 Determine Budget		7.3 Control Costs	
8. Project Quality Management		8.1 Plan Quality	8.2 Perform Quality Assurance	8.3 Perform Quality Control	

9. Project Human Resource Management		9.1 Develop Human Resource Plan	9.2 Acquire Project Team 9.3 Develop Project Team 9.4 Manage Project Team		
10. Project Communication Management	10.1 Identify Stakeholders	10.2 Plan Communications	10.3 Distribute Information 10.4 Manage Stakeholder Expectations	10.5 Report Performance	
11. Project Risk Management		11.1 Plan Risk Management 11.2 Identify Risks 11.3 Perform Qualitative Risk Analysis 11.5 Plan Risk Responses		11.6 Monitor and Control Risks	
12. Project Procurement Management		12.1 Plan Procurements	12.2 Conduct Procurements	12.3 Administer Procurements	12.4 Close Procurements

Source: Project Management Processes (PMBoK 2013, p. 60)

▸ Lost in translation

Using and referring to managerial vocabulary in both evaluations and in communicating evaluation findings back to the managers (about the capacity to plan and manage projects) can create a common understanding for executives and evaluators.

IDEV has already dramatically stepped up its knowledge management, dissemination and outreach activities (AfDB IDEV, 2015) ensuring the high quality of evaluations, communications, engagement and follow-up with managers. Sharing a common language, signaling that evaluators have skin in the game, and demonstrating relevance to the corporate mandate all assist with the learning process.

But the organizational assessments could also include understanding the (perceived) cost of recommended change to managers and the incentives which explain the inaction. **In IFIs, both political interests and bureaucratic incentives can influence the decision to intervene in the mechanical decision-making process.**

For example, Lang and Presbitero reviewed the degree of discretion embedded in the World Bank-IMF Debt Sustainability Framework to understand the decision-making process of international financial institutions. After synthesizing debt analyses conducted between 2006 and 2015 for low-income countries, the authors demonstrated that both political interests of beneficiary countries near elections and bureaucratic incentives influence the decision to intervene ▸▸

in the mechanical decision-making process. To neutralize the negative incentives, small nudges, or re-arranged choice architecture, tend to work better than descriptive knowledge.

Choice architecture is a term borrowed term from behavioral economics. Dr. Richard Thaler has received the 2017 Nobel Memorial Prize in Economic Sciences for research on pitfalls of economic decision making. He describes the concept of nudging people through subtle changes in government policy to do things that are in their self-interest.

Professor Richard H Thaler

Photo credit : By Chatham House

Finally, Joseph Henrich's recommendation to design a 'variation and selection system' allowing alternative institutions and organizational forms to compete, can empower managers to discover the best solution for their program. As change agents, they can then decide in which form the recommendation is best implemented. In the knowledge management context, that would consist of preparing the choice architecture and tools the managers need to make the right decisions rather than simply listing the evaluation recommendations. eVALU


the Borlaug Dialogue
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Author's profile

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Evaluating how we do business: Formative evaluation as a tool for organizational reform and behaviour change

All IFI operations are supported by corporate processes, which, if dysfunctional, can impact an organization's ability to achieve its expected results. Most evaluators and development practitioners are familiar with summative evaluations – evaluations conducted after the implementation of a project, policy or strategy is complete in order to assess performance and identify lessons for future activities. Based on a case-study of challenges in delivering an HR evaluation, this article shows how a ***formative*** *evaluation helped overcome time-bound limitations.*

Erika Ismay MacLaughlin, IDEV, African Development Bank

Development institutions usually conduct evaluations of corporate processes using the summative approach, particularly when that process is subject to a time-bound policy or strategy. However, like operations, the success of a corporate policy or strategy depends heavily on the systems through which it is implemented. Formative evaluations provide an opportunity to examine how corporate systems operate within the organizational context, identifying the sources of dysfunction as well as concrete means to strengthen both the "infrastructure" of a process as well as its implementation throughout the organization.

This article uses a recent IDEV evaluation, the "Evaluation of the Bank's Human Resources Management and Strategic Directions" to argue that evaluation should not only be used to assess time-bound programs, policies and strategies, but also ongoing corporate systems and processes – particularly when these systems have long been known to be dysfunctional. As such, formative evaluation has the potential to be a particularly powerful tool in influencing organizational reform and the behaviour of its members.

Formative evaluation, for what purpose?

The goal of evaluation, no matter its approach, is to change behaviour. Even when evaluations are implemented for accountability purposes only, they seek to influence behaviour: Will we allocate funds to this activity again? How will we change our practices to ensure directives are followed? How will we ensure better value for money in future? **Behaviour change is especially relevant to organizational learning: When information is consumed, but new knowledge is not applied, the process of learning is incomplete.**

Formative and summative evaluations each seek to change behaviour in organizations, but influence behaviour in different ways. Summative evaluations are implemented after the implementation of an intervention is complete, be it a policy, program or strategy. Emphasis is placed on assessing the extent to which the intervention achieved its expected results as well as the operational factors which influenced the extent of achievement. Summative evaluations are implemented for *instrumental* purposes, meaning that they are implemented to inform a specific decision.

IDEV's Country Strategy and Program Evaluations (CSPEs) are examples of summative evaluations that are used for instrumental purposes. These evaluations are implemented nearing the completion of a Country Strategy in order to assess the extent of performance and the alignment with identified development needs. Ideally, CSPEs are presented to the Bank's Board of Executive

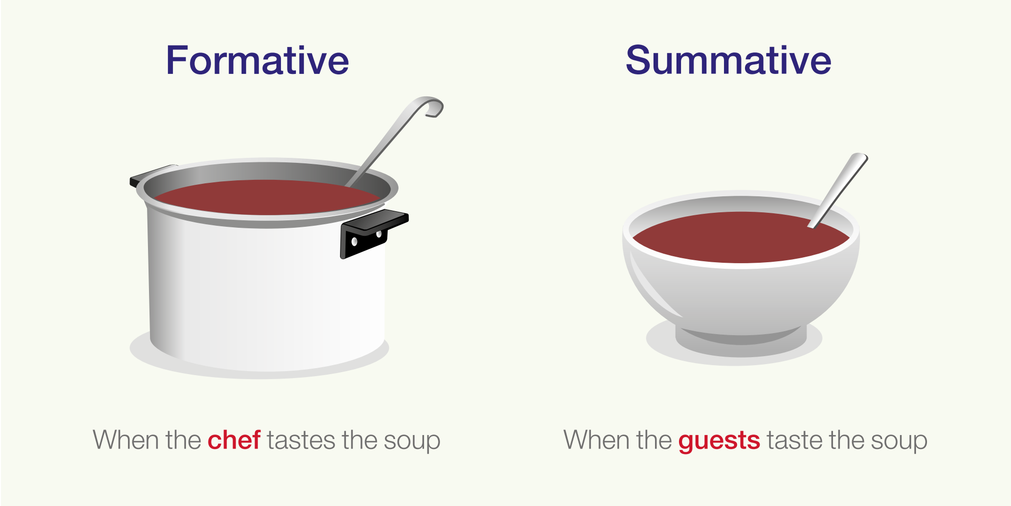
Directors alongside new Country Strategy Papers to support their decision to approve the Papers or request revisions.

Formative or developmental evaluations, in contrast, are often implemented for conceptual purposes. Although such evaluations may be used to inform a specific decision, their primary objective is to increase understanding of a specific concept or activity. These evaluations are conducted while an intervention is still being implemented to test the assumptions and logic underpinning its design and model. Furthermore, these evaluations can be used to assess how an intervention operates in its context, including any environmental factors that have unexpectedly influenced its operation.

However, formative evaluations can also be used as a strategic tool for organizations to examine their operating principles and structures. This type of inquiry is particularly relevant for the evaluation of corporate processes and systems, which are not discrete interventions, but are ongoing activities implemented for a general purpose. Beyond assessing whether corporate systems have achieved specific targets identified in time-bound policies and strategies, it is also necessary to consider whether these systems are functioning optimally in the context of the organization, including how they interact with other processes and groups of stakeholders. In neglecting this issue, an organization risks trying to achieve new strategic objectives while relying on the same, dysfunctional behaviours and structures.

Formative evaluation in the corporate context – Evaluation of the Bank's Human Resources management

I will illustrate how formative evaluation can inform meaningful organizational reform using a recent example – IDEV's 2017 "Evaluation of the Bank's Human Resources Management and Strategic Directions." Initially, this evaluation was conceived as a summative evaluation of the Bank's 2013–2017 People Strategy. However, **consultations early on in the process revealed that assessing**



Source: Steve Wheeler's blog "The AFL Truth About Assessment"

- **the extent to which the Strategy had achieved its objectives may not be informative.** Most stakeholders reported that limited progress had been made in implementing the Strategy. Instead, IDEV was asked to focus on providing an independent, strategic review to support the development of the next People Strategy.

Beyond identifying opportunities for new strategic directions, the much more interesting question was why the People Strategy was not implemented in the first place. Several stakeholders opined that the Strategy was simply overtaken by events: Over the course of its implementation, the Bank returned to its original headquarters in Abidjan and underwent a major strategic and organizational realignment under the High 5s and new Development and Business Delivery Model. As HR had been implicated in all of these activities, there insufficient time and resources left for the People Strategy. However, Human Resources Management has long been regarded as one of the Bank's most dysfunctional areas of operation: a review of the previous Human Resources Strategy had similarly noted serious shortcomings in implementation.

It was clear that the evaluation needed to move beyond the People Strategy and the strategic context to examine the Bank's Human Resources Management System itself. Accordingly, IDEV chose a formative approach which focused on how the Bank's Human Resources System operated within the organizational context. This evaluation was unique in that it did not provide ratings for different evaluation issues. Instead, the evaluation used evidence-based descriptive categories to identify: (i) the capability of the current system, as designed, to fulfill its intended function; (ii) the extent of progress toward expected outcomes; and (iii) environmental factors which were either contributing to or limiting process implementation.

It was clear that the evaluation needed to move beyond the People Strategy and the strategic context to examine the Bank's Human Resources Management System itself. Accordingly, IDEV chose a formative approach which focused on how the Bank's Human Resources System operated within the organizational context.

This approach entailed some considerable challenges. The fairness and transparency of an evaluation approach partly rests upon agreed outcomes and targets for performance as well as documented policies and directives to assess each evaluation issue. How can we assess the performance of a system against outcomes which have never been identified explicitly? How can we examine whether or not a particular process is effective when there may be a range of suitable models available to achieve the same objective?

Applying basic evaluation principles to evaluate the effectiveness of corporate systems

First, IDEV conceptualized the Human Resources Management System as an ongoing program of activities implemented to achieve certain outcomes for the Bank, like a program or project that has no defined timeline. The approach was theory-driven in the sense that it relied on a theory of how certain streams of HR activities were thought work together to achieve those objectives. However, as noted above, corporate systems rarely have an explicit theory underlying

Town Hall meeting for AfDB staff with President Akinwumi Adesina, February 2016 their activities and structure. Accordingly, our theory of change for the Bank's Human Resources Management System was developed based on the Bank's internal documents, academic and practitioner literature and consultations with process stakeholders.

This theory served two purposes: (i) it illustrated the differences we would expect to see between an organization with a functional Human Resources Management and an organization with a dysfunctional or non-existent system (i.e. a counterfactual); and (ii) It illustrated how different HR activities, such as recruitment, talent management and performance management, each work together to promote certain organizational outcomes.

Not only did constructing the theory of change for the Human Resources Management System help us identify meaningful outcomes through which to measure its performance, it also illustrated important conditions which would need to be present in order for those outcomes to be achieved. For example, if an organization wishes to implement a mechanism for promoting or rewarding staff based on performance, it is necessary to have a performance management system which is capable of credibly and fairly distinguishing between good and poor performers.

Although we had identified a meaningful way of measuring the effectiveness of the system, there was still a need to adapt the other main evaluation issues of relevance, efficiency and sustainability to the context of a corporate system rather than a policy, strategy or program.

"Fit for purpose" – Use of maturity models to evaluate process relevance

When we assess the relevance of a project or program, we typically focus on two broad issues: (i) alignment with a defined need, be it a strategic need or a specific development need among the targeted beneficiaries; and (ii) the extent to which the intervention logic and design of the intervention provides a realistic means of addressing that need considering both its scope and context. This second element is often the more interesting of the two: At its heart, this issue speaks to whether we have selected the right "tool" for the job considering both the limitations of the tool itself as well as our own capacity limitations.

It was this second element of relevance which determined our approach. IDEV chose to evaluate the relevance of the Bank's Human Resources Management System using a maturity model, inspired by the Information Sciences literature on Business Process Maturity. Information Technology professionals are often faced with the task of reforming organizational processes or designing and implementing new processes and systems to address a specific need – the basic principles are similar whether the process in question involves Information Technology or Human Resources. Although many models of business process maturity have been proposed, the most popular models converge around a single logical sequence: (i) the extent to which a process is standardized; (ii) the extent of integration with other processes and systems; and (iii) the ability able to predict and adapt or respond to anticipated needs.

There is a natural logic underpinning this sequence: First, a process must be defined or standardized before it can be performed the same way by different actors. When individuals are implementing a process in the same way, repeatedly, over time, it is then possible to consider how information from this process may be combined with other processes to address more complicated issues. Finally, when there is an adequate amount of data from previous cycles of this integrated process, we can use these data to predict needs and identify how the **process may** need to be adapted in future to meet information requirements.

Based on this logical sequence, IDEV identified a generic business process maturity model. The objective of this model was to describe discrete categories of behaviour in terms of how a process is implemented and how process data are used to inform decision-making. Four categories were identified: (i) ad hoc, meaning that the process does not have a standard definition and may be performed differently by different actors; (ii) standardized, meaning that the process is standardized and performed the same way by different actors over time, but is not integrated with other processes; (iii) integrated, meaning that process data are combined with data from other relevant processes to inform decision-making and create a single source of information; and (iv) strategic, meaning that integrated process data are used to identify and anticipate future needs. Furthermore, strategic processes are regularly evaluated to determine how it may need to be adapted to address these anticipated needs.

After an extensive review of practitioner and academic literature on different aspects of Human Resources Management, this model was adapted to the context of individual HR processes to identify what a specific process impalement at each level of maturity "looks like," based on the key behaviours identified in the generic model. Six processes were considered: (i) Workforce Planning; (ii) Recruitment; (iii) Talent Management; (iv) Performance Management; (v) Reward; and (vi) Staff engagement. Using this model, we were able to describe how each process is presently being implemented, and its capacity to contribute to strategic outcomes across the organizations. However, in organizations as in life, it is rare for everything to work out exactly as planned.

"The best laid plans of mice and men often go awry" – Using institutionalization to evaluate process sustainability

In the context of a project of a project or program, we typically assess sustainability in terms of the presence or absence of certain environmental factors that are required for the continued contribution to outcomes after implementation is complete, including government ownership, financial sustainability, institutional capacity and environmental sustainability, among others. When these factors are absent, they elevate the risk that the outcomes of an intervention may not be sustained after implementation is complete. In the context of an organization, the sustainability of a corporate process can similarly be examined by determining the extent to which environmental factors necessary for systematic implementation, or "institutionalization" are in place.

In the Business Process Maturity literature, this concept of sustainability is expressed in terms of environmental factors which influence the extent to which a process is institutionalized, meaning that it is performed as designed, by different actors, over time. Factors which contribute to the institutionalization of a process include: (i) the extent of management ownership; (ii) the clarity of roles and responsibilities; (iii) the adequacy of tools supporting process implementation; (iv) the extent to which process actors have appropriate capacity to perform their expected role; and (v) the organizational culture, including incentives and consequence management – i.e. what happens when someone does not comply with the process requirements. Challenges with respect to any of these factors can prevent the implementation of the process as designed over time.

Many Business Process Maturity Models include elements of both maturity and institutionalization; however, IDEV chose to separate the two concepts. This decision was partly based on empirical principles – in examining causality, an experimenter will manipulate one variable at a time while controlling all others to observe any changes attributable to the manipulation of that variable. However, it also makes sense to separate these two concepts from a typological perspective: the challenges faced by an organization with a defined process that is not implemented systematically will be different from those of an organization whose process is not well-defined. By identifying the source of the problem, we can identify more meaningful recommendations through which to address it.

Beyond time and money – Evaluating process efficiency

Evaluating the efficiency of a process is a somewhat more complex exercise from evaluating the efficiency of a program or project, but relies on similar reasoning. The most important difference between the two is as follows: In the case of a process, everything must be considered in light of the extent to which that process is effective. In the case of projects, the time required to implement is meaningful on its own – projects can not move forward without disbursement and any additional time required to implement means that additional expenses have been incurred to achieve the same results – not to mention the delay in addressing the needs of beneficiaries.

In the context of a process, time and resources are not necessarily meaningful when considered in isolation. The evaluator must also consider the extent to which the process, as implemented, is achieving its results. Investment of additional time and resources may be reasonable if this investment allows an organization to achieve better result, anticipate future needs or gain a competitive advantage. In order to assess process efficiency, we would have not only had to compare the ratio of inputs to outcomes for the Bank's HR Management system, but also compare this ratio to the inputs and outcomes for the systems implemented by our comparators. This analysis was ultimately not undertaken due to its complexity.

In terms of efficiency, the evaluation can be considered a first step. We have so far identified a meaningful way to examine the maturity and effectiveness of the Bank's Human Resources Management System as it is currently implemented. We would then need to compare these ratings for maturity and effectiveness to the inputs required to implement our own HRM system. Finally, to have an objective basis by which to determine the extent to which our HRM system is relatively efficient or inefficient, we would need to identify similar ratios among other IFIs.

Instead, IDEV was able to assess how a restructuring of the Human Resources Department has positioned the HR Department to meet certain operational objectives. Accordingly, instead of comparing the HR processes of the Bank to comparators, IDEV essentially compared the operations of the HR Department to a previous state with respect to specific operational factors, including: (i) client service delivery orientation; (ii) processing efficiency and compliance with Service Level Agreements; and (iii) strategy implementation capacity. Although this approach fails to truly capture the concept of process efficiency, it did allow us to examine some important assumptions pertaining

AfDB Human Resources Director David Ssegawa

- to how the organizational structure of the Department contributes to the effectiveness of the Human Resources Management System.

To conclude on this topic, assessing efficiency in the context of a project is definite – expected timelines for key activities are either met or they are not. However, the efficiency of a process should be evaluated relative to the results achieved as well as to other possible process models. IDEV evaluators will attempt to refine and implement a methodology for assessing process efficiency in future evaluations, including a planned Evaluation of Quality Assurance over the Project Cycle.

Findings and conclusions for organizational reform

At the end of the evaluation, IDEV was able to draw conclusions regarding: (i) the level of maturity for different Human Resources processes as well as the maturity of the Human Resources Management System collectively; (ii) contextual risks which are disrupting the implementation of processes as designed, such as weak information management platforms and poor consequence management; and (iii) gaps which prevent the Human Resources Management System from operating at a higher level of maturity.

Perhaps the most useful aspect of applying a formative approach in evaluating a corporate process is that, by understanding how a process operates within the organizational context, we can identify and prioritize recommendations that target dysfunctional aspects of the system, including; (i) issues which need to be addressed before the current system can be implemented as designed; and (ii) issues which need to be addressed before the system can successfully operate at a higher level of maturity. The latter set of issues included the need to identify a framework of technical skills and behavioural competencies as well as the need to invest significantly in developing a user-friendly, accessible and integrated platform for the management of Human Resources data.

IDEV divided its recommendations into two parts – those which address the underlying structural issues for the Human Resources Management System and those which address potential future policy directions. The first set of recommendations pertaining to structural challenges were prioritized based on the likelihood that these challenges, if they are not addressed, will disrupt the implementation of any new policy or strategic direction. Whether these recommendations are agreed and undertaken is not within IDEV's control. However, if these recommendations are implemented as described, we are confident that they will contribute to resolving the long-standing dysfunction in the Bank's Human Resources Management System.

When do formative evaluations add value in a corporate setting?

Some scholars believe that the sole purpose of formative evaluation is to prepare an intervention for an eventual summative evaluation. Given IDEV's experience, I must disagree. **A formative evaluation can play an important role in helping organizations reform and strengthen ongoing corporate processes which may or may not be subject to time-bound strategies and policies. The emphasis placed on understanding how a corporate system or process operates within the institutional environment can yield important insights not just about the process itself, but also how factors outside of the process contribute to its effectiveness.**

However, although formative evaluations are useful, they must be implemented strategically. Resources are limited and evaluation units must ensure that they have resources available to perform summative evaluations of time-bound initiatives for accountability purposes.

One approach to achieving a workable balance is to identify potential formative evaluations using a risk based approach. Such an approach could use ratings and recommendations from past evaluations to identify potential candidates for formative evaluations in two ways: (i) by identifying areas of persistent challenge across the organization; and (ii) identifying cross-cutting areas of challenge. IDEV has recently introduced a new tool to help make such a judgement more systematic: The Management Actions Reporting System is meant to track the extent to which recommendations from past evaluations have been implemented. IDEV is currently working on a report format which will identify the extent to which actions committed against these past recommendations have been implemented substantively.

Areas of persistent challenge

Areas of persistent challenge are programs, sectors and processes which have repeatedly been found to perform poorly. Typically, these issues are well-known in advance of any evaluation; for example, the Human Resources function of the Bank has been repeatedly maligned by both staff and management – although sometimes unfairly. However, evaluations provide a more objective basis on which to base such a judgment. In the case of the Human Resources Management System, IDEV had not previously performed an evaluation, but an independent review of the previous Human Resources Strategy by a consulting firm found that uneven progress had been made. A risk-based assessment would be a means of identifying high-risk processes which are inherent to the Bank's strategic priorities and would evaluate the extent to which the process considered for an evaluation is proximal to or necessary to achieve the strategic priorities of the institution.

Cross-cutting areas of challenge

Cross-cutting areas of challenge present as weaknesses in a particular thematic area which have been noted across several different evaluations. The recurrence of these problems across several different areas of operation indicates a systemic issue – either the policies, standards and directives pertaining to this issue are inadequate or they are not being applied and enforced as expected. In either case, a formative evaluation can help determine the extent to which the existing system, as designed, is fit for its intended purpose as well as factors in the institutional environment which may be limiting its implementation as designed.

Two relevant examples in this category are the quality at entry and results-based management of projects, which are mentioned as challenges in almost every Country Strategy and Program Evaluation. IDEV will seek to address the former issue in a planned evaluation of Quality Assurance over the project cycle using a formative, systems-based approach.

Conclusion

Applying the evaluation "lens" to the Human Resources Management System at the Bank has yielded several benefits. The evaluation has objectively assessed the current state of the system and has both identified and prioritized actions which need to be undertaken to strengthen both the "infrastructure" of the system as well as how that system is applied throughout the Bank. Furthermore, the evaluation has provided credible, systematic and apolitical insight into the bottlenecks which prevent the system from working as designed – bottlenecks originating both within and outside of the Human Resources Department. Overall, the report provides an evidence-based view of how behaviour needs to change in order to ensure the Human Resources Management System functions as intended.

This example demonstrates that, in the context of large organizations, there is a need not only to evaluate timebound initiatives, but also the systems and processes which determine how an organization operates – particularly when those systems are dysfunctional. Evaluators should be prepared to identify innovative means of applying basic evaluation principles and rigorous methodologies to new contexts, including corporate systems and processes. Evaluation can influence corporate reform and changes in behaviour by addressing persistent dysfunction within systems and processes that underpin the achievement of strategic objectives, and ultimately, development effectiveness. eVALU

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Author's profile

Erika Ismay MacLaughlin has worked in IDEV as an evaluation officer and previously an evaluation coordinator for four years. She has 7–8 years of experience working in evaluation and policy research, both within IFIs and in the Government of Canada. Over this time, she has evaluated programs and policies across a range of subject matter, from international development to Human Resources to non-proliferation of Weapons of Mass Destruction. Her educational background is in experimental psychology, law and statistics. Most recently, she has worked on Country Strategy and Program Evaluations for Ghana and Zambia and IDEV's Evaluation of the Bank's Human Resources Management and Strategic Directions. Her professional interests lie in use of evaluation as a management tool, sustainable private sector development and the evaluation of organizational "systems." Her favourite aspects of working in evaluation are (i) constant change in subject matter; and (ii) the chance to import knowledge from multiple disciplines to innovate and solve complex problems.

Open to debate

For the evaluation of the [AfDB's regional integration strategy for Central Africa]() that IDEV is currently undertaking, evaluator Eneas Gakusi conducted a mission to Chad, Cameroon, Congo Brazzaville, Gabon and Equatorial Guinea. When he shared the back to office report from his mission with his colleagues at IDEV, it led to an interesting discussion about the weaknesses of Regional Economic Communities and the challenges in working with them to promote regional integration.

We reproduce part of the discussion here. Do you have views on this topic, or is there another development evaluation related topic that you are discussing with colleagues? Share them with us at: EvaluationMatters@afdb.org, and we will include the best submissions in future editions!

Mon 18/09/2017 19:13

Gakusi, Albert-Eneas; Chief Evaluation Officer, IDEV, AfDB

Final version – Central Africa RISP mission report

To: IDEV_DEPT

I am pleased to share with you the report from the mission to Chad, Cameroon, Congo Brazzaville, Gabon and Equatorial Guinea from 23 July to 23 August 2017. The report contains provisional findings according to the standard evaluation criteria of relevance, efficiency, effectiveness and sustainability. It also contains remarks on two topics of particular interest:

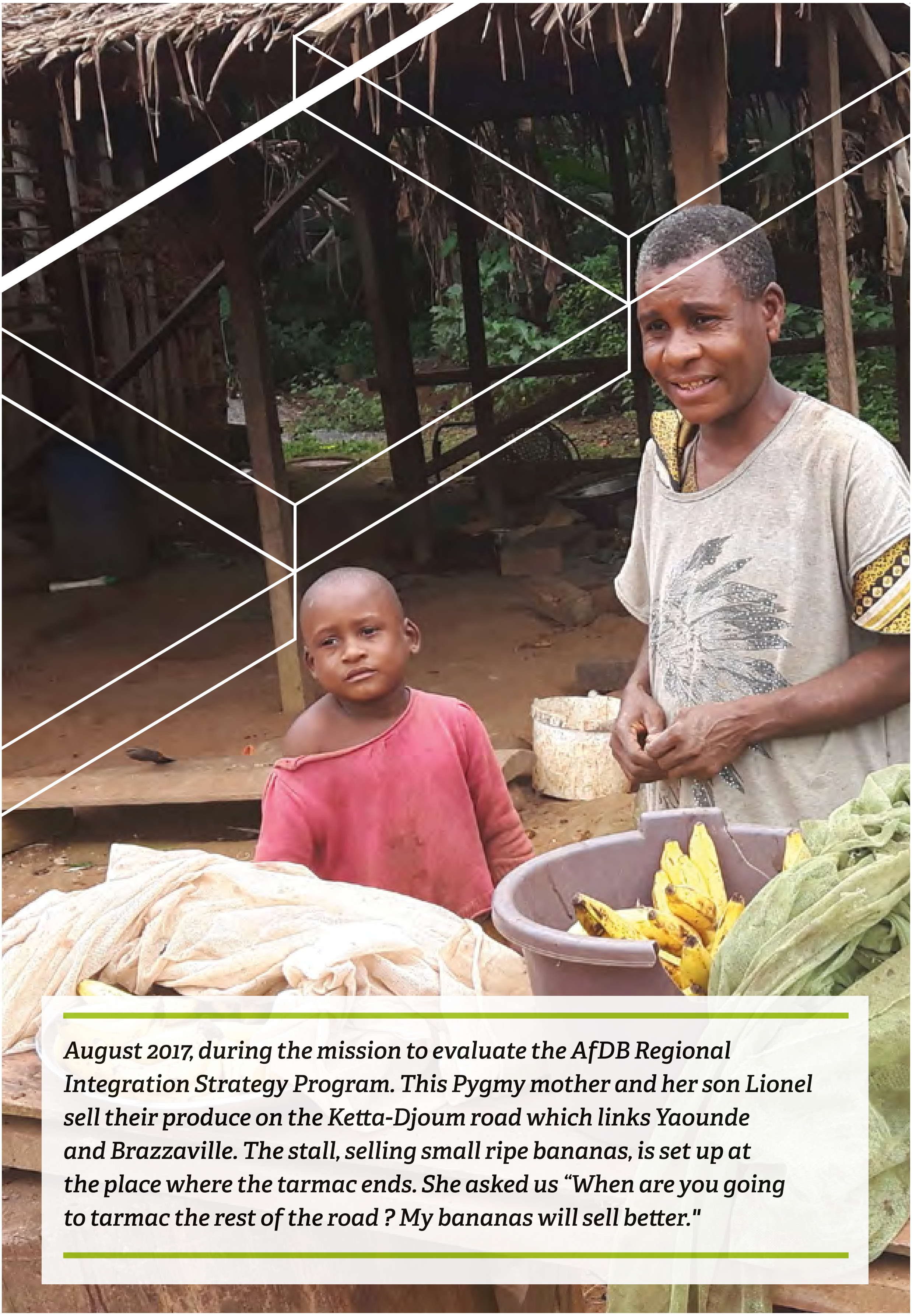
A. capacity building in Regional Economic Communities (REC) torn between States, donors and international NGOs; and

B. virtually inexistent donor coordination at regional level, as opposed to fairly good coordination at country level on sectors / themes.

Capacity building of regional institutions is a priority for the Bank. However, these institutions are structurally weak to an extent that some researchers and development practitioners believe they should be circumvented for more efficiency in implementing operations. In fact, regional institutions are at the confluence of the contradictions and inconsistencies of Member States, donors and Non-Governmental Organizations (NGOs). This situation has prevented the institutions from obtaining the expertise they require on a regular basis to succeed their mission of supporting regional integration. Member States that should finance the functioning of the regional institution do not always respect their commitment to pay contributions. In addition, circumventing these organizations and going through NGOs would deprive the RECs of benefiting from skills transfer. Funding by donors is also problematic, due to fluctuations and irregular payments. We must therefore rethink the role that RECs play in making the implementation of regional integration operations more effective, and their operational conditions. This role could be limited to specializing in the activities that they do best, including the development of policies, strategies, regional plans, and standards and norms.

Best regards,

Enéas



August 2017, during the mission to evaluate the AfDB Regional Integration Strategy Program. This Pygmy mother and her son Lionel sell their produce on the Ketta-Djoum road which links Yaounde and Brazzaville. The stall, selling small ripe bananas, is set up at the place where the tarmac ends. She asked us "When are you going to tarmac the rest of the road ? My bananas will sell better."

▶ Tues 19/09/2017 10:34

Agbadome, Mirianaud Oswald ; Senior Evaluation Officer, IDEV, AfDB

Re: Final version – Central Africa RISP mission report

To: Gakusi, Albert-Eneas

Cher Eneas,

Congratulations on this interesting mission report and the beautiful photos. I am looking forward to reading the final report. At this stage of the process I will limit my comments to the two points you raised for further consideration and which deserve attention as the Bank is studying its future role and investment focus in regional integration programs. The first is the question of the weakness of sub-regional institutions and the virtual absence of donor cooperation at the regional level. You mention the decision of certain donors to circumvent these institutions. This situation clearly illustrates the paradox of development. Progress in regional integration achieved by ECOWAS and ECCAS, however small, could not have been achieved without the founding of these institutions. Moreover, I think that these institutions are a true reflection of the governance of the countries that compose them. The commitments in the Paris Declaration which confer greater ownership and mutual accountability could be applicable in this case. In my opinion, the solution is not to massively rely on NGOs, as this strengthens the civil society (private sector) at the expense of public and para-public institutions and constitutes turning a blind eye to issues which need to be resolved.

All things being equal, a rapid look at governance and the institutionalisation and bureaucratisation of European policies, their implementation and the behaviour of stakeholders shows a complexification and, worryingly, strong bureaucratization. The European Commission is torn and mired in complex decision-making processes instilled in relationships between states, lobbies, NGOs and internal administrations. One of the biggest differences remains the effective contribution of the States to the EU budget, which infers tangible room to manoeuvre (eg. the Common Agricultural Policy). In order to understand what types of pressure and influence are being exerted and to what extent these hinder the effectiveness of institutions, I would therefore suggest that the report focusses as much as possible on ECCAS issues of this type. It may be worthwhile to suggest a more in-depth analysis of the capacities and aptitudes of these institutions and consequently add a recommendation to adopt a policy to strengthen them in the Bank's future strategy. As regional projects tend to be slow and encounter implementation challenges, I believe ▶▶

- that a policy to remove these bottlenecks would further accelerate regional integration and be an appropriate long-term strategic position for the Bank.

Kind regards,
Oswald.

Wed 20/09/2017 10:45

Gakusi, Albert-Eneas

Re:Re: Final version – Central Africa RISP mission report

To: Agbadome, Mirianaud Oswald
Cc: IDEV_DEPT

Dear Oswald,

Indeed, the Bank is pursuing its strategy to support regional integration, but it must work in tandem with the Regional Economic Communities to act effectively and promote cross-border development. We believe that it is not enough for evaluation reports to constantly point the finger at the weakness of the Regional Economic Communities if this does not trigger significant change. How can we exit this vicious circle? It may be necessary to return to the theories of organizations in the style described by Hubert Simon who developed the concept of limited rationality to analyze organizational behavior and decision-making, or to turn to Collective Action as described by Mancur Olson, in order to discuss the reasons why African states set up organizations that they end up not financing properly. Faced with complex situations, the reference to Simon could help understand why these organisations find it hard to operate in a rational way. The reference to Olson illustrates the " free rider" phenomenon whereby participants try to make gains from their participation in collective actions without bearing the costs.

As we point out in the report, perhaps one way to reduce the disadvantages Regional Economic Communities experience in setting up operations, is to limit the scope of these organizations to what they do well. Of course, it is interesting to ask who benefits from the lack of donor coordination and why this coordination does not exist. I have no doubt that the report will spark an interesting debate that will help us move a step beyond rhetoric.

Best regards, Eneas. eVALU

August 2017. IDEV evaluators Enéas Gakusi (left) and Mohamed Coulibaly (center) meet a pygmy family who live on the Ketta-Djoum road which links Yaounde and Brazzaville. The AfDB is financing the tarmacking of a portion of the road.

The evolution and future trends of results tools in IFIs

The need to communicate results will continue to grow, in line with the demands of donors. Integrating results tools into the system of IFIs has been a gradual process over the last two decades, supported by the emerging development and aid effectiveness agenda. This has led to greater transparency, accountability and communications of results. This article looks at the impact, limitations and future trends of IFIs from a results tools perspective.

Richard Schiere & Souad Chatar, Quality Assurance Department, African Development Bank

Introduction

Over the last two decades, tools such as results frameworks for projects and corporate scorecards to monitor institutional performance, have become commonplace in International Financial Institutions (IFIs). Results tools are instruments used by management to track performance, different to evaluations which focus solely on ex-post reviews, learning lessons and making recommendations for improvements.

This article is divided into three sections. The first section provides a review of performance management and how the aid effectiveness agenda supported the introduction of a results agenda in IFIs. The second part discusses the impact of results tools both at operational and corporate levels. The third section anticipates future trends, while the conclusion proposes recommendations for future results tools and systems.

The origins of "what gets monitored gets managed"

Performance management has its origins in the scientific management theory that was developed by Frederic Taylor at the beginning of the 20th century. At the time, this concept focused on reviewing production processes and applying scientific techniques to improve effectiveness and efficiency of production planning and business practices. This was part of the Taylor paradigm that focused on a systematic analysis of human behavior in order to improve profitability for newly established mass-production companies during the Roaring Twenties.

> ***"The strategic plan defines the performance to be measured, while performance measurement provides the feedback that keeps the strategic plan on target."***
> *Dusenbury (2000)*

As individually owned workshops grew into large corporations, business processes were progressively formalized. There was a need for rational and transparent rules while ensuring accountability of performance.

Monitoring became essential for the execution of organizational strategy and the achievement of overall objectives for private businesses (Williams, 2004).

Key Performance Indicators (KPIs) were also originally used by private firms to ensure alignment with strategy and feedback for decision-making (Kaplan & Norton, 1996). In order to track progress, KPIs

AfDB President Akinwumi Adesina (center).

were often summed in scorecards which provided a simple overview of the organization's performance (Marr, 2017).

Flaws appeared when corporate systems were linked to staff incentives such as salary and bonuses as the system created incentives to produce inaccurate performance data. The concept of "what gets monitored gets managed" was part of the New Public Management Approach which applied private sector monitoring tools to public sector organizations. This trend of implementing private sector performance management tools was supported by the evolution in the aid effectiveness agenda which followed the International Conference on Financing for Development in 2002. As part of this process, donor agencies undertook to 'manage for results' and this was accompanied by a series of high level conferences in Paris (2005) and Accra (2008). The follow-up conferences in Busan (2011) and Mexico (2014) emphasized the shift from an approach based on aid, to a broader development effectiveness approach. One of the key issues consistently raised was the importance of development aid results.

The 2007 economic downturn, which caused many traditional donor countries to restrict their aid budgets, increased the pressure on development agencies to make aid more effective and to allocate their resources more efficiently. A Value for Money approach which emphasizes the balance between effectiveness, efficiency, economy and equity emerged (Schiere, 2016). **There has been a major cultural shift to development results in IFIs.**

Development cooperation has become more results-focused, encompassing accountability and promoting transparency. This fits well with the New Public Management Approach, centered on a business-like and transparent approach to results reporting which includes corporate KPIs and results frameworks for projects. Consequently, there has been a shift of focus from budgetary approval or disbursements to outputs and outcomes.

Results tools have clearly improved transparency and communications.

Some of the KPIs are published as annual corporate performance scorecards, such as in the Results Measurement Frameworks of MDBs. These are subsequently integrated in the Multilateral Organization Performance Assessment Network (MOPAN) so that donors can jointly assess and review the effectiveness of individual IFIs.

Challenges of results management for IFIs

Although managing for results has undeniably contributed to better focus on development outcomes and performance, there are several drawbacks to consider.

Firstly, the rolling-out of various results tools in IFIs was not necessarily undertaken in a clearly sequenced or coordinated manner, but rather ad hoc. Some issues – such as projects results frameworks for projects – were gradually introduced in the 1990s, while the corporate scorecard performance tracking required more institutional reform as it needed a standard set of indicators to be tracked over time (Holzapfel 2014). In practical terms, this meant that both corporate and project level results had to be aligned with standard indicators, reducing the flexibility of departments to finance projects.

Secondly, although corporate results scorecards helped improve transparency and accountability to external stakeholders, it is sometimes seen as a way to ensure certain priorities were integrated into

IFIs. In this respect, the scorecards are not only used to track development results, but to ensure alignment with the national and parliamentary priorities of donors. This can create tensions between "upward" donor accountability and "downward" accountability to client countries (Edwards and Hulme 1996).

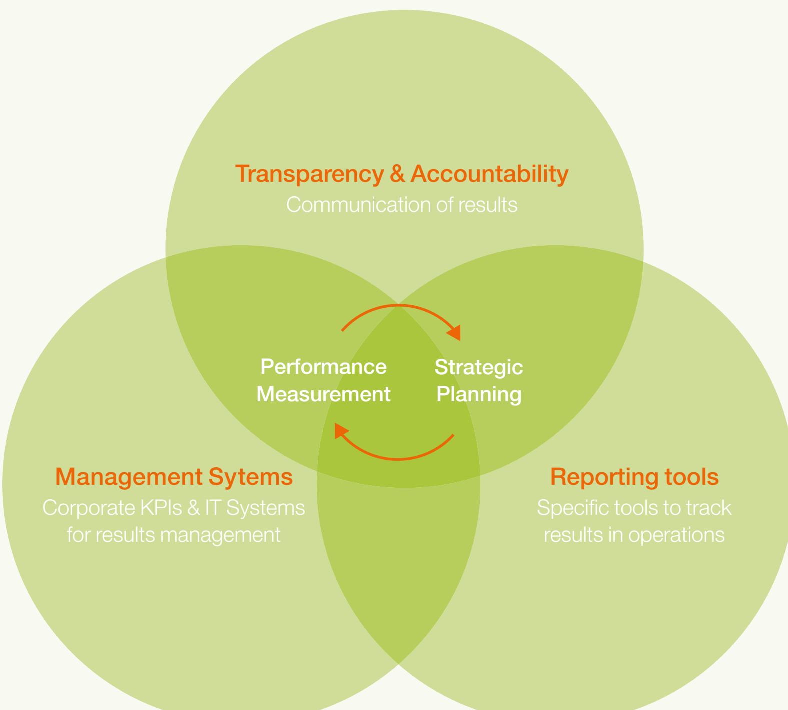
Thirdly, strict results reporting offers IFIs less flexibility to adapt to the common agenda, and can therefore hinder the creation of joint programmes with other development partners. This is also contrary to the aid effectiveness agenda that seeks to promote joint programming, alignment, country ownership and harmonization (Sjöstedt 2013) which reduces coordination and implementation costs.

Fourthly, the focus on results can lead to the prioritization of short-term visible projects, instead of long-term capacity-building or institutional reforms that can bring more sustainable results. Moreover, a long-term plan comes with greater risks and less predictable results (Natsios 2010), rendering attribution more difficult.

Often donors prioritize funding low hanging fruits which ensure results with limited risks.

Similarly, the emphasis of results that are "easy" to crystalize can also lead to less innovation as IFIs reduce the risk-taking appetite and create a tunnel vision. Tunnel vision refers to quantified performance measurement, at the expense of enabling aspects that accompany the achievement of objectives (Smith 1995). As a result, organizations focus on measures of success rather than underlying objectives. The risk associated with measuring success is that it encourages strategies which raise the values of the indicators reported, rather than those which help achieve objectives. Also, an excessive

Figure 1: Core areas of results management



- focus on risk and the fear that unmet targets can trigger a negative audit report (Ramalingam 2013), reduce the will to innovate and experiment.

Finally, results reporting can also have financial and administrative costs, in particular if this is not aligned to existing M&E systems of institutional projects. More specifically, ad hoc requests for specific results by some donors on issues which are in their own national interests, but outside the scope of existing monitoring systems of institutions, is costly for the IFI. To some extent, this is also evident from the Value for Money discussions – which emphasize the balance between effectiveness, efficiency, economy and equity. Although, this concept sounds convincing for communication purposes, it is not always practical. Take for example the cost of building a road. The difficulty depends on the geographical constraints of the country, and political hurdles. It is not possible to compare the costs of building a road in a fragile state with the building of a road in a middle-income country. The costs of introducing these Value for Money systems, will lead to additional overhead costs and outweigh any possible benefits.

Future trends for integrating results tools

The integration of result tools into management systems of IFIs will continue to evolve in the near future. Some of the new tools are linked to global trends such as the integration of private sector operations, and reflect the shift from aid to the broader concept of development effectiveness agenda. This is part of the billions to trillions agenda of IFIs that emphasizes the shift from tracking financial and profitability indicators to development outcomes and outputs.

This shift to development outcomes has already taken place in public sector operations of IFIs, but it is taking longer for the private sector due to its nature being transaction-oriented and representing a relatively small proportion of an IFI portfolio. Now that donor funding has been reduced and the private sector window has grown, it has become increasingly important to integrate results tools which include both financial additionalities and development results. On the flip side, additional reporting inevitably leads to overhead costs, slower business processes and can reduce the competitive advantage of IFIs for client companies.

The latest trend in results reporting tools is the use of input-output methodology which uses a Social Accountability Matrix to present development outcomes. A statistical model measures the effect of investments by showing how economic sectors depend on one another, both as a consumer of output and as a supplier of input.

By making use of these econometric models, IFIs can estimate the development outcome of investments in an easy and cost-efficient manner. The disadvantage of this approach is that they are not necessarily accurate and are used mainly for communication purposes.

Also, with the evolution of IT technologies and results tools, it is now possible to communicate results in a visually attractive manner. Geocoding, for example, identifies the location of investment projects on an interactive map, and provides key data of investment outcomes. Although this approach helps promote transparency by tracing funding to end-beneficiaries for traditional investment projects, it is difficult to capture results for budget support operations, knowledge work, policy advocacy and leveraging, which are the future activities of IFIs.

Conclusion & recommendations

The need to communicate results will continue to grow, in line with the demands of donors. Integrating results tools into the system of IFIs has been a gradual process over the last two decades, supported by the emerging development and aid effectiveness agenda. This has led to greater transparency, accountability and communications of results. Some recommendations to further improve the results tools are:

- Mainstream tools into existing management systems of IFIs to avoid additional overhead costs, instead of creating separate and cumbersome new channels to collect results data. For example, reporting on outcomes and outputs for individual projects should be within the existing M&E system.
- An econometric social accountability matrix can be useful as a cost-effective measure to report on results. Some individual donor requests for ad hoc results for their parliaments are important, but can lead to additional overhead costs. The Value for Money discussion is useful from a communications perspective, but not on a continental scale, as the management and fiscal costs of such a monitoring system would be excessive and not necessarily lead to improved decision making.
- A better balance between external communication of results and improving institutional performance. External publication often leads to "naming and shaming" and institutional energy is spent on defensive actions rather than corrective actions. eVALU

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Authors' profile

Richard Schiere is Officer-in-Charge of the Quality Assurance Division in the Operations Committee Secretariat & Quality Assurance Department. Since 2007, he has worked in research, policy and operations in the Bank. Prior to working at the AfDB, Richard worked for the United Nations for six years in New York and in Cambodia. He has published two books on China-Africa and written a series of papers and policy briefs about development cooperation, aid effectiveness and Africa's emerging partners. He holds a PhD from the Centre d'Etudes et de Recherches sur le Développement International in France.

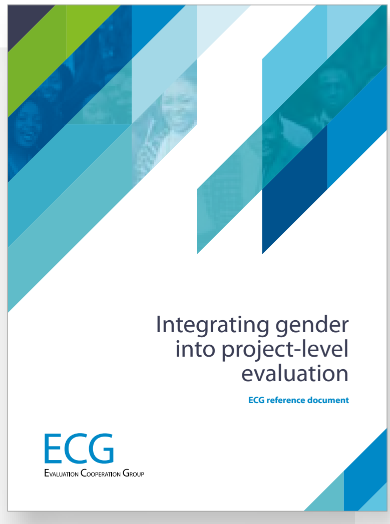
Souad Chatar is currently a Consultant with the Quality Assurance division at the African Development Bank (AfDB). She worked on the integration of quality assurance tools and reviewed the robustness of rating methods in the Bank's Non-Sovereign Operations. Prior to joining the AfDB, Souad worked as a research analyst and M&E specialist in fragile and conflict-affected situations including Libya and Syria, as well as Egypt, Tunisia and Burkina Faso, leading assistance programmes for development aid agencies and a multi-trust fund. Souad holds a Master of Sciences in Political Economy from the London School of Economics.

Integrating Gender into Project-level Evaluations: The Evaluation Cooperation Group provides guidance

On 6 October 2017, the Evaluation Cooperation Group (ECG) published a reference document which provides practical approaches for Independent Evaluation Offices to strengthen gender equality and women's empowerment in their evaluation programs, and more specifically in evaluations of projects. The document was prepared by a task force led by IDEV.

The ECG also organized a workshop on 27–28 September 2017 in Washington DC on the theme of *"Gender in evaluation"*.

http://idev.afdb.org/en/document/integrating-gender-project-level-evaluation



Third knowledge event on Private Sector Development 30–31 October 2017

More than 70 representatives from the private sector, governments, multilateral agencies, regional and sub-regional development banks, development institutions, academia, civil society, and the media from across the continent gathered in Pretoria, South Africa to participate in a two-day knowledge sharing event hosted by IDEV and the Evaluation Department at Norad (NoradDev).

Nhlanhla Nene, former Minister of Finance of South Africa and keynote speaker at the PSD event in Pretoria.

The two-day learning event, titled *Financing Private Sector Development: what works, what does not and why?* concluded the hosting institutions' three-part knowledge series based on the findings of their synthesis report [Towards Private Sector-Led Growth: Lessons of Experience.](#) The press release and event materials can be found here.

http://idev.afdb.org/en/news/idev-and-norad%E2%80%99s-evaluation-department-host-third-knowledge-event-on-PSD

CLEAR Global Forum

From 22–24 October 2017, the CLEAR (Centres for Learning on Evaluation and Results) Global Forum in Johannesburg, South Africa, brought together the heads and staff of the 6 CLEAR regional centres and the CLEAR Global Hub as well as donors (OVE/IaDB, DFID, SIDA and IDEV). IDEV Division Manager Karen Rot-Munstermann participated in the Forum, whose main objectives were to take stock of the CLEAR initiative, what it has achieved to date, and what is planned in each of the centres for the coming year. Participants also discussed the strategic directions and operationalization of the "CLEAR 2021" vision, and the sustainability of the initiative. On the third day of the Forum, Twende Mbele presented its work on South-South cooperation in evaluation, in view of starting a knowledge-sharing dialogue between regions.

CLEAR participants at the forum in Johannesburg.

Twende Mbele

Twende Mbele workshop on national evaluation policies in Johannesburg.

On 23 October 2017, Twende Mbele organized a knowledge sharing workshop on National Evaluation Policies in Johannesburg, South Africa, with the participation of government representatives from 14 countries (Benin, Botswana, Cote d'Ivoire, Ghana, Kenya, Lesotho, Niger, Nigeria, Senegal, South Africa, Tanzania, Uganda, Zambia and Zimbabwe). Presentations from Benin, South Africa and Uganda on developing a national evaluation policy and its content were interspersed with group work in which participants reflected on the situation in their own countries and discussed possible ways forward.

On Wednesday 25 and Friday 27 October, the Twende Mbele Management Committee met to discuss ongoing and future business. Following up on the scoping visits to Ghana, Kenya and Niger, the main discussion was on how best to engage with these countries and through which Twende Mbele activities.

IDEV will host the next Management Committee meeting (Feb. 2018).

http://www.twendembele.org/

Laila Smith, Director of the CLEAR Anglophone Africa centre; Abdoulaye Gounou, Director General for Evaluation, Office of the Prime Minister, Benin; Timothy Lubanga, Acting Commissioner for Evaluation, Office of the Prime Minister, Uganda

SAMEA Conference

The 6th Biennial SAMEA Conference was held in Johannesburg, South Africa, during the week of 23–27 October 2017, on the theme of "purpose-driven monitoring and evaluation". On 25 October, Hon. Dexter Nduna from Zimbabwe, designated by the African Parliamentarians' Network on Development Evaluation (APNODE) Executive Committee to represent APNODE at the conference, made a presentation on "The use of evidence-based evaluation for policy and decision-making".

The presentation, richly illustrated with real-life examples taken from Hon. Nduna's work as Chair of the Transport Committee in his parliament, was well received by the participants. He intervened again later in the week in a session on "Lessons from national evaluation systems", during which Ian Goldman and Timothy Lubanga also presented their national experiences.

Hon. Dexter Nduna from Zimbabwe speaking at the SAMEA Conference.

Evaluation Cooperation Group Meeting

The ECG met on 2–3 November 2017 at the IFAD Headquarters in Rome, Italy to share recent work and exchange views on issues of common interest. Themes discussed included private sector engagement; partnerships; gender; and evaluation for corporate management. IDEV presented its formative evaluation of the AfDB's human resources policy and strategic directions (see article). Work is ongoing on topics such as gender equality in evaluations; peer reviews of evaluation functions; good practice standards; enhancing self-evaluation; and follow-up to evaluation recommendations.

The ECG meeting in Rome

Kenya Evaluation Week

At the request of the Kenyan government, CLEAR-AA through the Twende Mbele programme organized a whole day training at the Kenya Evaluation Week (on 23 November 2017) targeting members of parliament from Kenya, staff of the Parliamentary Budget Office of Kenya, and other strategic partners including the Kenya Institute of Public Policy and Research Analysis (KIPPRA). Presentations were made by CLEAR-AA facilitators, the Parliamentary Budget Office, and Hon. Evelyn Mpagi, Vice-Chairperson of APNODE.

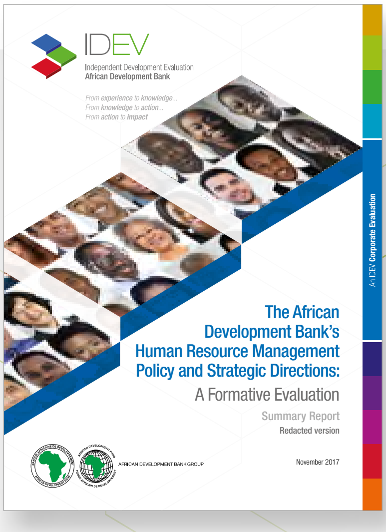
Following the training, the MPs from Kenya agreed to join the parliamentary caucus on evidence based policy making, to lobby for the enactment of the Kenya National M&E policy and to champion M&E at all levels of government. They requested CLEAR-AA to organize M&E capacity building programmes for MPs and strategic Committees of the National Assembly and the Senate to inculcate the culture of use of evaluation evidence by MPs.

APNODE
African Parliamentarians' Network on Development Evaluation
Réseau des Parlementaires africains pour l'évaluation du développement

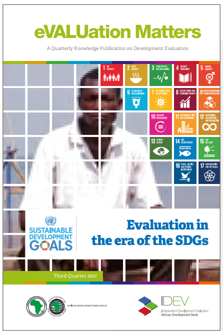
Training session for MPs and government officials at Kenya Evaluation Week 2017.

Hot Off the Press: The African Development Bank's Human Resource Management Policy and Strategic Directions: A Formative Evaluation

IDEV has presented its evaluation of the AfDB's Human Resources Management System, its first formative evaluation. The evaluation was designed not only to assess the current state of the Bank's institutional environment with respect to HR management and identify lessons from the implementation of the Bank's 2013–2017 People Strategy, but also to provide conclusions and recommendations to inform the development of the Bank's next Human Resources Strategy. The evaluation assessed both the current state of the Bank's HRMS relative to industry best practice and traditional comparators, and how the Bank has organized itself to deliver on its strategic objectives for HR management.



http://idev.afdb.org/en/document/african-development-bank%E2%80%99s-human-resource-management-policy-and-strategic-directions



Third Quarter 2017: *Evaluation in the era of the SDGs*

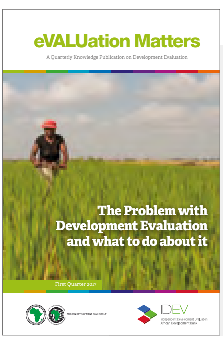
This issue of Evaluation Matters is dedicated to evaluating the Sustainable Development Goals (SDGs). It discusses the consequences of the paradigm shift from the MDGs to the SDGs and what the world of evaluation should do differently in this new era. Evaluation is acknowledged in Agenda 2030 as crucial to the follow-up and review processes for SDG progress, and evaluators can, and should, make a real difference to SDG achievements by helping point in the right direction for investment efforts.

http://idev.afdb.org/en/document/evaluation-era-sdgs

Second Quarter 2017: *Comprehensive Evaluation of Development Results: Behind the Scenes*

A comprehensive evaluation has been said to refer to a question, series of questions, or an iterative task that is designed to appraise an activity's goals, outcomes and impact. Its complexity while centered on outcomes, is also a product of the context within which the evaluation is undertaken. Such evaluations further generate meaningful learning such that its viewpoints and recommendations are invaluable to policy/decision makers, and development practitioners.

http://idev.afdb.org/en/document/comprehensive-evaluation-development-results-behind-scenes



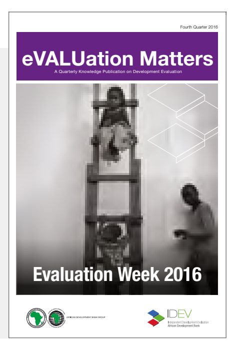
First Quarter 2017: *The Problem with Development Evaluation and what to do about it*

Development evaluation has been around for a while now. However, the perception is that it does not garner its expected level of influence. Why is there poor assimilation of the lessons learned and recommendations from evaluation? Where do the problems really emanate? Is it from the users of evaluations, or from the evaluators? Is it from the policy or the process?

http://idev.afdb.org/en/document/problem-development-evaluation-and-what-do-about-it

Fourth Quarter 2016: *Evaluation Week Special*

Achieving transformation requires not only investments and policies, but also a change in mindset. With this in mind, we at IDEV organized the AfDB Development Evaluation Week 2016 on the theme of Driving Africa's Transformation. This edition of Evaluation Matters captures the images, the debates and the words of wisdom from experts at the event.



http://idev.afdb.org/en/document/evaluation-matters-fourth-quarter-2016-evaluation-week-special

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