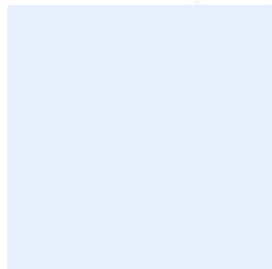




IDEV

Independent Development Evaluation
Évaluation indépendante du développement



Evaluation of the African Development Bank's Decentralisation 2015-2024

Summary Report: Technical Annexes

Corporate evaluations

March, 2025



AFRICAN DEVELOPMENT BANK GROUP

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Acronyms and Abbreviations

ADER	Annual Development Effectiveness Review	IsDB	Islamic Development Bank
ADF	African Development Fund	LP	Local Professional staff
AFD	Agence Française de Développement	MDB	Multilateral Development Bank
AfDB	African Development Bank Group	MIC	Middle-Income Country
AHVP	Vice Presidency Agriculture, Human and Social Development	MOPAN	Multilateral Organisation Performance Assessment Network
CO	Country Office	MTS	Medium-Term Strategy
CODE	Committee on Operations and Development Effectiveness	NSO	Non-Sovereign Operations
CPO	Country Programme / Planning Officer	OBA	One Bank Approach
CRF	Corporate Results Framework	OECD	Organisation for Economic Cooperation and Development
CSP	Country Strategy Paper	PEVP	Vice Presidency, Power, Energy, Climate and Green Growth
CSPE	Country Strategy and Programme Evaluation	PGCL	Office of the General Counsel and Legal Services
DAM	Delegation of Authority Matrix	PIVP	Vice Presidency, Private Sector, Infrastructure, and Industrialization
DBDM	Development and Business Delivery Model	PL	International Professional Level staff
DFI	Development Finance Institution	PTCE	Talent Performance & Staff Development Department
EBRD	European Bank for Reconstruction and Development	PTCS	HR Operations, Recruitment & Client Services Department
ECCE	Country Economics Department	PTCW	Staff Welfare Services, Compensation & Employment Policy Department
FIFC	Financial Control	RASME	Remote Appraisal Supervision Monitoring and Evaluation
GCI	General Capital Increase	RDBID	Regional Development, Integration and Business Delivery hub
HIGH 5	Five priority areas of the AfDB	RDGC	Regional Development and Business Delivery Office for Central Africa
IRS	Internationally Recruited Staff	RDGE	Regional Development and Business Delivery Office for East Africa
KPI	Key Performance Indicator	RDGN	Regional Development and Business Delivery Office for North Africa
HQ	Headquarters	RDGS	Regional Development and Business Delivery Office for the South
HR	Human Resources	RDGW	Regional Development and Business Delivery Office for West Africa
HRBP	Human Resources Business Partner	RDIBD	Regional Development, Integration and Business Delivery
IDB	Inter-American Development Bank	RDRI	Regional Integration Coordination Office
IDEV	Independent Development Evaluation	RDSA	Portfolio Monitoring and Delivery Department
IFAD	International Fund for Agricultural Development		

RDTs	Transition States Coordination Office	UNDP	United Nations Development Programme
RDVP	Regional Development, Integration and Business Delivery Complex	WB	World Bank
RIPoS	Regional Integration Policy and Strategy	WBG	World Bank Group
RISF	Regional Integration Strategic Framework		
RMC	Regional Member Country		
RMF	Results Measurement Framework		
RO	Regional Office		
RRC	Regional Resource Centre		
SNBT	Business Transformation		
SNDR	Development Impact and Results Department		
SNDR.3.	Quality Assurance & Learning		
SNFI	Fiduciary & Inspection		
SNMO	Senior Vice Presidency Front Office & Management Operations Department		
SNPB	Programming and Budget Department		
SNSC	Safeguards & Compliance Department		
SNSP	Strategy and Operational Policies Department		
SNVP	Senior Vice-Presidency Complex		
SO	Sovereign Operations		
STS	Short Term Staff		
TCGS	Corporate Travel & Support Services		
TCIS2	Operations and Regional Coordination Services		
TCVP	Technology and Corporate Services Complex		
TM	Task Manager		
ToC	Theory of Change		
ToR	Terms of Reference		
TYS	Ten-Year Strategy		
UA	Units of Account		
UDAP	Updated Decentralisation Action Plan		

ANNEXES INCLUDED IN THE SUMMARY REPORT

ANNEX 1: Summary Methodological Approach

ANNEX 2: List of Documents Reviewed

TECHNICAL ANNEXES

ANNEX 3. Evaluation Matrix

RELEVANCE:		
Q.1 How relevant are the Bank's Updated Decentralisation Action Plan covering the 2015-2018 period (i.e. including its design phase), its implementation under the DBDM, and the continued efforts to decentralise after the end of these strategies' implementation period?		
This evaluation question aims to assess whether and to what extent the AfDB's decentralisation efforts, as defined within its most recent strategic documents – the Updated Decentralisation Action Plan covering the 2015-2018 period (i.e. including its design phase) and others – are still relevant considering any changes in terms of different, new, or emerging needs and issues. To this end, we will analyse how well the decentralisation interventions and outputs achieved during this period responded to/addressed the original and emerging needs as identified prior to the adoption of the abovementioned action plan and other decentralisation efforts.		
Sub-Question: Q.1.1 To what extent did the Updated Decentralisation Action Plan and further efforts to decentralise respond to the commitments made by the Bank, such as through the GCI and as part of the DBDM (focus notably on Pillar 1 and Pillar 2)?		
JUDGMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
<p>The Updated Decentralisation Action Plan is still relevant considering the commitments made by the Bank in its decentralisation efforts, and in moving the bank closer to countries by empowering regions and holding them accountable for project origination and delivery.</p> <p>The expected outputs proved well aligned with and fit the needs identified as drivers of the intervention to improve organisational efficiency by streamlining organisational structures and institutional arrangements and – in particular:</p> <ol style="list-style-type: none"> (1) To adopt a rightsizing approach to align staff operations to business. (2) To promote a stronger employee value proposition and review total compensation. (3) To revamp staff performance management systems 	<ul style="list-style-type: none"> ▶ Extent to which the action plan initiatives and Pillar 1/2 of the DBDM objectives and other decentralisation efforts linked to GCI and ADF 13-16 commitments. ▶ Increase in the number of projects originated and delivered by regional and country offices. ▶ Alignment with the new proposed organisational structures and institutional arrangements, pre- and post-implementation of the Action Plan ▶ Perceptions of staff satisfaction regarding streamlined organisational structures and institutional arrangements 	<p>Key Informant interviews</p> <p>Online survey</p> <p>Document review of corporate strategies and action plans (Ten-Year Strategy for 2013–2022 (TYS) and upcoming new Ten-Year Strategy AfDB, High 5's AfDB (2016), Update on the Decentralisation Action Plan in line with the DBDM); DBDM, GCI-VII and ADF-13-16 commitments; other strategies, policies, processes, and practices; reports (e.g., HR, SO, NSO); previous studies and evaluations (e.g., CEDR, DBDM evaluation, MOPAN assessment of AfDB)</p> <p>Case studies:</p> <p>Interviews (sample of regional and country management and staff, government officials, development partners and MDBs, civil society and private sector organisations)</p> <p>Document review</p>
Sub-Question: Q.1.2 How well have the action plan, DBDM, and later efforts (such as the TYS 2013-2022, High 5s, the One Bank Approach, the revised DAM the GCI-VII, the 16 th ADF General Replenishment and others) responded to clients' and partners' needs?		
<p>The Bank's decentralisation efforts since 2015 well responded / addressed the needs for</p> <ol style="list-style-type: none"> (1) An increase in the frequency and the quality of interactions, also developing and enhancing strategic relationships with clients and partners. (2) Enabling an efficient customization of services and solutions to meet the specific needs of clients and partners. (3) Timeliness in response (quick processing of requests) 	<ul style="list-style-type: none"> ▶ Clients and partners' judgement on the perceived degree of consistency between the bank's latest decentralisation efforts and their needs, also in terms of services and solutions put in place. ▶ Extent to which the decentralisation efforts since 2015 are designed to improve quality of interaction, enable customization and support timeliness. ▶ Extent to which the decentralisation efforts have contributed to increase policy dialogue and to develop public strategies/policies 	<p>Key Informant Interviews</p> <p>Online survey</p> <p>Case studies:</p> <p>Interviews (sample of regional and country management and staff, government officials, development partners and MDBs, civil society and private sector organisations)</p> <p>Document review</p>

(4) An increase in political dialogue and development of public strategies/policies.		
Sub-Question: Q.1.3 Were the Updated Decentralisation Action Plan and further efforts (such as the TYS 2013-2022, High 5s, the General Replenishment, and so on) to decentralise well designed to address the needs of the Bank and its changing environment?		
The updated Decentralisation Action Plan and further decentralisation efforts are suitable tools to address ever-changing environments (transition states' contexts, post-Covid dynamics, other conjunctural and structural challenges, also budgetary)	<ul style="list-style-type: none"> ▶ Degree of relevance to structural and contextual changes ▶ Degree of flexibility (at HQ level and management) to respond to evolving regional, sub-regional and country needs in different geographical areas 	<p>Key Informant Interviews</p> <p>Document review of corporate strategies and action plans (Ten-Year Strategy for 2013–2022 (TYS)</p> <p>Online survey Case studies: Interviews (Comparative analysis (benchmarked peer organisations)</p>
COHERENCE:		
Q.2 How coherent are the Updated Decentralisation Action Plan and other recent decentralisation efforts with the TYS 2013-2022, High 5s, and other Bank strategies and institutional reforms?		
<p>This evaluation question aims to understand the degree of coherence of the Updated Decentralisation Action Plan and other recent decentralisation efforts both internally and externally.</p> <p>From an internal coherence perspective, the analysis shall look for evidence of synergies, gaps or inconsistencies between the abovementioned intervention and other Banks' initiatives, internal strategies, and policies to assess their level of alignment and to ensure avoiding redundancies or gaps likely to affect the overall decentralisation effort.</p> <p>From an external perspective, it requires looking at similar intervention carried out by comparator institutions and / or other development partners at the regional level, to assess to what extent these are coherent with or complementary to the objectives of the AfDB's decentralisation process.</p>		
Sub-Question: Q.2.1 To what extent has decentralisation been aligned with the Bank's business model, strategies, policies, and reforms?		
<p>The Bank's decentralisation efforts are coherent with the Bank's business model, ensuring the effective delivery of the Bank's development goals.</p> <p>The Bank's decentralisation efforts align with the goals and priorities outlined in the Bank's strategic framework and reforms, notably the Ten-Year Strategies (TYS), the High 5s, the Development and Business Delivery Model (DBDM) and commitments related to GCI-VII and ADF-15/16.</p>	<ul style="list-style-type: none"> ▶ Similarities/divergencies between the Updated Decentralisation Action Plan and other recent decentralisation efforts and the Bank's business model, strategies, and policies ▶ Degree of coherence between strategic orientations of the Updated Decentralisation Action Plan and Bank's strategic framework and reforms ▶ Identification of articulation, overlapping at strategy, operational, procedures/ processes levels ▶ Stakeholders' judgement on the perceived degree of complementarity between the different pieces of models, strategies and policies regulating the bank's decentralisation process ▶ Stakeholders' judgement on the perceived degree of coherence between the bank's decentralisation efforts and program, policies, and strategies of RMCs 	<p>Key Informant Interviews or focus groups discussions</p> <p>Document review of corporate strategies and action plans (Ten-Year Strategy for 2013–2022 (TYS) and upcoming new Ten-Year Strategy AfDB, High 5's AfDB (2016), Update on the Decentralisation Action Plan in line with the DBDM); DBDM, GCI-VII and ADF-15/16 commitments; other strategies, policies, processes and practices; reports (e.g., HR, SO, NSO); previous studies and evaluations (e.g., DBDM evaluation, MOPAN assessment of AfDB)</p> <p>Online survey</p>
Sub-Question: Q.2.2 To what extent have the Bank's efforts to decentralise aligned and developed synergies with other organisational initiatives such as the One Bank approach?		
<p>The bank's decentralisation efforts are complementary to the other Bank's organisational initiatives (among the others, the One Bank approach, other HR Reforms, and so on), notably in terms of:</p> <ol style="list-style-type: none"> (1) clarifying roles and responsibilities within the organisation at all levels (2) Devolution of decision-making powers and resources (3) People management (4) Greater synergy achieved among decentralised units and HQ in terms of collaborative projects, knowledge sharing and joint initiatives (5) Effective and efficient communication channels and coordination mechanisms (6) Avoiding duplications and or conflicts 	<ul style="list-style-type: none"> ▶ Stakeholders' judgement on whether they managed to develop a clearer understanding of their roles and responsibilities across different organisational initiatives ▶ Number of documented instances where roles and responsibilities were revised or clarified (staff instructions, operational guidelines, new tools for work programming, etc.) with a view to align job descriptions and organisational charts across decentralisation efforts and other initiatives ▶ Degree of decision-making authority delegated to decentralised units compared to headquarters ▶ Allocation of resources (financial, human, and technological) to decentralised units in alignment with organisational objectives, including those of the One Bank approach ▶ Implementation of HR reforms and their alignment with decentralisation objectives 	<p>Key Informant Interviews</p> <p>Document review of corporate strategies and action plans (Ten-Year Strategy for 2013–2022 (TYS) and upcoming new Ten-Year Strategy, High 5's AfDB (2016), Update on the Decentralisation Action Plan in line with the DBDM); DBDM, GCI-VII and ADF-15/16 commitments; other strategies, policies, processes and practices; reports (e.g., HR, SO, NSO); strategic staffing and footprint studies (2020 framework for engagement on strategic staffing and revision, 2021 RDVP footprint – request for new positions and annexes, AfDB 2022-2026 strategic staffing plan); previous studies and evaluations (e.g., MOPAN assessment of AfDB)</p> <p>Online survey</p>

<p>The bank's operational model, as set out within the updated action plan and other decentralisation efforts, aligns with the principles of the One Bank Approach.</p> <p>The Bank's decentralisation process has been carried out taking into duly account department-specific costs and benefits</p>	<ul style="list-style-type: none"> ▶ Frequency and effectiveness of joint initiatives, such as joint training programs or cross-functional teams ▶ Number of communication channels established or improved aimed at improving coordination among organisational initiatives and stakeholders' judgement on their efficacy ▶ Degree of alignment and integration of business processes to mitigate duplication risks and conflicts among initiatives ▶ Level of integration of the One Bank principles into the operational model, as evidenced by policy documents, guidelines, and procedures ▶ Comparison of decentralisation costs and benefits for different departments (e.g., HR, finance, operations) 	<p>Case studies: Interviews (sample of regional and country management and staff, government officials, development partners and MDBs, civil society and private sector organisations) Document review</p>
Sub-Question: Q.2.3 To what extent has the Bank's decentralisation been coherent with that of comparator institutions and other development partners in RMCs?		
JUDGMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
<p>The AfDB's decentralisation process is similar / aligned with that of comparator institutions (such as the WBG, IFAD, AsDB, IADB, IsDB, EBRD, etc.) and other relevant development partners (e.g.: UN institutions, AFD) in RMCs, in terms of:</p> <ol style="list-style-type: none"> (1) Strategic framework (2) decentralised organisational structure (3) distribution of authority, decision-making power, and resource management (4) operating models (approaches, processes, business practices, procedures, management of SOs and NSOs, synergy/collaboration between SOs and NSOs, etc.) (5) human resources (also in terms of "local talent utilisation") (6) performance indicators and targets <p>The Bank's decentralisation program is coherent with policies and strategies of other RMCs, acting as the main actor in shaping development agendas</p>	<ul style="list-style-type: none"> ▶ Similarities and differences between operating models, regarding organisational, governance and decision-making structures ▶ Similarities and differences related to the management of SOs and NSOs, in terms of: <ul style="list-style-type: none"> ◦ Institutional arrangements to deliver SOs and NSOs ◦ Integration between SOs and NSOs at country level across the various institutions ◦ Synergy and collaboration in policy dialogue and advisory services, and related monitoring / tracking tools ▶ Number and type of decentralised offices across various hierarchical levels (e.g., regional, sub-regional, country, sub-national) ▶ Proportion of staff located and size of operations at decentralised levels ▶ Proportion of staff hired locally versus internationally ▶ Stakeholders' judgment (operational teams) on the relevance of decentralised staff ▶ Proportion of operations initiated / approved / supervised / managed at decentralised levels ▶ Proportion of budget allocated and managed at decentralised levels ▶ Level of decision-making authority at decentralised levels 	<p>Key Informant Interviews</p> <p>Online survey</p> <p>Document review of comparator institution documentation, corporate strategies, action plans, human resources strategies and policies, key processes and guidelines, implementation reports, previous studies and evaluations (e.g., Comparative Study MDB Operating Models Approach, 2023 IFAD Decentralisation Evaluation, etc.), annual reports and budgets</p> <p>Case studies: Interviews (sample of regional and country management and staff, government officials, development partners and MDBs) Document review</p> <p>Comparative analysis (benchmarked peer organisations)</p>
EFFECTIVENESS/ IMPACT		
Q.3 To what extent have the Updated Decentralisation Action Plan covering the 2015-2018 period (i.e. including its design phase) and other recent decentralisation efforts achieved their stated objectives?		
This evaluation question aims at understanding whether and to what extent the objectives of the Updated Decentralisation Action Plan and other recent efforts were achieved.		
Sub-Question: Q.3.1 How much progress has the Bank made in its decentralisation efforts since 2015?		
JUDGMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
<p>The Bank has made significant progress in the implementation and in the advancement of the decentralisation process since the implementation of the Updated Decentralisation Action Plan covering the</p>	<ul style="list-style-type: none"> ▶ Extent to which the Bank has advanced in the implementation of its decentralisation efforts (in terms of activities envisaged in the Plan and of potential recommendations coming from other studies and evaluations on the matter) 	<p>Document review of previous studies and evaluations (e.g., Independent Evaluation of the Implementation of the DBDM of the AfDB, MOPAN assessment of AfDB, etc.), Annual Development</p>

2015-2018 period (i.e. including its design phase) and other recent decentralisation efforts	<p>▶ Stakeholders' perception on the overall progress made by the Bank, after the implementation of measures set out in the updated decentralisation action plan and further decentralisation instruments, in terms of:</p> <ul style="list-style-type: none"> ◦ Strengthening the Bank's presence at the local level ◦ Rightsizing country offices ◦ Reconfiguring headquarters ◦ Booster business processes and institution effectiveness ◦ Delegation of authority ◦ Enabling policies and services for effective decentralisation ◦ Managing the fiduciary risks and strengthening safeguards ◦ Making decentralisation cost-effective ◦ Reporting and monitoring results 	<p>Effectiveness Review 2023, AfDB Annual Retrospective Review Report</p> <p>Secondary data analysis</p> <p>Key Informant Interviews</p> <p>Online survey</p> <p>Case studies: Interviews (sample of regional and country management and staff, government officials, development partners and MDBs, civil society and private sector organisations) Literature review of documents related to the activities selected for the five case studies</p>
Sub-Question: Q.3.2 To what extent have the Bank's efforts to decentralise delivered their expected results and reached impacts?		
JUDGMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
<p>Decentralisation expected results were properly achieved. In particular, the level of decentralisation achieved ensures:</p> <ol style="list-style-type: none"> (1) Improved regional and local capabilities, enhanced business opportunity and client support, and efficient deployment of functions (2) Increase in locally available expertise (3) achievement of significant cost savings through optimised operations and strategic adjustments (4) significant improvement of bank's operations and performance activities in terms of portfolio quality and disbursement performance, reduced delays, and enhanced efficiency in the process (5) informed oversight and assessment through regular and transparent reporting (6) Enhanced operational efficiency, accountability, coordination, and dialogue under the RDIBD Complex (7) Improved partnerships and development partners' coordination and management (8) Improved clarity in decision-making authority and delegation as well as strengthened accountability (9) Improved functionality and effectiveness of administrative and ICT services (10) Robust risk management framework ensuring effective mitigation (in transition situations) (11) Enhanced operational capabilities and outcomes in decentralised office using accessible and reliable technology infrastructure. <p>In its decentralisation efforts, the Bank has been able to tackle the "homing pigeon effect" (as an indirect result</p>	<p>▶ Level of improvement of locally available staff and expertise</p> <p>▶ Level of costs saving (rental and ancillary costs, optimised operations, strategic adjustments, etc.)</p> <p>▶ Level of improvement of operations and performance activities at Region and Country level. Notably, in:</p> <ul style="list-style-type: none"> ◦ Lending and commitments (volume of pipeline, approval rate, signed NSOs, etc.) ◦ Resources mobilization (co-financing rate, etc.) ◦ Speed of delivery (time from approval to signature and to first disbursement, delays, etc.) ◦ Portfolio quality and performance (NSOs/SOs disbursement, etc.) ◦ Budget, income, and expenditure ◦ Corporate commitments ◦ Quality of country strategy papers ◦ Procurement contracts using a national system ◦ Timely coverage of country portfolio performance <p>▶ Extent to which the Bank's major products and services are planned, prepared, and delivered at the regional or Country levels</p> <p>▶ Extent to which the Bank contributes to better development results and impacts</p> <p>▶ Number, type and timing of reporting</p> <p>▶ Stakeholders' judgment on the overall coordination and dialogue under the RDIBD Complex</p> <p>▶ Stakeholders' judgement on the quality and the improvement of coordination with partners and development partners</p> <p>▶ Stakeholders' judgment on the improved clarity in decision-making authority and delegation</p> <p>▶ Stakeholders' judgment on the improved functionality and effectiveness of ICT and administrative services</p>	<p>Key Informant Interviews</p> <p>Document review of previous studies and evaluations (e.g., CEDR, DBDM evaluation, MOPAN assessment of AfDB), Annual Development Effectiveness Review 2023, AfDB Annual Retrospective Review Report</p> <p>Secondary data analysis Online survey</p> <p>Case studies: Interviews (sample of regional and country management and staff, government officials, development partners and MDBs, civil society and private sector organisations) Document review</p>

of decentralisation) maintaining an effective rotation strategy and a balanced distribution of staff across its locations. The decentralisation process had positive impacts on departmental performance.	<ul style="list-style-type: none"> ▶ Stakeholders' judgment on the effectiveness of the risk management framework ▶ Staff rotation rate and budget across the Bank's different levels ▶ Frequency of virtual meetings and collaboration tools usage ▶ Changes in key performance indicators (KPIs) for departments before and after decentralisation 	
Sub-Question: Q.3.3 What have been the unintended outcomes of decentralizing the Bank's activities?		
JUDGMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
<p>The decentralisation of the Bank's activities triggered additional and unintended outcomes going beyond the objectives and the targets established in the updated action plan and other decentralisation instruments</p> <p>The bank has been able to maintain cohesion and integration across different components (including the linguistic ones)</p>	<ul style="list-style-type: none"> ▶ Type of additional and unintended outcomes (operational challenges, project timeline and delivery, resource allocation, knowledge flow and collaboration, etc.) triggered by decentralisation efforts at all levels ▶ Identification of new actors (positively or negatively) affected by the decentralisation process ▶ Identification of resistance or difficulty in adapting arising from potential existing organisational structures, processes, and historical practices ▶ Stakeholders' perception about additional and unintended outcomes at the regional and country level ▶ Integration measures implemented across linguistic components 	<p>Key Informant Interviews</p> <p>Document review of previous studies and evaluations (e.g., MOPAN assessment of AfDB), Annual Development Effectiveness Review 2023</p> <p>Online survey</p> <p>Case studies: Interviews (sample of regional and country management and staff, government officials, development partners and MDBs, civil society and private sector organisations)</p> <p>Document review</p>
Sub-Question: Q.3.4 How does the effectiveness of the Bank's decentralisation compare to similar institutions?		
JUDGMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
The AfDB decentralisation's effectiveness aligns with that achieved by similar institutions	<ul style="list-style-type: none"> ▶ Comparison of AfDB KPIs linked to decentralisation with those of similar institution ▶ Comparison of operating models with respect to the extent to which they are decentralised, in terms of: <ul style="list-style-type: none"> ○ Partnerships (co-financed projects and policy advancements) ○ Operation metrics (evolution in number and scale of projects, key portfolio indicators, lending volume, costs, and budgets, etc.) ○ Type and extent of decentralisation (nature of functions decentralised, definition of roles and responsibilities, staffing ratios, etc.) ○ Tracking and measurement of results ○ Budget management and decentralised units' budget dynamics ○ Guiding principles criteria and tools ○ Oversight, planning and resourcing ▶ Stakeholders' perception on the perceived degree of similarity / divergency between AfDB operational effectiveness and those of other similar institutions. 	<p>Key Informant Interviews</p> <p>Document review of comparator institution documentation, corporate strategies and action plans, and evaluations thereof (e.g., AsDB evaluation); (Ten-Year Strategy for 2013–2022 (TYS) and upcoming new Ten-Year Strategy), High 5's AfDB (2016), Update on the Decentralisation Action Plan in line with the DBDM; DBDM, GCI-VII and ADF-15/16 commitments; other strategies, policies, processes and practices; reports (e.g., HR, SO, NSO); previous studies and evaluations (e.g., 2022-2023 MOPAN assessment of AfDB), MOPAN MDB's study</p> <p>Case studies: Interviews (sample of regional and country management and staff, government officials, development partners and MDBs, civil society and private sector organisations)</p> <p>Document review</p> <p>Comparative analysis (benchmarked peer organisations) including the Comparative Study report</p>
Sub-Question: Q.3.5 What factors have affected (positively or negatively) the implementation of decentralisation efforts?		
JUDGMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
Presence of specific internal and/ or external factors which affected (positively or negatively) the achievement of objectives and targets as set out within the updated decentralisation action plan and further decentralisation instruments	<ul style="list-style-type: none"> ▶ Type of factors (internal or external) affecting the decentralisation efforts and qualitative description of their effects (positive or negative) E.g.: in terms of coordination, decision power ▶ Type of incentives and enabling behaviours to put in place 	<p>Key Informant Interviews</p> <p>Document review of GCI-VII and ADF-15/16 commitments; other strategies, policies, processes, and practices; reports (e.g., HR, SO,</p>

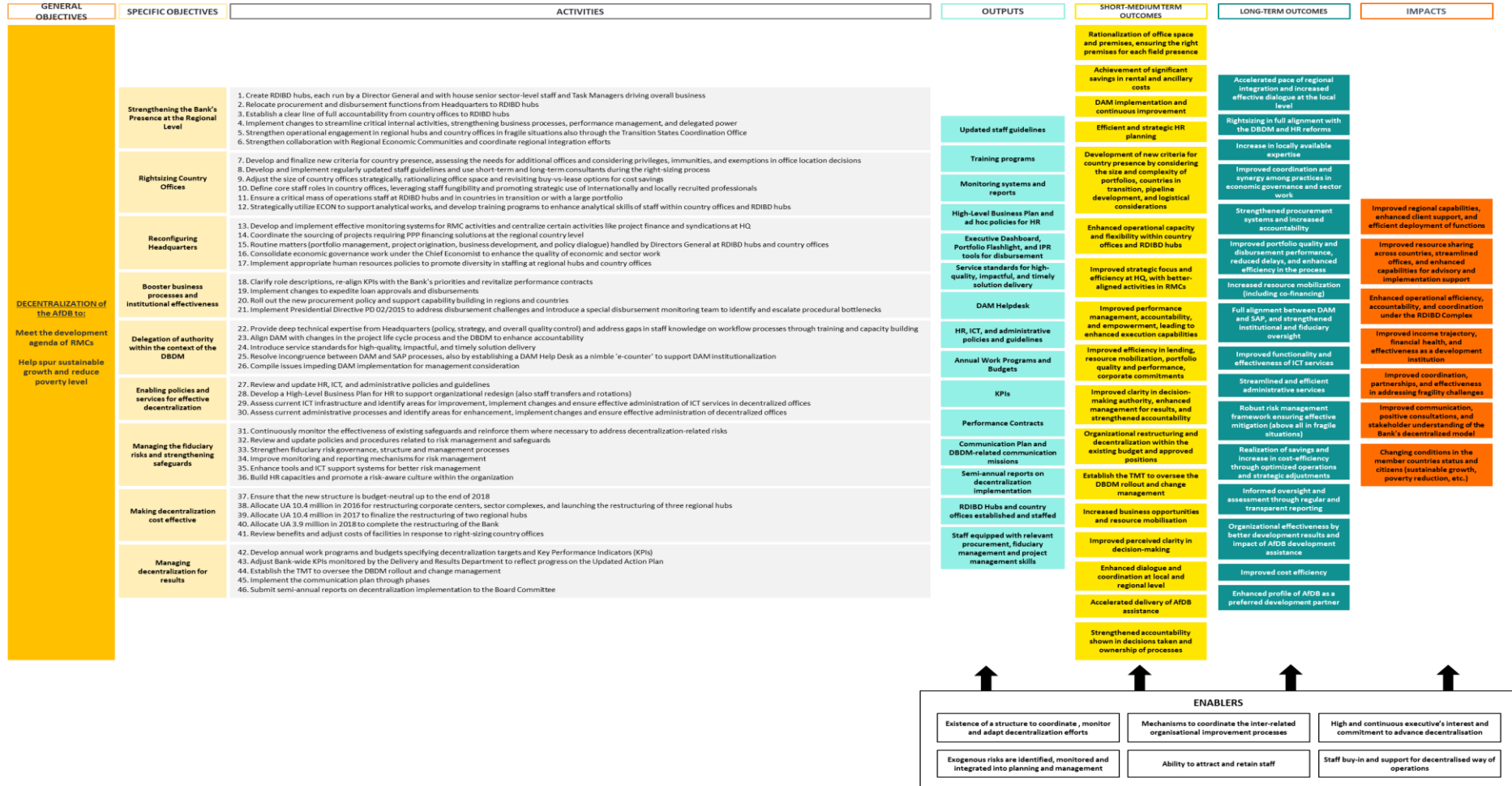
<p>The Bank's approach to decentralisation has been flexible in responding to unforeseen circumstances and evolving needs</p> <p>In response to the Covid-19 pandemic, and after the expiry of the action plan and of the DBDM workstreams, the Bank kept on being an effective interlocutor with RMCs on dealing with development policy challenges, building resilience, and fostering structural transformation</p> <p>With the prolonged effect of the COVID-19 pandemic stretching into 2021, the Bank continued to assure the decentralised offices' functioning through a number of initiatives, such as working from home and capacity development for staff at all levels</p>	<ul style="list-style-type: none"> ▶ Type of mitigation measures put in place when needed ▶ Stakeholders' judgement about whether (or to what extent) the bank's decentralisation efforts have been halted by the effects of Covid-19 pandemic (e.g., shift to a "zoom environment", etc.) ▶ Stakeholders' judgement about other factors which had an impact on the bank performance at the regional and country level, including MS context-based factors, external factors, emerging issues, etc. 	<p>NSO); previous studies and evaluations (e.g., CEDR, DBDM evaluation, MOPAN assessment of AfDB)</p> <p>Online survey</p> <p>Case studies: Interviews (sample of regional and country management and staff, government officials, development partners and MDBs, civil society and private sector organisations) Document review</p>
EFFICIENCY:		
<p>Q.4 To what extent have the Updated Decentralisation Action Plan covering the 2015-2018 period (i.e. including its design phase) and other recent decentralisation efforts been implemented efficiently?</p>		
<p>This evaluation question aims at assessing the extent to which the achieved effects are proportionate and justified considering the resources – time, human and financial – allocated to the intervention. The analysis will look at the design of the intervention - whether and to what extent the same benefits could have been achieved with less/different resources – and at the implementation process – if any external and unpredicted factors incurred affecting the overall cost-effectiveness of the intervention (such as the Covid-19 pandemic).</p>		
<p>Sub-Question: Q.4.1 How has the decentralisation been implemented compared to the initially planned targets, budgets, and timelines?</p>		
<p>The implementation of the plan was in accordance with the time plan and budgeted resources</p> <p>The benefits derived from the allocation of human, financial, and time resources for achieve the Bank's decentralisation efforts proved to be proportionate to the incurred costs</p> <p>The Bank has moved closer to clients</p> <p>The Bank has efficiently engaged staff for results</p> <p>The Bank has improved cost-efficiency</p> <p>The Bank has efficiently leveraged partnership</p> <p>The resources allocated enabled the Bank to effectively accomplish its decentralisation efforts and attain its expected outputs and outcomes</p> <p>The balance between the observed benefits and the incurred costs is higher in presence of the Updated Decentralisation Action Plan and the further decentralisation instruments than without it</p> <p>The costs and benefits entailed by the different activities proved fairly distributed across different concerned stakeholders</p> <p>Different departments have been able to adapt to decentralised structures and maintain performance</p>	<ul style="list-style-type: none"> ▶ Number of projects managed from country offices against planned targets ▶ Percentage of Operations Managers based in Regional and Country Offices ▶ Percentage of Operations ecosystem based in Regional and Country Offices ▶ Employee engagement index ▶ Share of women in managerial positions ▶ Share of professional staff locally recruited ▶ Percentage of coverage of operational expenses ▶ Cost of preparing a lending project ▶ Cost of supporting project implementation ▶ Ratio of co-financing resources leveraged ▶ Level and type of gaps between incurred costs/achieved benefits ▶ (Average) Time needed to accomplish the bank's decentralisation efforts against the envisaged timeline ▶ Direct financial expenditure required to accomplish the bank's decentralisation efforts against what initially planned ▶ Benefit-to-Cost Ratio related to the Bank's decentralisation efforts ▶ Stakeholders' judgements about whether resource allocated are appropriate ▶ Stakeholders' judgements about whether the resource costs incurred were proportionate to the expected objectives ▶ Stakeholders' judgements about whether costs and benefits proved fairly distributed between stakeholders ▶ Presence of external factors affecting the Bank's decentralisation efforts (typology and extent) ▶ Cost-benefit analysis for different departments 	<p>Key Informant Interviews</p> <p>Document review of corporate strategies and action plans (Ten-Year Strategy for 2013–2022 (TYS) and upcoming new Ten-Year Strategy AfDB, High 5's AfDB (2016), Update on the Decentralisation Action Plan in line with the DBDM); DBDM, GCI-VII and ADF-15/16 commitments; other strategies, policies, processes and practices; reports (e.g., HR, SO, NSO); previous studies and evaluations (e.g., MOPAN assessment of AfDB), budget programme, Annual Development Effectiveness Review 2023, AfDB Annual Retrospective Review Report</p> <p>Secondary data analysis</p> <p>Online survey</p> <p>Case studies: Interviews (sample of regional and country management and staff, government officials, development partners and MDBs, civil society and private sector organisations) Document review</p>

Sub-Question: Q.4.2 To what extent has decentralisation added value to the Bank's interventions?		
JUDGMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
<p>The actions put in place in the framework of the updated decentralisation action plan and further decentralisation efforts have conferred concrete added value to the bank's interventions (at all levels) in the field of:</p> <ol style="list-style-type: none"> (1) Streamlining critical internal activities, strengthening business processes, performance management, and delegated power (2) Efficiently managing routine matters (portfolio management, project origination, business development, policy dialogue) (3) Expediting loan approvals and disbursement (4) Rolling out updated procurement policy (5) Supporting capacity building and providing deep technical expertise (6) Strengthening fiduciary risk governance, structure, and management processes (7) Strengthening Bank's visibility and profile in the country - 	<ul style="list-style-type: none"> ▶ Stakeholders' perceptions about whether the bank's decentralisation efforts have a clear added value in the management and execution of its activities at all levels (supranational, sub-regional, regional, and country) ▶ Stakeholders' perceptions about whether bank's activities at sub-regional, regional, and country level, would have been effectively enhanced by related offices without the updated decentralisation action plan and further latest instruments ▶ Reduction in time for loan approvals and disbursement ▶ Tracking of decentralisation investment and return on investment ▶ Successful relocation of routine, procurement, and disbursement functions ▶ Ad hoc policies, guidelines and other instruments developed, formalised, and monitored and stakeholders' judgment on their efficacy ▶ Effective enhancement or development of enhanced tools and ICT support systems for better risk management ▶ Proof of internal controls being deployed to manage risks at a local level ▶ Measured performance improvement on critical internal activities ▶ Formalised mobility processes to support capacity building in decentralised organisations and proportion of staff that had, in their career, a decentralised position ▶ Advancement of the procurement policy roll-out 	<p>Key Informant Interviews</p> <p>Document review of corporate strategies and action plans (Ten-Year Strategy for 2013–2022 (TYS) and upcoming new Ten-Year Strategy AfDB, High 5's AfDB (2016), Update on the Decentralisation Action Plan in line with the DBDM); DBDM, GCI-VII and ADF-15/16 commitments; other strategies, policies, processes and practices; reports (e.g., HR, SO, NSO); previous studies and evaluations (e.g., MOPAN assessment of AfDB)</p> <p>Online survey</p> <p>Case studies: Interviews (sample of regional and country management and staff, government officials, development partners and MDBs, civil society and private sector organisations) Document review</p>
SUSTAINABILITY:		
Q.5 To what extent are the benefits of decentralisation likely to be sustained over the medium and long-term?		
This evaluation question aims at understanding whether the effects obtained during the decentralisation efforts will likely continue. To this end, we will look at the causal mechanisms explaining the achieved effects to assess whether and to what extent such mechanisms are able to ensure that the intervention's effects are sustainable over the medium and long-term.		
JUDGMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
<p>The quantitative and qualitative benefits of decentralisation achieved through the Action Plan are likely to continue.</p> <p>The Bank's decentralisation efforts are likely to last in the long-term since:</p> <ol style="list-style-type: none"> (1) Policies are clearly implemented (2) Staffing levels are adequate (3) Staff at local level undergo regular capacity building activities to support the decentralisation process (4) Decentralised offices have contributed to revenue generation by supporting project implementation and fostering economic development within their respective regions (5) Decentralised units secure regular and adequate funding replenishments 	<ul style="list-style-type: none"> ▶ Number of fully implemented decentralisation policies ▶ Staffing ratio of decentralised units ▶ Number and type of capacity-building measures ▶ Revenue generated by decentralised offices compared to operational costs ▶ Frequency of funding replenishments received by decentralised units ▶ Stakeholders' judgements about the overall level of engagement and commitment to decentralisation initiatives ▶ Existence of plans or strategies to address potential political uncertainties impacting decentralisation efforts ▶ Number and type of identified risks (including those related to fiefdom formation, corruption, or resource mismanagement) and related mitigation measures ▶ Type of actions and proportion of budget allocated to soft issues' development ▶ Percentage of local workforce employed in positions that match their skills and qualifications 	<p>Key Informant Interviews</p> <p>Document review of corporate strategies and action plans (Ten-Year Strategy for 2013–2022 (TYS) and upcoming new Ten-Year Strategy AfDB, High 5's AfDB (2016), Update on the Decentralisation Action Plan in line with the DBDM); DBDM, GCI-VII and ADF-15/16 commitments; other strategies, policies, processes and practices; reports (e.g., HR, SO, NSO); previous studies and evaluations (e.g., MOPAN assessment of AfDB), Annual Development Effectiveness Review 2023, Report on the Validation of the PCRs (2016-2021)</p> <p>Online survey</p> <p>Case studies: Interviews (sample of regional and country management and staff, government officials, development partners and MDBs, civil society and private sector organisations)</p>

<p>(6) Ownership is well committed to the process</p> <p>(7) Structures supporting the decentralisation process are resilient to potential shifting political landscapes and to other political economic challenges</p> <p>(8) Risks to decentralisation and related mitigation strategies are well known and understood</p> <p>(9) Non-lending operations or soft issues (research and knowledge management, efficient communication, etc.) have been successfully integrated within the decentralisation process</p> <p>(10) The decentralisation process has been able to leverage and internalise the characteristics of the local labour market</p>		Document review
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ANNEX 4. Theory of Change

Sources: Document review and scoping interviews



ANNEX 5. Portfolio Review

1. Purpose

The purpose of this portfolio analysis is to inform the Evaluation of the African Development Bank's decentralisation. It provides an analysis of key trends and performance regarding the Bank decentralisation programs in terms of portfolio structure, focus, evolution and performance over the period 2015-2024.

2. Approach to portfolio review

Based on document review, a portfolio mapping was conducted to establish the extent of the Bank's efforts toward reallocating resources, functions and responsibilities from its headquarters (HQ) to offices based in its Regional Member Countries (RMC) and regional hubs. The analysis focuses on resources reallocated on the ground, but also how it has affected Bank portfolio performance. Key concepts were also defined as follows:

- (i) **Sectoral staff** comprised staff from the Bank sectoral departments (AHVP, ECVP, PIVP, PEVP)
- (ii) **Operation staff** refers to Sectors+ RDVP and Ecosystem support units (BCRM, BDEV-3, FIFC3 & 4, FIRM-2, FIST-2, FITR2, PAIF, PGCL1 & 2, PGRF1, SNAR, SNDR-2, SNFI-4,-2, SNOU, SNSP and SNSC¹)
- (iii) **Decentralised staff:** staff based out of HQ in a regional, Country or liaison offices
- (iv) **Decentralised projects:** Projects managed out of HQ in a regional, country or liaison offices

The data collection and analysis were conducted in accordance with the portfolio review methodological guidelines and best practices set by IDEV, and in line with evaluation questions and ToC. The Bank SAP served as a basis to extract the projects in the portfolio. HR data was requested from HR relevant units. An Excel database including variables of interest was constructed based on information extracted from SAP and document review (strategy documents, progress reports, and other Board or Management updates), to undertake the required analysis and provide subsequent inputs to inform the overall evaluation exercise.

3. Overview of Bank decentralisation efforts

3.1 Bank office coverage

1. As of December 2023, the Bank had a total of 44 offices, including one external representation in Asia, Japan (PEXT). Out of its 54 regional member countries, the Bank has offices established in 43 countries (79.6%), including 1 HQ (also serving as regional hub for West Africa), 4 regional offices, 31 country offices and 7 liaison offices². The liaison offices² are distributed as follows (i) one in central region (Congo Brazzaville), (ii) one in the northern region (Mauritania), one is eastern region (Eritrea), one in the western region (Guinea Bissau) and (iii) 3 in the southern region (Eswatini, Mauritius, Sao Tome & Principe).

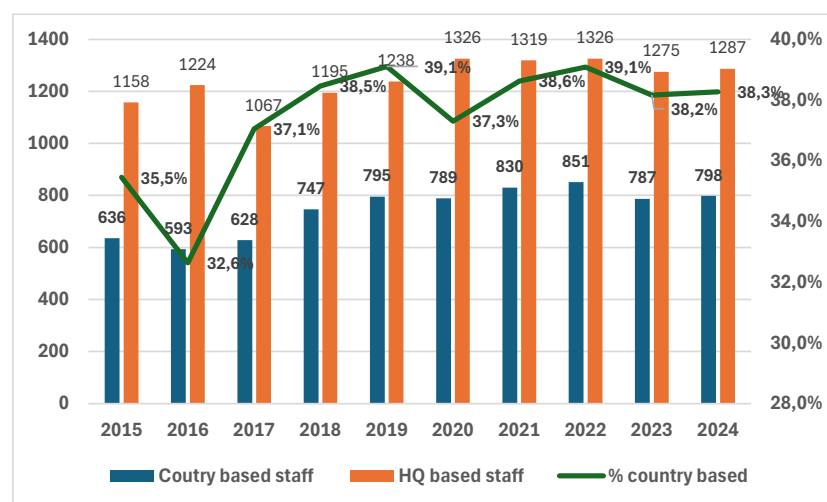
3.2 Evolution of Bank staff

2. The proportion of HQ-based versus country- and region-based staff experienced a jump between 2015 (35%) and 2018 (39%), before stagnating around 40% up until June 2024.

¹ (AfDB, 2022) Staff monthly report, January 2022, Page 20

² A liaison office refers to where the Bank does not have a country/field office, but where there is expressed need for Bank expertise. The assigned staff are internationally recruited staff who operate on the basis of specific terms agreed with the RMC, normally responsible for: (i) facilitating communication; (ii) advising the Bank on risks for its operations; (iii) representing the Bank; (iv) facilitating Bank missions; (v) collecting and submitting socioeconomic data; and (vi) disseminating Bank documents to relevant stakeholders. These offices are generally either hosted by UNDP or by the Government.

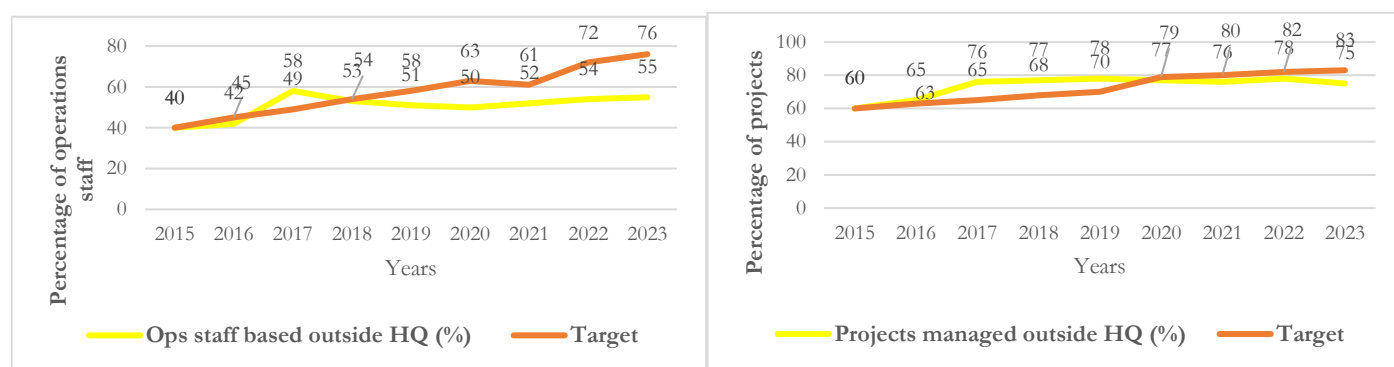
Figure 1: Number of HQ vs Country-based staff



Source: AfDB Annual Reports and HR database

- Over the period 2015-2023, an analysis of the Bank's Annual Development Effectiveness Reports (ADERs) indicates a gradual increase in both the share of operational staff (40% to 55%) and projects managed outside of HQ (60% to 75%). However, the share of operations staff based in country and regional offices (left graph) has recently shown some stagnation at around 55% in 2023 and June 2024, following a peak of 58% in 2017. Similarly, following a positive trend, the percentage of projects managed outside of HQ (right graph) has stagnated between 2020 and 2022 (around 78%) before recording a slight decrease in 2023 (75%) 8 points below the target of 83%. In 2024, current trajectories were below target for both indicators, and this indicates delays in decentralisation efforts.

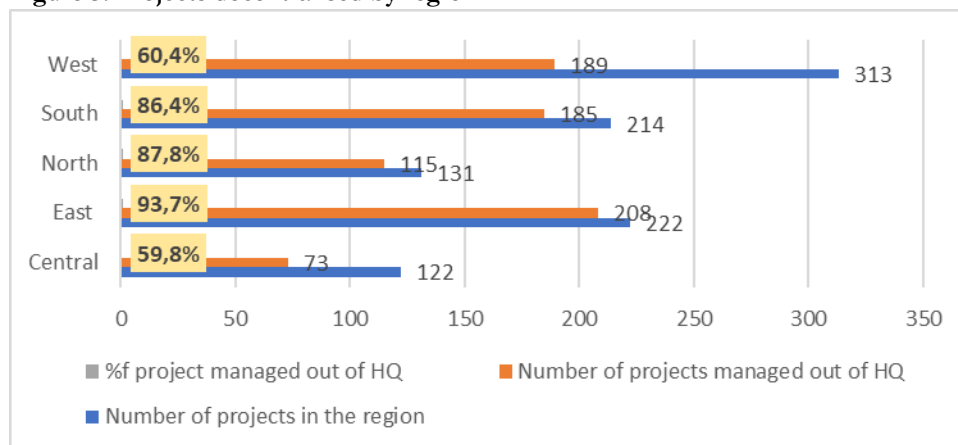
Figure 2: Operation staff evolution: Progress towards the Bank's objective to "Move closer to clients"



Source: AfDB ADER Reports 2015-2024

- The disaggregation of this analysis by region shows that the percentage of projects managed out of HQ in the East region is the highest (93.7%), meaning that operations in this region are highly decentralised. This is followed by the North (87.8%) and South (86.4%) region. Central and West regions have the lowest proportion of projects managed out of HQ, which stood at around 60%.

Figure 3: Projects decentralised by region



3.3 Mapping of Bank staff

- Out of the Bank 2,085 staff, 1,287(61.7%) are based in HQ, 327 (15.7%) in regional offices, 462 in country offices (22.1%) and 9 in liaison offices (0.5%).
- Among the Bank's 1301 operation staff, 587(45%) are decentralised, including 275 in regional office, 439 in country office and liaison offices.

Table 6: Operational staff distribution by location

Location	Number	Share (%)
HQ	587	45
Regional hubs	275	21
Country + liaison offices	439	34
Total operations staff	1,301	100

Source: Calculated by the evaluation team based on HR data base

- The Bank regular workforce also included 805 were female, of which 261 **(32.5%)** were located out of HQ.
- Among the Bank complexes, RDVP was the most decentralised, with more than 89% of its staff located in regions and country offices. These include Director Generals (DGs), Deputy Director Generals (DDGs), country managers, country program officers, program coordinators, team assistants, secretaries, and drivers³. With regards to sector complexes, AHVP had the highest rate of decentralisation (54.1%) followed by ECVP, PEVP (40%) and PIVP (35.8%). Respectively, 44.2 % of SNVP staff and 13.4% of FIVP were also decentralised, especially those operating in the ecosystem (procurement specialist, disbursement and Environment/Social safeguards). TCVP (22.9%) and PTVP (1.2%) were the least decentralised complexes due to the centralised nature of their mandate.

³ RDGW staff decentralised included Ivory Coast RDGW team.

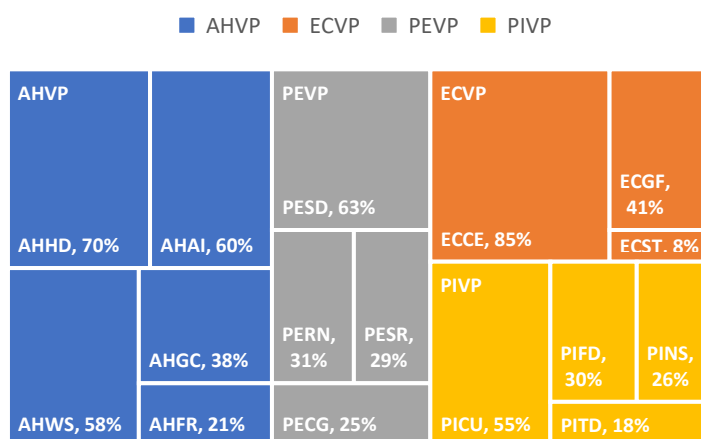
Figure 4: Decentralisation in Bank complexes⁴



Source: Calculated by the evaluation team based on HR data base

- ECCE and AHHD were by far, the two most decentralised departments with respectively 85% and 70% of their staff located in regional and country offices. They were followed by PESD (63%), AHAI (60%) AHWS (58%) and PICU (55%). The remaining departments had less than 50% of their staff decentralised with ECGF and AHGC at 41% and 38% respectively. PITD (18%) and ECST (9%) displayed the lowest rate.

Figure 5: Decentralisation by sector



Source: Calculated by the evaluation team based on HR database

- The Bank decentralisation program is characterised by a significant concentration of task managers at HQ and regional hubs compared with the country offices. Out of the 296 SO Task Managers (TMs) identified, **37% were based at HQ, 32.5% in regional hubs, and 30.5% in country offices.** Additionally, the

⁴ This excludes the Board (BDIR) and President (PRST) directly related units.

Bank's staffing included 95 (32%) females of the 296 TMs, with almost half of them (50) decentralised and four located in fragile countries. 66% of NSO investment officers and portfolio managers (52/79) were based at HQ.

11. Apart from the regional hub of Cameroon in central Africa (41%), all the remaining regional offices hosted more than half of the task managers in their respective regions. For instance, 110/146 (more than 75%) of task managers in the Western region were located in Abidjan. This was a similar trend in the Southern and eastern region, with respectively 73.3%⁵ and 69% of task managers in the region located in the regional hubs and 56% in the north regional office of Tunisia.

Table 9: Distribution of Task Managers located in regional and country offices

Regions	Number of TMs in regional hubs	Number of TMs in the country offices	Total number of TMs in the region	% of TMs based in regional hubs
Central (RDGC)	9	15	24	37.5
Eastern (RDGE)	38	16	54	70.3
Western	109	36	145	75.2
Northern (RDGN)	14	10	24	58.3
Southern (RDGS)	38	11	49	77.5

Source: Calculated by the evaluation team based on HR data base

Bank offices with no resident task managers included:

- Eastern region: South Sudan, Sudan⁶, Eritrea (Liaison office)
- Northern region: Mauritania Liaison office
- Western region: Togo
- Southern region: Mauritius, Sao Tomé and eSwatini (Liaison offices), Zimbabwe

12. Regarding ecosystem, the review identified 8 country offices where there were no resident procurement staff including: Benin, Liberia, Madagascar, Niger, Central African Republic, South Sudan, Sudan, Zimbabwe.
13. The review showed that there were 29 TMs located across the 17 fragile countries where the Bank has offices⁷ which is an average of 2 TM per country office.⁸ These 29 TMs were mainly from the social (9 TMs) and transport sector (6 TMs), followed by Agriculture (6 TMs), Energy (6 TMs) and the remaining two in the water sector. No governance sector expert was based in a fragile country, despite the need to conduct strong policy dialogue on governance issues in those countries.

3.4 Staff distribution and workload

14. The distribution of task manager workload by sector shows high pressure on TMs from AHAI, PICU, PESD and PINS departments, above the Bank's standard of 3-5 projects per TM⁹. On average, each task

⁵ 33 TMs (74%) are based in the regional hub of South Africa, leaving only 12 TMs located in the 6 other country offices. No Liaison offices in RDGS have an in-country TM.

⁶ Bank staff in Sudan and South Sudan country office were relocated due to safety issues.

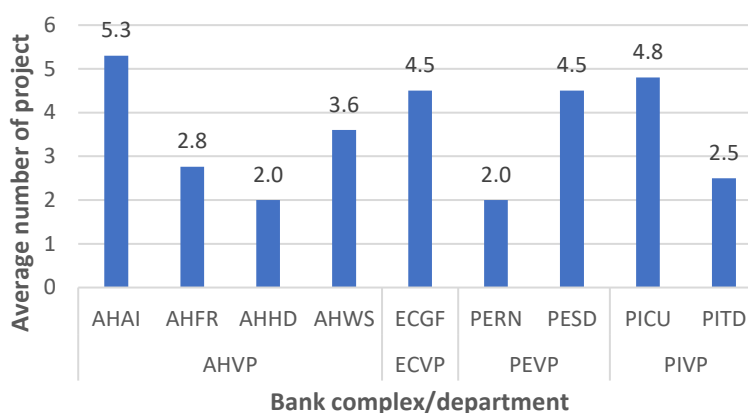
⁷ The Bank is physically present in 17 fragile countries through 15 country offices and 2 liaison offices.

⁸ As at December 2023, the review indicated there were no Bank TMs based in the following countries in transition: Togo, Sudan and South Sudan office.

⁹ This is a standard ration for SO projects.

manager in AHAI covered more than five active projects, with a maximum of 14 projects for one task manager and 26 out of 44 task managers managing at least five projects each. Task managers from PICU had a similar workload of five active projects by TM followed by ECGF and PESD (4.5 projects per TM). AHWS, AHFR and AHHD TMs experienced less workload pressure. Furthermore, the portfolio analysis revealed some disparities within sectors. For example, in AHFR, ECGF, AHHD and PESD, some task managers had 8-9 projects, while others managed only 1-2 projects.

Figure 6: Task manager workload by sector as of December 2023



Source: Calculated by the evaluation team based on HR database and Project database extracted from SAP

15. A review of the active portfolio showed that 69 Local Professionals managed a total of 217 projects, resulting in an average of 3.1 projects per LP/TM. A total of 785 projects were managed by the 237-task manager PL grade (3.3 projects by PL/TM).
16. In terms of countries covered, 60/237 (25%) TMs (international staff) covered at least three countries each, with a maximum of 6 countries per TM. Furthermore, 7 LPs (10%) mostly from the agriculture sector task managed projects across 3 to 4 countries. Of these 7 LP TMs, two were based in West and Central Africa, covering four countries each.

4. Decentralisation and portfolio performance

4.1 Methodology

17. In addition to descriptive statistics, this review made use of a set of statistical tests (T-test, Pr-Test) and regression analysis to assess the association between decentralisation and project performance. It is worth noticing that this analysis doesn't intend to attribute impacts to decentralisation. In addition to the presence or absence of offices or resident task managers, the literature review highlighted numerous other factors ranging from government ownership and quality of local institutions to climate and macroeconomic conditions, which could also influence the outcomes achieved by the projects.
18. The analysis considers 2 scenarios:
 - Scenario 1: Presence of Bank country office or not
 - Scenario 2: Projects managed locally or not.¹⁰

¹⁰ This is determined by the location of the project task manager.

In terms of timeline, it focused on Sovereign projects approved within the evaluation period (since 2015) and were still ongoing ($n = 368$) and projects completed that were independently rated ($n = 130$). Multinational projects were also excluded, given the difficulty to attribute them to a specific location.

Performance was assessed through an independently rated Project Completion Report Evaluation Note (PCREN) score ¹¹for projects completed. Regarding ongoing projects, staff guidance on Implementation Progress and Results Reporting (IPR) for Public Sector Operations categorises project performance as follows:

- **Problematic Projects (PP):** Projects that have either a Development Outcome or an Implementation Progress dimension rated unsatisfactory or highly unsatisfactory (2 or 1 in the rating scale) will be categorized as problem projects. The PP classification is justified, as an unsatisfactory rating typically requires important project management decisions such as major changes in the scope or implementation arrangements, which will produce their effects over time.
- **Potentially Problematic Projects (PPP):** The PPP classification constitutes an “early warning” mechanism; it aims at identifying projects that are at risk of becoming PP and determining possible action for avoiding further deterioration in performance. The new approach abolishes the preeminence and permanence of the “delay to effectiveness” flag that previously, once triggered, would hang on a project throughout its implementation, regardless of any improvements it might later make in the course of its life. In the new definition, a project is defined as PPP when any 3 criteria considered for the IP rating are unsatisfactory or highly unsatisfactory (2 or 1 in the rating scale).
- **Non-Potentially Problematic Project (NPPP):** A project that is neither classified as PP or PPP

Limitations were related to data availability and consistency over time for certain variables which doesn't allow deeper and more granular analysis. Data was analysed through Excel and Stata software to determine whether presence or absence of Bank office as well as location of task manager has any significant effect on project performance. In the interest of analysis and given sample size issue, projects rated 3 and above in their PCREN were considered satisfactory for these specific criteria.

4.2 Performance for ongoing projects

19. Performance for ongoing projects was quite similar regardless of their status of decentralisation. Out of projects reviewed, the proportion of non-problematic projects was less than 2% higher for projects managed from the country of implementation (89%) compared with those managed from HQ (87%)

Table 12: Project performance by status of decentralisation

Performance dimension	Projects managed from HQ	Project managed from country office	Project managed from same region
Number of projects rated non-problematic	66	123	295
Total number of projects assessed	76	138	331
% Non-problematic project	86.8%	89.1%	89.1%

Source: Calculated by the evaluation team based on the Bank portfolio dashboard

¹¹ Projects completion report evaluation notes are produced by IDEV every year to validate project performance self-assessment and ratings performed by Bank operation staff.

20. Furthermore, a statistical test of proportion (pr test) was performed across 368 projects¹² rated in the Bank database as of December 2023. The result showed that there was no significant difference in performance for the ongoing projects reviewed, whether there was a Bank office or not. This result was the same when projects were managed from their country of location or not.

Table 13: Quantitative evidence on the contribution of project task manager location to the project performance _Test of proportion (Pr test) results:

	Pr test Project managed locally or not
CRITERIA	Whole sample
Project performance status	Not significant (p=0.73)

Table 14: Quantitative evidence on the contribution of country presence to the project performance _Test of proportion (Pr test) results:

	Pr-test For country with and without office		
CRITERIA	Office age<=10 years	Office age >10 years	Whole sample
Project performance status	Not significant (p=0.14)	Not significant (p=0.38)	Not significant (p=0.73)

4.3 Portfolio performance for projects at completion

21. The analysis of PCRENs rating indicated that projects managed from the country office have a higher overall rating at completion, as well as ratings for sustainability and efficiency compared with projects managed from HQ. For instance, around 95.6% of projects managed from country offices were rated satisfactory and above for both sustainability and overall project rating dimension and 83.3% for efficiency. This performance was only 83% (12 points below) for sustainability, 88.6% for overall rating (7 points below) and 79% for efficiency (4.3 points below) when projects were task-managed from HQ.

Table 15: Project performance by location of task manager (at completion)

Performance dimension (PCREN)	Project managed from HQ rated satisfactory and above	Project managed from county office rated satisfactory and above	Project managed from same region rated satisfactory and above
Relevance	98%	96%	98%
Effectiveness	75.5%	75%	73%
Efficiency	79%	83.3%	86.5%
Sustainability	83.6%	95.6%	94.4%
Bank performance	92%	91.6%	90%
Borrower performance	83.6%	82.6%	86.5%
Other stakeholders'	87%	94%	94%

¹² This sample includes projects approved from 2015 that are ongoing and rated. Multinational projects are excluded.

Performance dimension (PCREN)	Project managed from HQ rated satisfactory and above	Project managed from county office rated satisfactory and above	Project managed from same region rated satisfactory and above
performance			
Overall rating	88.6%	95.6%	93%

However, a prtest run did not demonstrate any significant relationship between project decentralisation status and its performance at completion based on PCREN rating. The presence of the country office was found significant at 10% only for the sustainability criteria.

Table 16: Contribution of country presence to the performance of completed projects
_Test of proportion (prtest) results

	Pr-test For country with and without office		
CRITERIA	Office age<=10 years	Office age >10 years	Whole sample
Relevance	- ¹³	Not significant	Not significant
Effectiveness	Not significant	Not significant	Not significant
Efficiency	Not significant	Not significant	Not significant
Sustainability	-	Significant* ¹⁴	Significant*
Bankperformance	-	Not significant	Not significant
Borrowerperform	Not significant	Not significant	Not significant
Otherstakeholder perform	-	Not significant	Not significant
Overall rating	-	Not significant	Not significant

Table 17: Contribution of task manager location to the performance of completed projects
_Test of proportion (Pr test) results

	Pr test Project managed locally or not
CRITERIA	
Relevance	Not significant
Effectiveness	Not significant
Efficiency	Not significant
Sustainability	Not significant
Bankperformance	Not significant
Borrowerperform	Not significant
Otherstakeholder perform	Not significant
Overall rating	Not significant

4.4 Portfolio performance for projects in fragile context

22. In fragile context, 92.6% of the projects managed from their country of implementation were found non-problematic compared to 88.5% (4 points below) when projects are managed from HQ.

¹³ Insufficient data to perform the test

¹⁴ Levels of significance: *** strong, P value <0.01; ** moderate, 0.1 < P value <0.05; * weak, 0.05 < P value < 0.1

Table 18: Project performance by location of task manager_ Fragile countries

Performance dimension	Projects managed from HQ	Projects managed from country office	Projects managed from region
Number of projects rated non-problematic in fragile countries	31	25	95
Total number of projects assessed	35	27	107
% Non-problematic project	88.5%	92.6%	88.7%

23. In the case of countries in transition, a t-test result only found a significant relationship at 5% between project decentralisation status and project performance in the case of recent country offices opened (maximum 10 years).

Table 19: T-test results: Association project decentralisation status and performance for ongoing projects in fragile countries

	T-test For project task manager location		
CRITERIA	Office age ≤ 10 years	Office age > 10 years	Whole sample
Project performance status	Significant** (p=0.0247)	Not significant	Not significant

Furthermore, the direction of this association suggests that project performance was positively associated with the country office age for the sample considered.

Table 20: Contribution of task manager location to the performance of ongoing project in recently opened offices¹⁵ in transition countries _T-test results (office age

	T-test on diff = mean(0) - mean(1)	0: Problematic projects	1: Non problematic projects
CRITERIA	Ha: diff < 0	Ha: diff != 0	Ha: diff > 0
Project performance status	Significant** (p=0.0247)	Significant** (p=0.04)	Not significant (p=0.9753)

Levels of significance: *** strong, P value < 0.01; ** moderate, 0.1 < P value < 0.05; * weak, 0.05 < P value < 0.1

4.5 Regression results

To analyse the relationship between project performance and project characteristics, an ordinal logistic regression model was used. This methodological choice was explained by the nature of the dependent variable, which had more than three ordered modalities and reflected a level of satisfaction. Ordinal logistic regression thus made it possible to capture the relationship between project characteristics and the probability of achieving a certain level of performance, while taking into account the ordered nature of the satisfaction categories. Overall, the results were based on:

¹⁵ This includes Guinea, Niger and Eritrea offices which were opened during the evaluation period (less than 10 years old).

- **A logistic regression analysis** of 368 ongoing projects approved within the evaluation period to identify the relationship between their decentralisation status¹⁶ and their performance¹⁷;
- **A logistic regression analysis** of 130 projects completed that were independently rated through PCREN score (effectiveness, efficiency and overall rating). to capture the relationship between specific project decentralisation characteristics and probability of achieving a certain level of performance at completion.¹⁸

Key findings are as follows:

- Logistic regression results show that there was no clear pattern in the relationship between the Bank's physical presence through its office and the four dependent variables of interest, as the coefficient estimates were not significant. However, an analysis of the impact of Task Manager locations revealed significant results on project performance at completion.
- The regression results indicated that projects managed from HQ were 3.7 times more likely to have a highly satisfactory (overall rating) than projects managed outside HQs. However, projects managed from the country office were found 10.4 times more likely to have a highly satisfactory overall rating than projects managed outside the country. Similarly, projects managed from HQ were 2.7 times more likely to have a highly satisfactory effectiveness rating than projects managed outside HQs, while projects managed from the country office were 3.4 times more likely to have a highly satisfactory effectiveness rating than projects managed from other locations.
- Although both management locations showed a strong positive effect, the impact of the location of Task Managers in the country office was greater than that of location in HQs in both cases. These findings suggested that proximity of the Task Manager to the project's location was positively associated with better overall project performance and achievement of intended outputs and outcomes at project completion.
- In terms of efficiency, the coefficient estimates were not significant, suggesting that project efficiency was not associated with Bank field presence or Task Manager location. The regression only revealed a significant association between project efficiency rating and the project type, estimating that Projects of policy-based operations (PBO) type were 5.2 times more likely to have a Highly Satisfactory Efficiency Rating than investment projects. This may be linked to the fact that PBOs tend to follow a specific and more flexible process for disbursement and fast implementation.
- In terms of the performance of ongoing projects, the regression showed that projects implemented in offices (> 10 years) were 4.2 times more likely to be Non-Problematic (NPP) than projects

¹⁶ The analysis considers two scenarios of decentralisation of projects based on Bank's physical presence through its office or TM location.

¹⁷ Staff guidance on Implementation Progress and Results Reporting (IPR) for Public Sector Operations categorizes project performance as follows (i) Problematic Projects (PP), (ii) Potentially problematic Projects (PPP) and (iii) Non-Problematic Projects (NPP).

¹⁸ Project completion evaluation notes are provided by IDEV following an independent review and range from a score of 1 (highly unsatisfactory) to 4 (highly satisfactory)

implemented in an office that was less than or equal to 10 years old. These results suggested that the longer the Bank is present in a country, the more likely this presence could lead to a positive performance (non-problematic status) during project implementation.

1. Performance for completed projects

Nature and Structure of data

variable	q_zeros	p_zeros	q_na	p_na	q_inf	p_inf	type	unique
Effectiveness	0	0	206	61.86	0	0	ordered-factor	4
Efficiency	0	0	206	61.86	0	0	ordered-factor	3
Fragile	0	0	0	0	0	0	factor	2
Managed.from.same.region	92	27.63	0	0	0	0	factor	2
Nature.of.project.	0	0	0	0	0	0	factor	5
Office.	0	0	0	0	0	0	factor	2
Overall_rating	0	0	212	63.66	0	0	ordered-factor	3
Project.managed.from.HQ	0	0	0	0	0	0	factor	2
Task manager located in country office	255	76.58	0	0	0	0	factor	2
Region	0	0	0	0	0	0	factor	5
Relevance	0	0	203	60.96	0	0	ordered-factor	3
In-country task manager and Procurement officer	261	78.38	0	0	0	0	factor	2
Sector	0	0	0	0	0	0	factor	7
Supervision.frequency	0	0	0	0	0	0	factor	3
Sustainability	0	0	206	61.86	0	0	ordered-factor	4
TM.category	0	0	0	0	0	0	factor	2
Type.of.country	0	0	0	0	0	0	factor	3

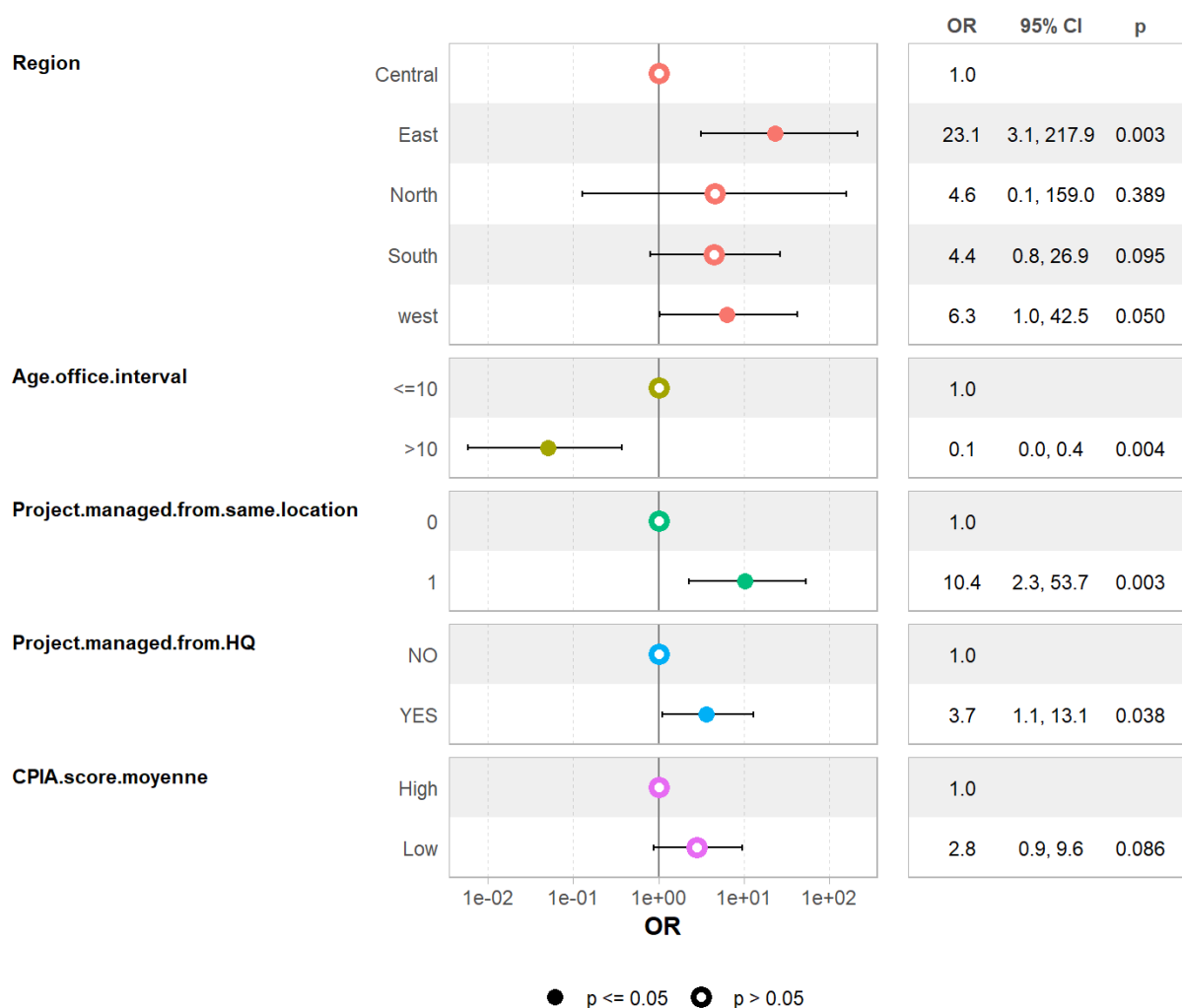
1.1. Independent variable: Overall Rating

Table 1: Ordinal Regression Results

<i>Predictors</i>	Overall Rating		
	<i>Estimate</i>	<i>std. Error</i>	<i>P-Value</i>
Region [East]	3.14 **	1.07	0.003
Region [North]	1.53	1.78	0.389
Region [South]	1.49	0.89	0.095
Region [west]	1.84 *	0.94	0.050
Age office interval [>10]	-2.98 **	1.05	0.004
Project managed from same location [1]	2.34 **	0.80	0.003
Project managed from HQ [YES]	1.30 *	0.63	0.038
CPIA score moyenne [Low]	1.03	0.60	0.086
Observations	84		
R ² Nagelkerke	0.330		

* $p < 0.05$ ** $p < 0.01$ *** $p < 0.001$

Graphic 1: Ordinal Regression Analysis of the Determinants of Overall Rating¹⁹



The coefficients associated with the *East Region* and *West Region* were significant. This means that projects in East Africa were 23.1 times more likely to have a Highly Satisfactory overall rating than projects in the Central Region. Projects in West Africa were 6.3 times more likely to have a Highly Satisfactory overall rating than projects in the Central region. The coefficient associated with the age of the office (> 10) was significant, meaning that projects implemented in offices (age > 10) were 90% less likely to have a Highly Satisfactory Performance (overall rating) than projects implemented in an office less than or equal to 10 years old. The coefficients associated with *Project managed from same location [1]* and *Project managed from HQ [Yes]* are significant.

¹⁹ The Odds Ratio (OR) measures the association between an explanatory variable and an event. It represents the ratio of the chances of the event occurring in one group compared with another. If OR > 1, the event is more likely to occur in the exposed group; if OR < 1, it is less likely to occur.

Projects managed from HQ were 3.7 times more likely to have a Highly Satisfactory (overall rating) than projects not managed from HQ. Projects managed from the same location were 10.4 times more likely to have a Highly Satisfactory overall rating than projects not managed from the same location. Although the associated coefficients *Project managed from same location [1]* and *Project managed from HQ [Yes]* were high, the effect of the variable *Project managed from same location [1]* was greater than that of *Project managed from HQ [Yes]*.

The coefficient associated with *CPIA.score.moyenne [Low]* was significant (p-value=0.86). This means that projects implemented in countries with a low CPIA score were 2.8 times more likely to have a Highly Satisfactory Performance (Overall Rating) than projects implemented in countries with a high score. The marginal effects were shown in Figure 3.

Graphic 2: Marginal Effects

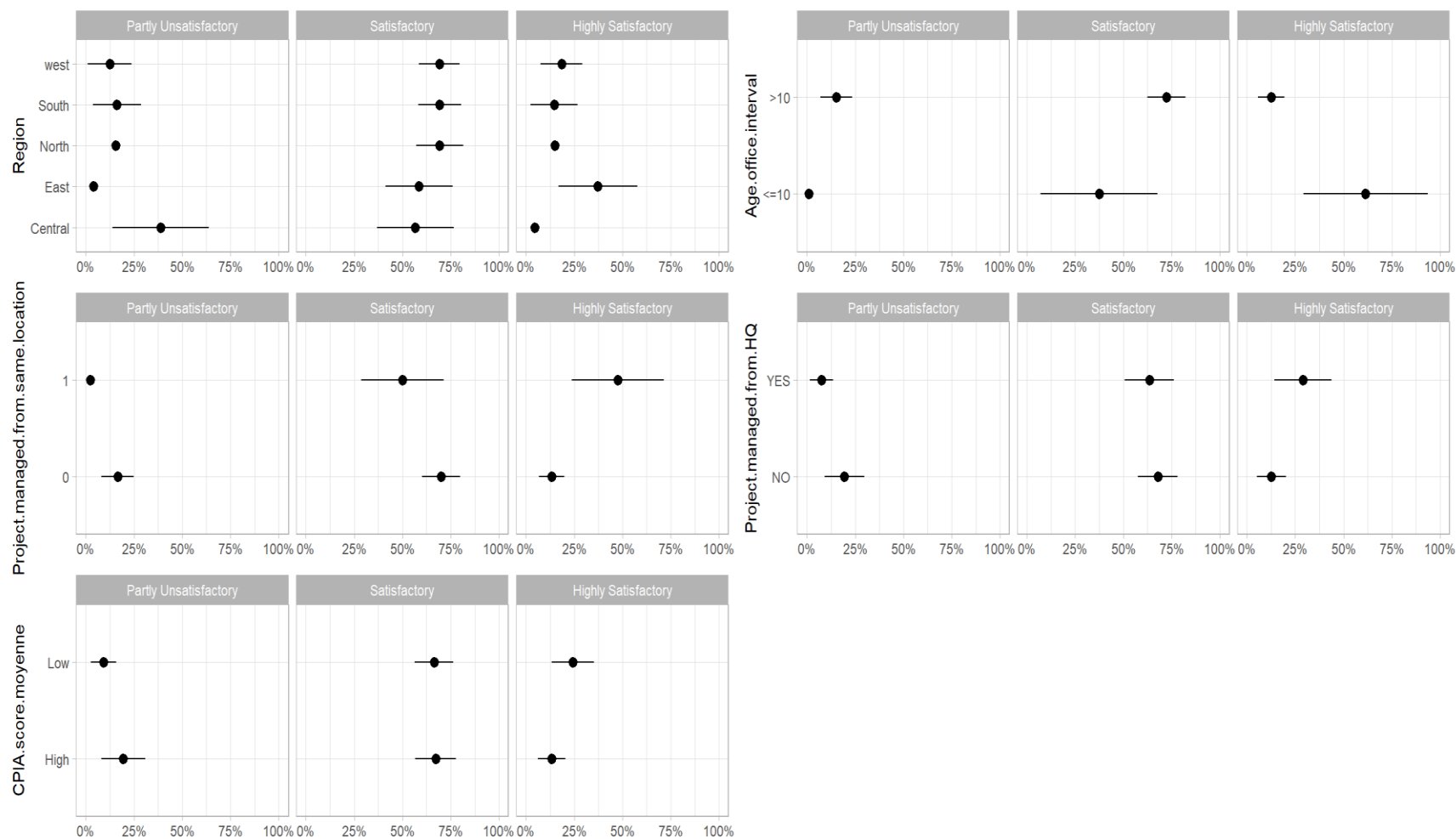


Table 3: Hypothesis of proportional odds

	Df	logLik	AIC	LRT	Pr(>Chi)
		-56.62754	133.2551		
4		-54.35316	136.7063	4.5487528	0.3368057
1		-56.48477	134.9695	0.2855278	0.5931007
1		-56.31201	134.6240	0.6310615	0.4269662
1		-55.57097	133.1419	2.1131401	0.1460394
1		-56.26582	134.5316	0.7234447	0.3950163

Table 4: Likelihood Ratio Test

#Df	LogLik	Df	Chisq	Pr(>Chisq)
10	-56.62754			
2	-69.68532	-8	26.11556	0.001003527

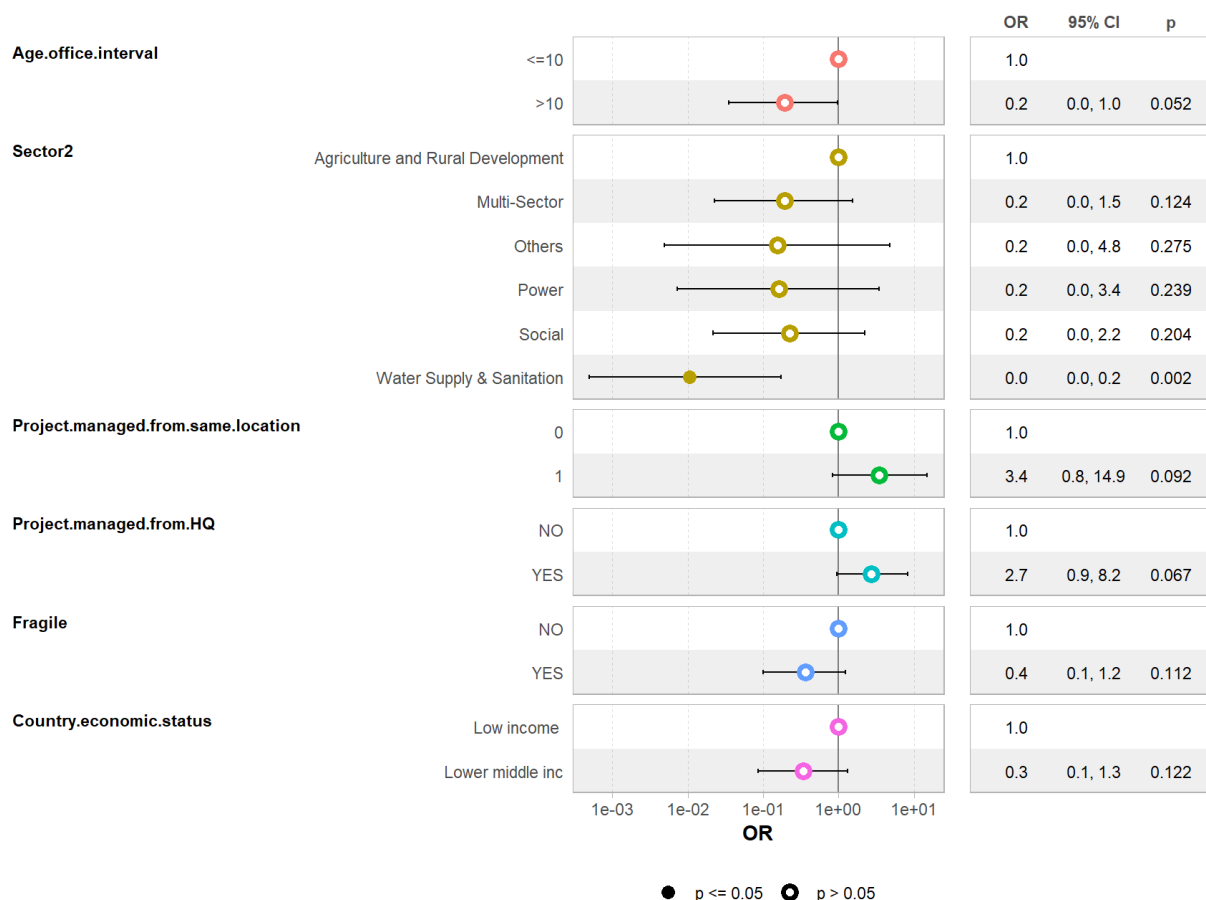
The results of the Hypothesis of proportional odds test (Table 2) gave p-values greater than 0.05, which means that the hypothesis of proportional odds was not rejected at the 5% threshold. The proportional odds hypothesis was respected. The Likelihood Ratio Test p-value was less than 0.05 (Table 3), which confirmed that the explanatory variables made a significant contribution to the model. The validity of the Hypothesis of proportional odds and Likelihood Ratio Test confirmed that the ordinal model was appropriate.

1.2. Independent variable: Effectiveness

Table 5: Ordinal Regression Results

<i>Predictors</i>	Effectiveness		
	<i>Estimate</i>	<i>std. Error</i>	<i>P-Value</i>
Age office interval [>10]	-1.64	0.84	0.052
Sector2 [Multi-Sector]	-1.64	1.07	0.124
Sector2 [Others]	-1.86	1.71	0.275
Sector2 [Power]	-1.82	1.55	0.239
Sector2 [Social]	-1.49	1.17	0.204
Sector2 [Water Supply & Sanitation]	-4.56 **	1.47	0.002
Project managed from same location [1]	1.23	0.73	0.092
Project managed from HQ [YES]	1.00	0.55	0.067
Fragile [YES]	-1.01	0.64	0.112
Country economic status [Lower middle inc]	-1.07	0.69	0.122
Observations	87		
R ² Nagelkerke	0.257		
* $p < 0.05$ ** $p < 0.01$ *** $p < 0.001$			

Graphic 3: Ordinal Regression Analysis of the Determinants of Effectiveness²⁰



The coefficient associated with Sector 2 [Water and Sanitation] was significant. Projects [Water and Sanitation] projects were 99% less likely to have a Highly Satisfactory overall rating than projects [Agriculture and Rural Development]. The coefficient associated with the age of the office (> 10) was significant, meaning that projects implemented in offices (age > 10) were 80% less likely to have a Highly Satisfactory Performance (Effectiveness Rating) than projects implemented in an office less than or equal to 10 years old.

The coefficients associated with *Project managed from same location* [1] and *Project managed from HQ* [Yes] are significant ($0.05 < p\text{-value} < 0.1$). Projects managed from HQ were 2.7 times more likely to have a Highly Satisfactory (overall rating) than projects not managed from HQ. Projects managed from the same location were 3.4 times more likely to have a Highly Satisfactory effectiveness rating than projects not managed from the same location. Although the associated coefficients *Project managed from same location* [1] and *Project managed*

²⁰ The Odds Ratio (OR) measures the association between an explanatory variable and an event. It represents the ratio of the chances of the event occurring in one group compared with another. If $OR > 1$, the event was more likely to occur in the exposed group; if $OR < 1$, it was less likely to occur.

from HQ [Yes] were high, the effect of the variable *Project managed from same location [1]* was greater than that of *Project managed from HQ [Yes]*. The marginal effects are shown in Figure 4.

Table 6: Hypothesis of proportional odds

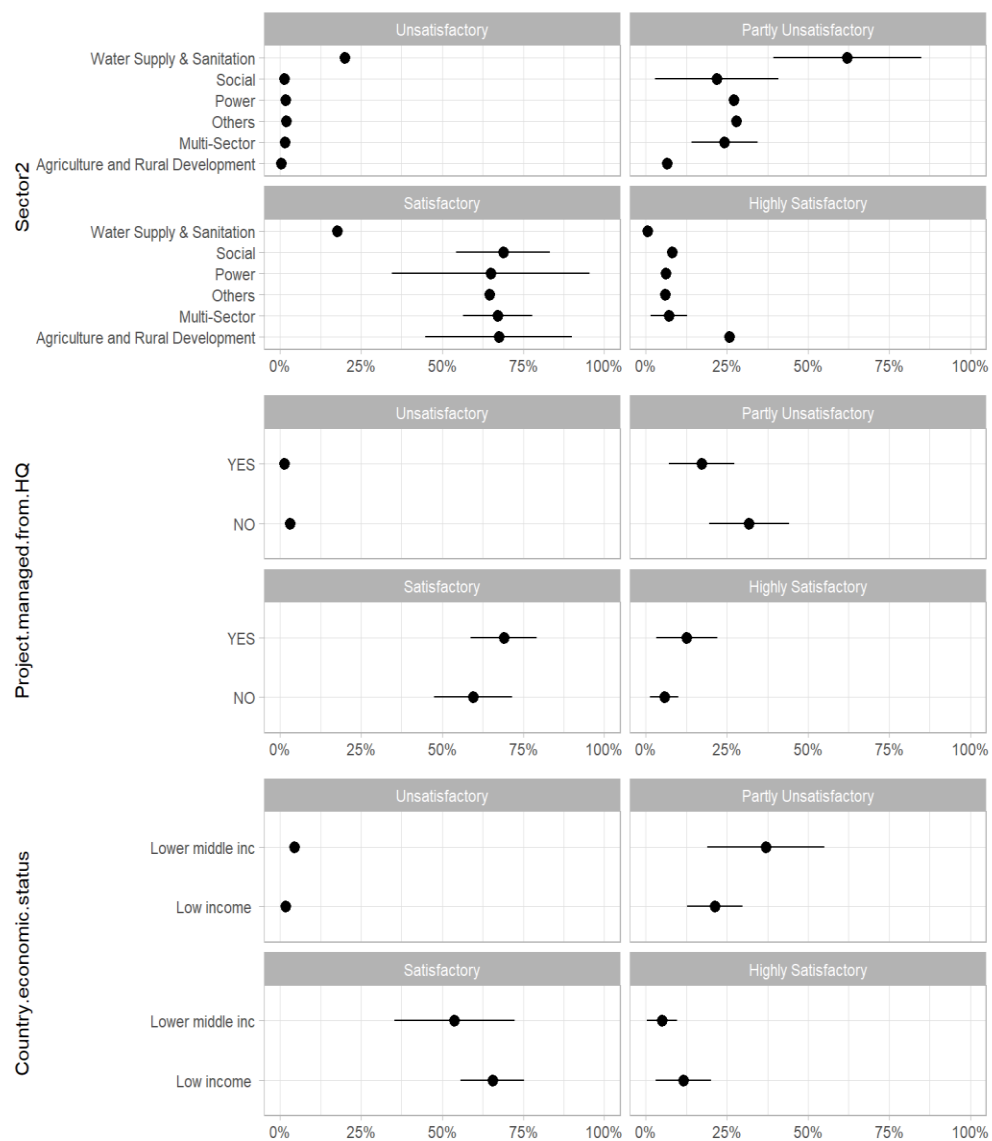
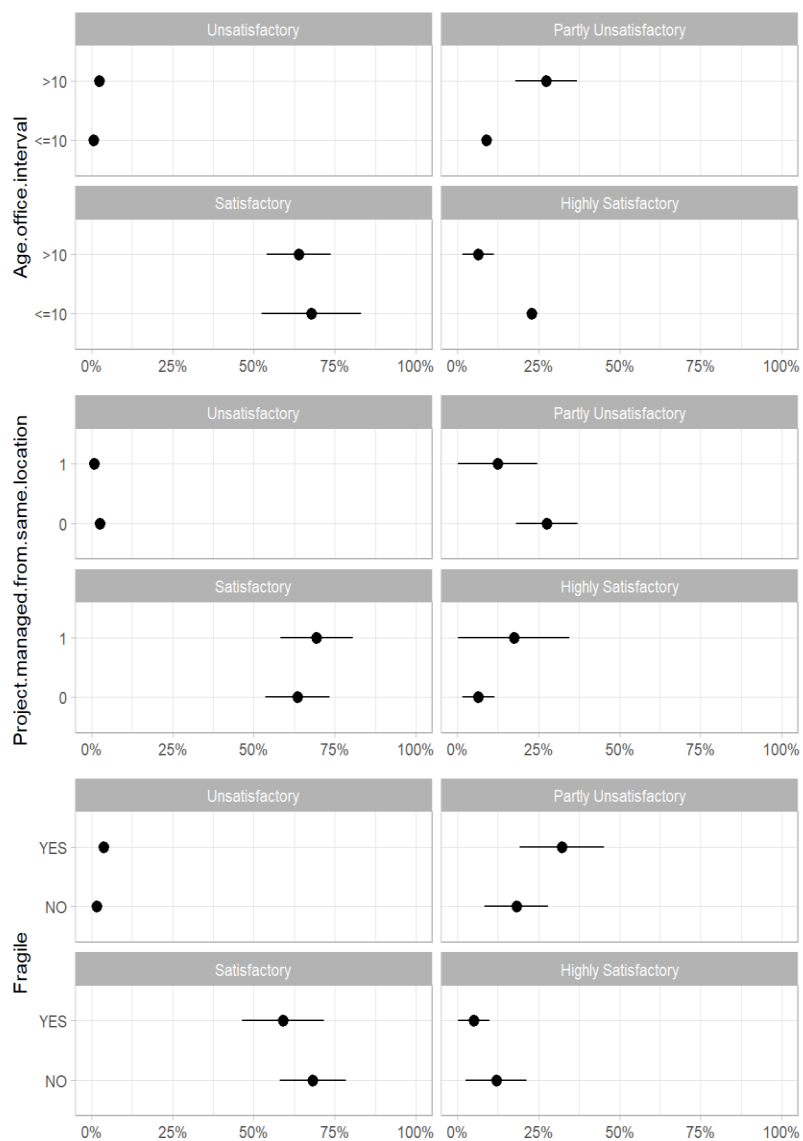
Df	logLik	AIC	LRT	Pr(>Chi)
	-69.51376	165.0275		
2	-69.46026	168.9205	0.1070001	0.94790587
2	-68.65392	167.3078	1.7196712	0.42323165
2	-67.18458	164.3692	4.6583629	0.09737542
2	-69.29756	168.5951	0.4323850	0.80558022
2	-69.40773	168.8155	0.2120629	0.89939637

Table 7: Likelihood Ratio Test

#Df	LogLik	Df	Chisq	Pr(>Chisq)
13	-69.51376			
3	-80.10371	-10	21.17991	0.01987339

The results of the Hypothesis of proportional odds test (Table 5) gave p-values greater than 0.05, which means that the hypothesis of proportional odds was not rejected at the 5% threshold. The proportional odds hypothesis was respected. The Likelihood Ratio Test p-value was less than 0.05 (Table 6), which confirmed that the explanatory variables made a significant contribution to the model. The validity of the Hypothesis of proportional odds and Likelihood Ratio Test confirmed that the ordinal model was appropriate.

Graphic 4: Marginal Effects

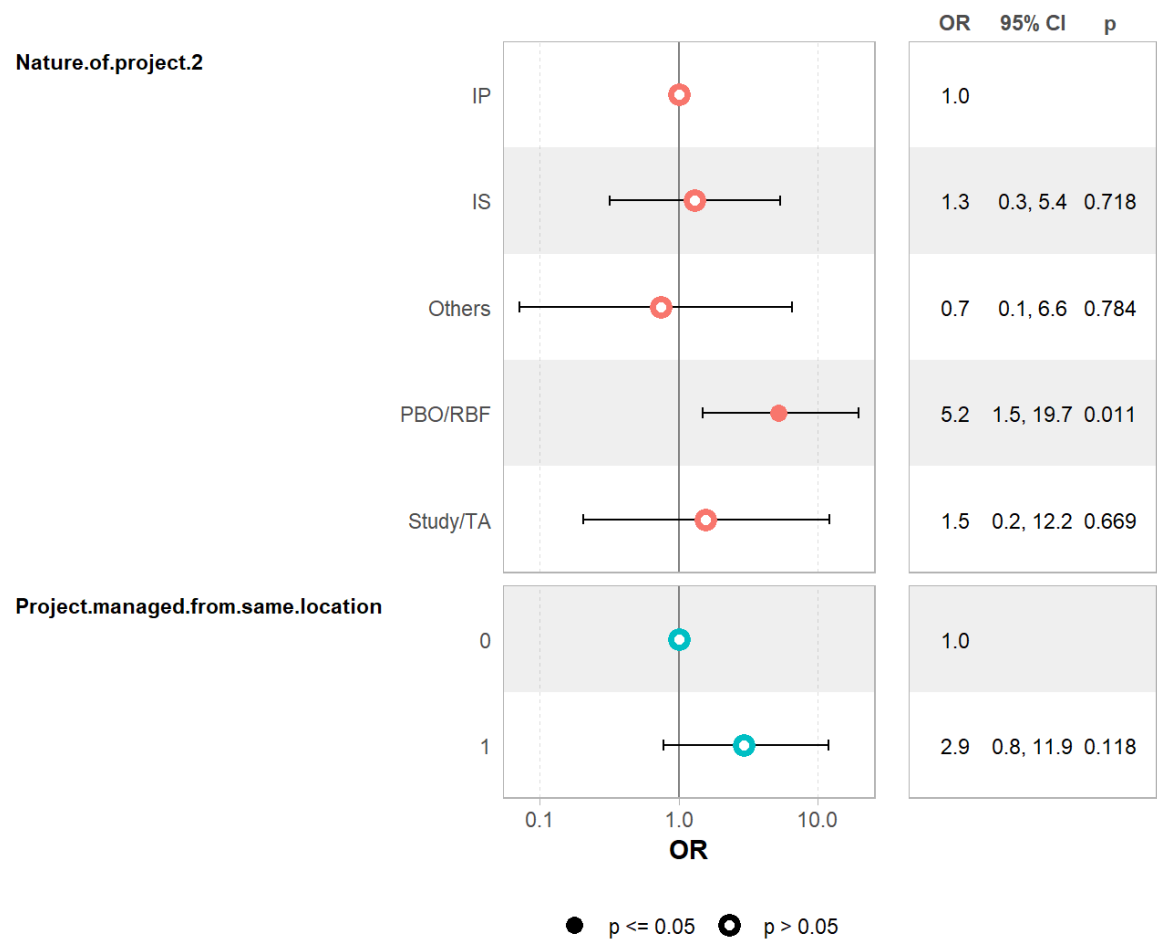


1.3. Independent variable: Efficiency

Table 8: Ordinal Regression Results

<i>Predictors</i>	Efficiency		
	<i>Estimate</i>	<i>std. Error</i>	<i>P-Value</i>
Nature of project 2 [IS]	0.26	0.72	0.718
Nature of project 2 [Others]	-0.30	1.11	0.784
Nature of project 2 [PBO/RBF]	1.66 *	0.65	0.011
Nature of project 2 [Study/TA]	0.44	1.02	0.669
Project managed from same location [1]	1.08	0.69	0.118
Observations	87		
R ² Nagelkerke	0.151		
* $p < 0.05$ ** $p < 0.01$ *** $p < 0.001$			

Graphic 5: Ordinal Regression Analysis of the Determinants of Efficiency²¹



The coefficients associated with the Nature of project 2 [PBO/RBF] were significant. Projects [PBO/RBF] were 5.2 times more likely to have a Highly Satisfactory (Efficiency Rating) than projects [IP]. The marginal effects are shown in Figure 6.

²¹ The Odds Ratio (OR) measures the association between an explanatory variable and an event. It represents the ratio of the chances of the event occurring in one group compared with another. If OR > 1, the event is more likely to occur in the exposed group; if OR < 1, it is less likely to occur.

Table 9: Hypothesis of proportional odds

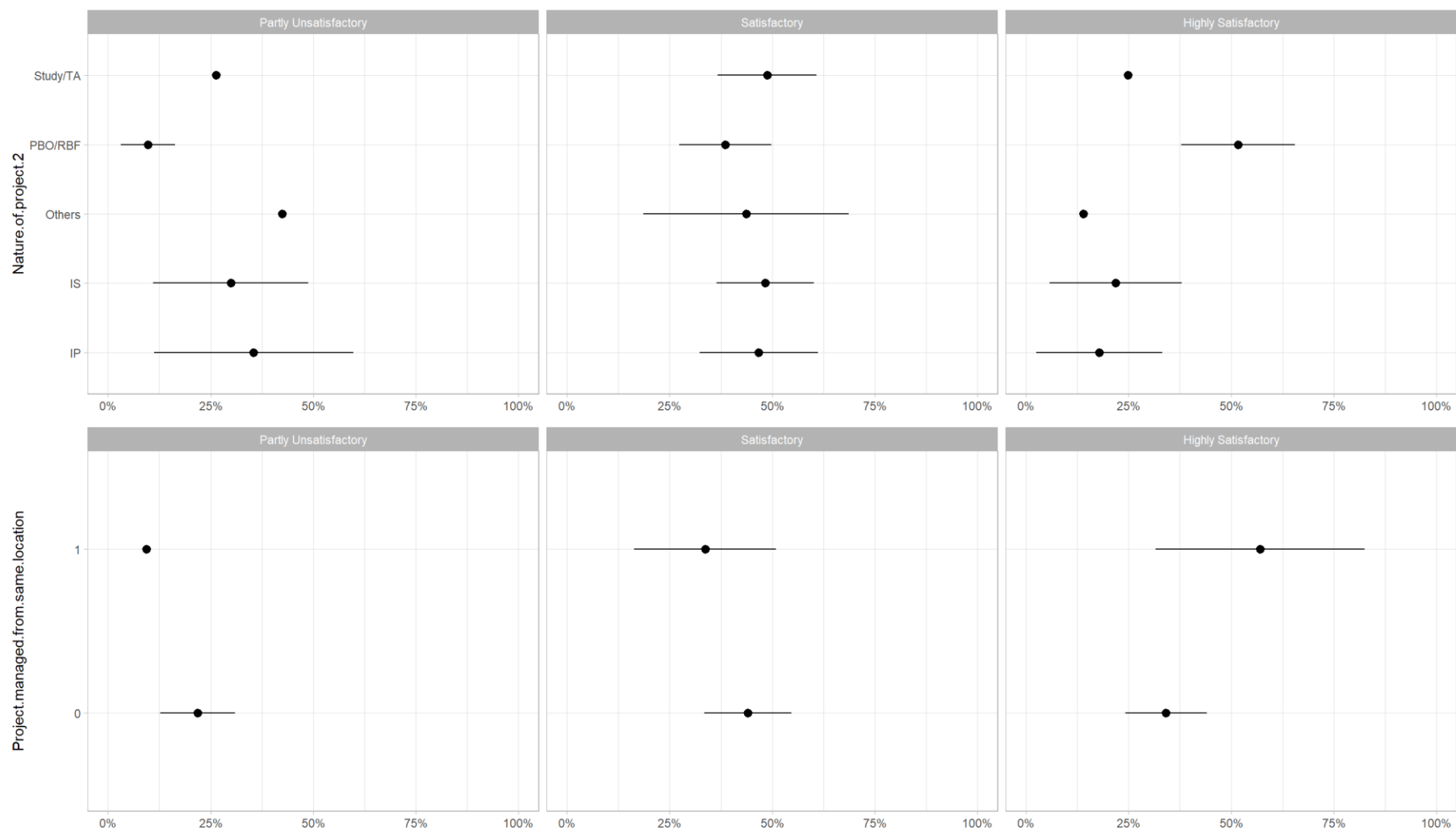
	Df	logLik	AIC	LRT	Pr(>Chi)
		-85.04828	184.0966		
	4	-82.40596	186.8119	5.28464412	0.2593179
	1	-85.04302	186.0860	0.01052824	0.9182747

Table 10: Likelihood Ratio Test

	#Df	LogLik	Df	Chisq	Pr(>Chisq)
	7	-85.04828			
	2	-91.23756	-5	12.37855	0.02995329

The results of the Hypothesis of proportional odds test (Table 8) gave p-values greater than 0.05, which means that the hypothesis of proportional odds was not rejected at the 5% threshold. The proportional odds hypothesis was respected. The Likelihood Ratio Test p-value was less than 0.05 (Table 9), which confirmed that the explanatory variables made a significant contribution to the model. The validity of the Hypothesis of proportional odds and Likelihood Ratio Test confirmed that the ordinal model was appropriate.

Graphic 6 : Marginal Effects



3. Ongoing projects

Table 11: Ordinal Regression Results

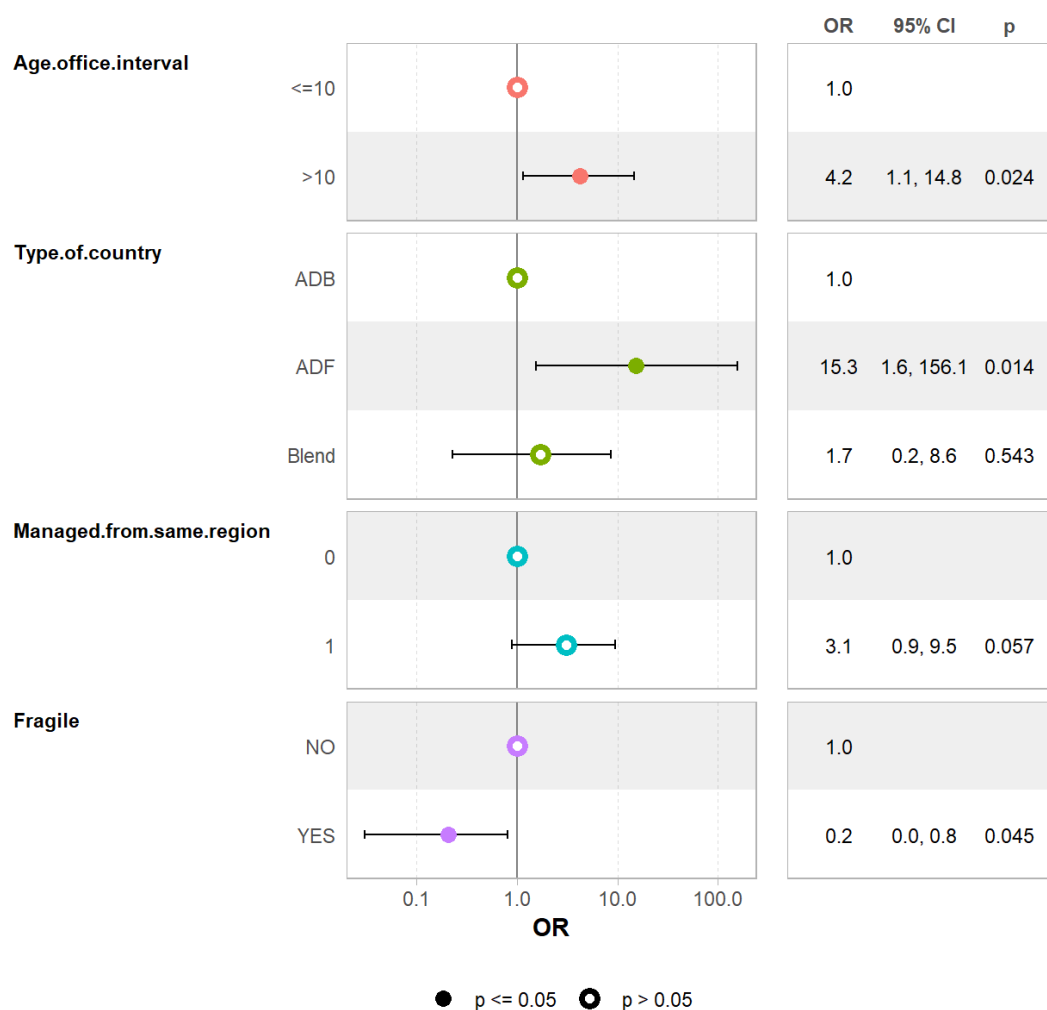
variable	q_zeros	p_zeros	q_na	p_na	q_inf	p_inf	type	unique
Region	0	0	0	0	0	0	factor	5
Age.office.interval	0	0	100	14.95	0	0	factor	2
Sector	0	0	0	0	0	0	factor	7
Nature.of.project.	0	0	0	0	0	0	factor	5
Task manager located in country office	430	64.28	0	0	0	0	factor	2
Task manager and Procurement in country office	444	66.37	0	0	0	0	factor	2
Quality at entry	0	0	525	78.48	0	0	factor	2
Country.economic.status	0	0	0	0	0	0	factor	3
Type.of.country	0	0	0	0	0	0	factor	3
Fragile	0	0	0	0	0	0	factor	2
Office.	0	0	0	0	0	0	factor	2
Project.managed.from.HQ	0	0	0	0	0	0	factor	2
Task manager located in same.region	88	13.15	0	0	0	0	factor	2
supervision.frequency	0	0	126	18.83	0	0	factor	3
TM.category	0	0	0	0	0	0	factor	2
Flagged	0	0	47	7.03	0	0	factor	3
Project.status	0	0	301	44.99	0	0	ordered-factor	3
CPIA.score.moyenne	0	0	144	21.52	0	0	factor	2

Table 11 highlights the type and structure of the variables. All our independent variables are categorical, while our explained variables are ordinal.

Table 12: Ordinal Regression Results

<i>Predictors</i>	Project Status		
	<i>Estimate</i>	<i>std. Error</i>	<i>P-Value</i>
Age office interval [>10]	1.45 *	0.64	0.024
Type of country [ADF]	2.73 *	1.11	0.014
Type of country [Blend]	0.54	0.89	0.543
Managed from same region [1]	1.12	0.59	0.057
Fragile [YES]	-1.58 *	0.79	0.045
Observations	267		
R ² Nagelkerke	0.104		
* $p < 0.05$ ** $p < 0.01$ *** $p < 0.001$			

Graphic 6: Ordinal Regression Analysis of the Determinants of Project Status²²



The coefficient associated with the type of country [ADF] was significant. This means that projects implemented in [ADF] countries were 15.3 times more likely to be Non-Problematic (NPPP) than projects implemented in [ADB] countries. The coefficient associated with Fragile [YES] was significant. This means that projects implemented in fragile countries (Fragile [YES]) were 80% less likely to be Non-Problematic (NPPP) than projects implemented in non-fragile countries (Fragile [NO]). The coefficient associated with the age of the office (> 10) was significant, meaning that projects implemented in offices (> 10) were 4.2 times more likely to be Non-Problematic (NPPP) than projects implemented in an office that was less than or equal to 10 years old.

²² The Odds Ratio (OR) measures the association between an explanatory variable and an event. It represents the ratio of the chances of the event occurring in one group compared with another. If OR > 1, the event is more likely to occur in the exposed group; if OR < 1, it is less likely to occur.

The coefficient associated with *Project managed from same region* [1] was significant ($0.05 < p\text{-value} < 0.1$). Projects managed from the same region were 3.1 times more likely to be Non-Problematic (NPPP) than projects not managed from the same region. The marginal effects are shown in Figure 7.

Table 13: Hypothesis of proportional odds

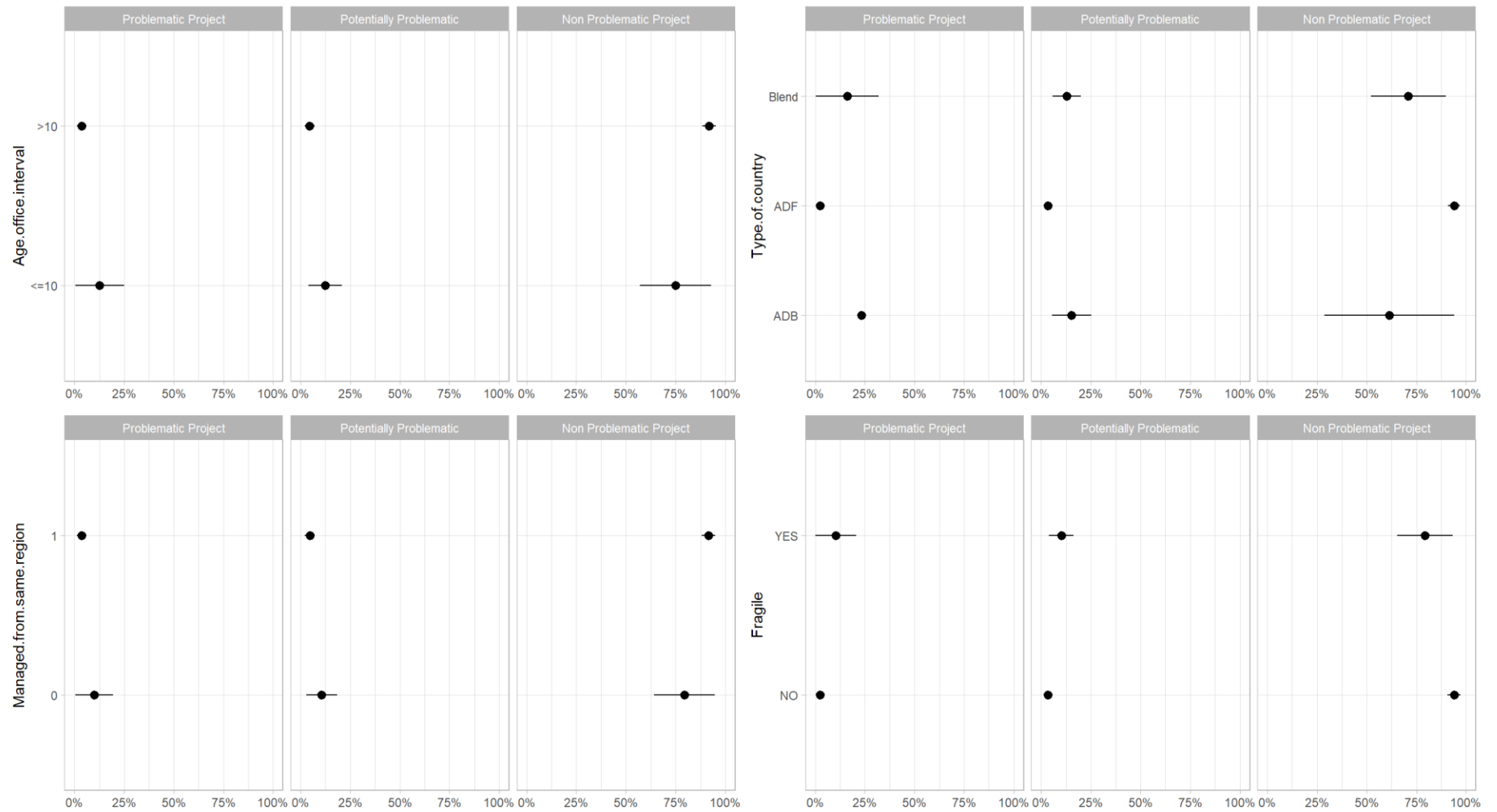
	Df	logLik	AIC	LRT	Pr(>Chi)
		-92.64062	199.2812		
	1	-91.04436	198.0887	3.192512	0.07397626
	1	-91.23549	198.4710	2.810259	0.09366328
	1	-91.61041	199.2208	2.060424	0.15116814

Table 14: Likelihood Ratio Test

#Df	LogLik	Df	Chisq	Pr(>Chisq)
7	-92.64062			
2	-100.14881	-5	15.01638	0.01029257

The results of the Hypothesis of proportional odds test (Table 11) gave p-values greater than 0.05, which means that the hypothesis of proportional odds was not rejected at the 5% threshold. The proportional odds hypothesis was respected. The Likelihood Ratio Test p-value was less than 0.05 (Table 12), which confirmed that the explanatory variables made a significant contribution to the model. The validity of the Hypothesis of proportional odds and Likelihood Ratio Test confirmed that the ordinal model was appropriate.

Graphic 7: Marginal Effects



4.6 Decentralisation and project timeliness

24. The evaluation found a limited association between country presence and the timely delivery of projects. A review of ADERs and retrospective review reports on budget showed that the Bank has not made significant improvements in the timeliness of project delivery indicators since 2015. ADER reports indicated that the average time from project approval to first disbursement and from concept note to disbursement had consistently fallen below target, showing minimal progress. Performance worsened during the COVID period as both the Bank and RMCs grappled with restrictions that hindered project design and implementation.
25. An assessment of 349 investment projects approved during the evaluation period showed better performance of projects in countries without offices than those with offices in terms of timely delivery. The average time from project approval to effectiveness (172 days) and time to first disbursement (296 days) was longer for countries with an office than for countries with no office (154 and 236 days, respectively). This trend was similar in ADB (414 days vs 318) and ADF countries with offices (263 days Vs 213) for the indicator on time from approval to first disbursement. However, the evaluation noted that while HQ-managed investment projects outperformed decentralised projects in ADF countries regarding the average time from approval to effectiveness (130 days Vs 169) and time from approval to first disbursement (267 days Vs 297), decentralised projects in ADB countries with offices reached first disbursement at 366 days faster than HQ managed projects (389 days).
26. Furthermore, a regression analysis performed over a dataset of 130 independently rated completed projects found no association between project efficiency and Bank field presence or Task manager location.

4.7 Cofinancing and decentralisation

27. Projects managed from their country of implementation displayed the best performance, with 76/317 (24%) of them which were able to raise cofinancing. This was almost the double of proportions for project managed from HQ (13%).

Table 21: Cofinancing and decentralisation

Performance dimension	Project managed from HQ	Project managed from county office
Number of projects co-financed	34	76
Total number of projects reviewed	259	317
%	13%	24%

4.8 Performance for country offices opened during the evaluation period

28. During the evaluation period (2015-2023), three new bank country offices were opened in Guinea Conakry (2017), Niger (2018) and Benin (2019).
29. Despite the COVID-19 pandemic which affected Bank operations after the opening of these offices, the before and after analysis showed an increase in the Bank portfolio and a relative improvement of quality, except in the case of Guinea. For instance, Benin's portfolio more than doubled in terms of volume from an average of 250 mUA before the opening of the Bank office to 557 mUA. The percentage of projects red-flagged also decreased from 33% to 29% on average. This trend was similar for Niger with a portfolio increase from 286 mUA to 463 mUA and an improvement in quality with red-flagged cases diminishing from 49% to 37%. The case of Guinea was slightly different as there was

an increase in volume (147 mUA to 285 mUA) coupled with a slight degradation of portfolio quality, which moved up to 37% projects red-flagged from 34%.

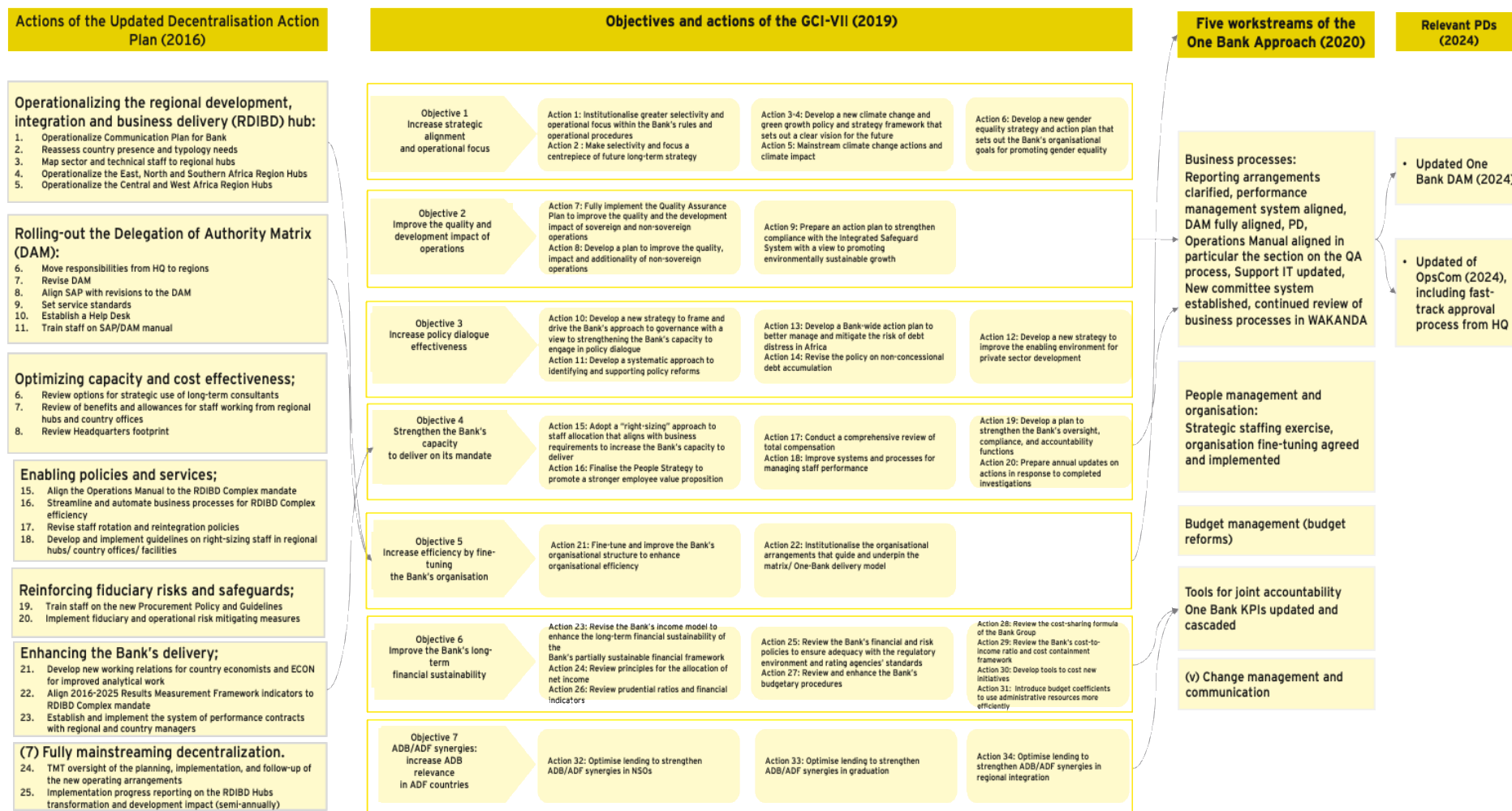
Table 22: Performance before and after opening of recent Bank country offices

Performance dimension	Benin (2015-2018)	Benin (2019-2023)	Niger (2015-2017)	Niger (2018-2023)	Guinea (2015-2016)	Guinea (2017-2023)
Number of active projects	13	17	14	16	10	18
Volume active portfolio in mUA	250	557	286	463	147	285
% of projects red flagged	33%	29%	49%	37%	34%	37%

5. Decentralisation and staff promotion

30. From 2015 to 2019, the majority of operational staff promotions were concentrated at headquarters (HQ). The review revealed that 200 staff members, or 65%, of the 309 promotions identified were based at HQ. Out of these, 55% (129 promotions) were intended to remain at HQ. Only 109 staff members, representing 35%, were promoted outside of HQ, which included 33 staff who advanced from LP (Level Position) to PL (Professional Level) and 15 GS (General Staff).
31. This trend improved from 2019 to 2023, during which 95 operational staff in regional and country offices were promoted, accounting for 67% of the total 140 promotions. This included 16 GS and 15 LP staff members. However, despite this improvement, the proportion of decentralised staff promoted represented only 25% of the total number of decentralised operational staff.

ANNEX 6. Linkages Between UDAP, GCI-VII and One Bank Approach



ANNEX 7. UDAP Implementation Progress

Action	Timeline	Progress as at mid-2024
Operationalising the RDIBD Hubs		
Operationalise Communication Plan for Bank Staff	<ul style="list-style-type: none"> ● Expected: 2016-18 ● Realised: 2016-18 (on time) 	The Evaluation Found evidence of a number of communication activities to rollout the decentralisation. For instance, the TMT was responsible for providing regular updates on the implementation of the UDAP to the Board. Five of them were identified between 2017 and 2018. As part of the implementation of the DBDM, the TMT (through the Communication and Change Management team) has also identified key areas for communication and incorporated these into a phased communication plan to shift staff mindset and behaviours ²³ . Communication activities carried out under this plan include Staff Town Hall Meetings, Q&A sessions, cascading of key messages, complex by complex ²⁴ .
Reassess country presence and typology need	<ul style="list-style-type: none"> ● Expected: 2016 ● Realised: Continuously (on time) 	● Achieved: Country presence assessment is done continuously. For example, during the evaluation period, a request to open an office in Namibia was submitted to the Board for consideration. To streamline the decision-making process, and given the evolving priorities of the Bank, the ongoing update on the Decentralisation Action Plan should include a set of triggers to determine the adequate type of Bank presence ²⁵ . Based on these triggers, an office could then be upgraded or downgraded.
Map sector and technical staff to regional hubs	<ul style="list-style-type: none"> ● Expected: 2016 ● Realised: 2016 (on time) 	● Achieved: Operational staff were mapped to regional hubs with the roll out of the DBDM in 2016/2017. However, as part of the One Bank Approach, the Bank decided to remap sector staff from regions to sector complexes in 2020. The rationale was “to deploy specialists more effectively between regional work programs and strategic commitments”, and to “help the sector complexes take a sector-wide approach to developing skills and competencies” ²⁶ . To date, decentralisation of staff to regions and countries varies across complexes.
Operationalise the East, North and Southern Africa Region Hubs	<ul style="list-style-type: none"> ● Expected: 2016-17 ● Realised: 2017 (on time) 	● Achieved: The three Regional Resources Centres in Kenya, South Africa, and Tunisia were successfully converted into operational Regional Hubs in 2017 ²⁷ . Positions were created in these offices to make them fully operational.
Operationalise the Central and West Africa Region Hubs	<ul style="list-style-type: none"> ● Expected: 2017-18 ● Realised: 2019 (late) 	● Achieved: The Regional Resource Center in Côte d'Ivoire was successfully converted into a Regional Hub and the Central Regional office was also moved from Abidjan to Yaoundé in 2019 (before, it was operating from HQ, in Abidjan) ²⁸ . Positions were created in these offices to make them fully operational.
Rolling out the Delegation of Authority (DAM)		
Move responsibilities from HQ to regions	<ul style="list-style-type: none"> ● Expected: 2016 ● Realised: 2016 (on time) 	● Achieved: RDVP was authorised to manage and drive regional operations in 2016. In October 2017, however, the leadership of NSO operations were moved back to Sectors in HQ (with the new “Pilot-CoPilot Arrangements”), motivated by the fast increase in the volume of NSOs and a perceived need for consistency and quality assurance ²⁹ . Then, in 2024, new regional NSO leads position were created.
Revise DAM	<ul style="list-style-type: none"> ● Expected: 2016 	● Achieved: DAM has been revised three times since 2012, in 2018, 2022, and 2024.

²³ Source: AfDB-IDEV (2019), “Independent Evaluation of the Implementation of the Development and Business Delivery Model of the African Development Bank Group” (p42)

²⁴ ADF/BD/IF/2017/13, 2nd TMT Implementation Update (Jan 2017)

²⁵ Source: written exchanges with a member of the Decentralisation Task Force (06/12/2024)

²⁶ AfDB-CHVP (2020), “Right-Sizing and Strategic Staffing Review – Revised”

²⁷ Source: AfDB-IDEV (2019), “Independent Evaluation of the Implementation of the Development and Business Delivery Model of the African Development Bank Group” (p33)

²⁸ Source: AfDB (2019), “Central Africa Regional Integration Strategy Paper 2019 – 2025” (p29)

²⁹ Source: AfDB (2017), Annual Report

Action	Timeline	Progress as at mid-2024
	<ul style="list-style-type: none"> ● Realised: 2019-2024 (late) 	<p>With the approval of DBDM, the Bank's President signed a new DBDM-compliant DAM in August 2018. In May 2019, the President asked the Senior VP to review and revise the DAM in line with the One Bank principles. A new One Bank and DBDM - compliant DAM was reviewed by SMCC and submitted to the President in October 2019. Sectoral complexes and other departments continued to suggest amendments to their DAMs. The new One Bank DAM was cleared by SMCC in late 2021 and signed by the President in March 2022. Finally, a re-allocation of responsibilities between regional hubs and the HQ-based Sector complexes, necessitated the revision and updating of the DAM in consultation with all relevant stakeholders. The result was the 2023 One Bank DAM, cleared by SMCC in late 2023 and signed by the President in July 2024.</p>
Align SAP with revisions to the DAM	<ul style="list-style-type: none"> ● Expected: 2016-18 ● Realised: 2018 - continuously (late because of delays on revisions of the DAM) 	<p>● Achieved: After each revision of the DAM, the Organisation and Methods Division (SNBT.1) facilitates meetings between SAP IT operations and DAM focal points to discuss needed adjustments in SAP. For that purpose, the Business Transformation Department (SNBT) develops information sheets that guide the needed alignments to be accomplished. This process happened for the 2018 and 2021 DAM. Conversations between IT & RDVP & PIVP have kick-started to update SAP with the new 2024 DAM.</p> <p>Interviews revealed that AfDB used to have a certification form for the relevant departments to confirm that needed alignments were completed, but this has now been abandoned since response rates were poor.</p>
Set service standards	<ul style="list-style-type: none"> ● Expected: 2016-18 ● Realised: Ongoing 	<p>● Achieved: The UDAP action on introducing service standards was aimed at ensuring the provision of high-quality, impactful and timely solution delivery. The key service standards were reviewed and or set under the DAPEC's business process engineering reviews and implemented under the DBDM and One Bank business process reforms. Service standards are integrated in re-engineered business processes supported through the WAKANDA project and ongoing development of guidelines, manuals and Presidential Directives e.g. enhanced readiness reviews, Rules of the Game, work program budgeting and planning, updates to the Integrated Safeguards Systems, among others. These standards are reflected in revisions in the DAM from time to time. Evidence from discussions and document reviews indicates there have been some observed delays in implementing some of the reforms, updating guidelines, training of staff and or establishment of structures and required human resources from time to time.</p>
Establish a Help Desk	<ul style="list-style-type: none"> ● Expected: 2016-18 ● Realised: 2019 (late) 	<p>● Achieved: The 2019 DAM indicated that a dedicated online help desk at DAMhelpdesk@afdb.org would be created. Interviews with staff revealed that enquiries are handled through the help desk email or the DAM secretariat email, all staffed by the three employees under SNBT.1. The Department responds to some questions while forwarding the technical ones to the DAM focal points persons for each chapter (indicated in the DAM document). Additionally, staff can directly approach these DAM focal points or their manager for enquiries. At last, SNBT also has a dedicated slot in the new staff onboarding workshops (held 2-3 times a year) to present the DAM and provide contacts on where staff can get additional information.</p>
Train staff on SAP/DAM manual	<ul style="list-style-type: none"> ● Expected: 2016-18 ● Realised: 2018 (on time) 	<p>● Achieved: The Evaluation found that the former SNDI.1 division (now SNVP's Organization & Methods Division) organized trainings in late 2018. Workshops were for example given to sectoral staff explaining the 2018 DAM and the underlying new business processes. A workshop was also organized for key stakeholders in October 2018 to realign SAP protocols with the new of process flow introduced with the</p>

Action	Timeline	Progress as at mid-2024
		2018 DAM ³⁰ . SNDI.1 continued to coordinate efforts to ensure that the SAP and other systems are aligned with the DAM afterwards.
Optimizing Capacity and Cost Effectiveness		
Review options for strategic use of long-term consultants	<ul style="list-style-type: none"> Expected: 2016-17 Realised: 	[To be completed with support of the relevant department]
Review of benefits and allowances for staff working from regional hubs and country offices	<ul style="list-style-type: none"> Expected: 2016 Realised: On time 	<p>● Achieved: The Bank commenced work on the revision of benefits such as the Cost-of-Living Allowance, Housing and paying allowances for exploratory missions and Shipmen in 2016. The review of country benefits was approved in 2017.</p>
Review Headquarters footprint	<ul style="list-style-type: none"> Expected: 2016-17 Realised: 2020 (late) 	<p>● Achieved: In late 2019, IDEV already revealed in the DBDM Evaluation that HQ and Regional footprint studies were announced but “not undertaken/ finalised”³¹. An HQ footprint study was eventually completed by CHVP in 2020 as part of a Right-Sizing and Strategic Staffing Review.</p>
Enabling Policies and Services		
Align the Operations Manual to the RDIBD Complex mandate	<ul style="list-style-type: none"> Expected: 2016 Realised: 2023 (late) 	<p>● Achieved: Operations manual was updated in 2023 to align with new organisational developments, including the DBDM initiatives, business re-engineering processes through WAKANDA, and the 2021 DAM. The previous update took place in 2014. However, the evaluation found that even by 2023, some of the proposed processes for review and approval of activities were not yet in place. A training session was conducted for Bank staff to discuss the updates to the Operational Manual. A Country and Regional Office manual was also updated in 2020</p>
Streamline and automate business processes for RDIBD Complex efficiency in line with the 2017-2020 ICT Strategy	<ul style="list-style-type: none"> Expected: 2016-18 Realised: continuously (on time) 	<p>● Achieved: Interviews with IT teams revealed that connectivity within regions and country offices was enhanced to allow staff to connect seamlessly to HQs and work from anywhere. By the time COVID hit, systems were already set up. Other modifications completed during the evaluation period include:</p> <ul style="list-style-type: none"> Designated and relocated regional IT coordinators in 2018 Automated procurement system developed under WAKANDA Disbursement portal to upload documents Remote data collection systems (i.e. RASME enabling supervision, especially appropriate for transition situations) Revamped the BPPS to align with the DAM Regional operational dashboards tracking regional performance and improving performance bringing together data from the SAP and BPPS
Revise staff rotation and reintegration policies	<ul style="list-style-type: none"> Expected: 2016 Realised: (late) 	<p>● Achieved: The revision of staff rotation and reintegration policies was still signalled as “on track for completion by March 2018”³². Later analysis revealed that staff rotation policies were revised as part of the new staff guidelines but had not been applied systematically. Some offices, like Country Economists and Country Program Officers (CPOs) were rotated, later than expected in some instances. Enforcement is affected by staff resistance to move to some duty stations.</p>
Develop and implement	<ul style="list-style-type: none"> Expected: 2016-18 	<p>● Partly achieved: Five criteria for establishing and adjusting country presence under the new DBDM were designed in the 2016 UDAP (size</p>

³⁰ Source: written exchanges with SNBT (02/12/2024)

³¹ Source: AfDB-IDEV (2019), “Independent Evaluation of the Implementation of the Development and Business Delivery Model of the African Development Bank Group” (p14)

³² ADF/BD/WP/2018/55, 4th TMT Implementation Update (March 2018) (p.14)

Action	Timeline	Progress as at mid-2024
guidelines on right-sizing staff in regional hubs and country offices	<ul style="list-style-type: none"> ● Realised: incomplete 	<p>and complexity of the portfolio, countries in transition, development pipeline, transport logistics and local living conditions, privileges, immunities, and exemptions). However, the Evaluation Team did not find evidence of detailed manual or guidelines on right-sizing staff in field office.</p> <p>A right-sizing exercise was nonetheless implemented in 2019-2020 with varying results. It has supported some sector staff reallocation but did not result in the expected increase of operational staff numbers due to budget constraints. Reportedly, the new updated DAP will comprise a decentralisation decision-making tool to continuously assess offices' resources needs according to evolution in work programmes³³.</p>
Reinforcing Fiduciary Risks and Safeguards		
Train staff on the new Procurement Policy and Guidelines	<ul style="list-style-type: none"> ● Expected: 2016-18 ● Realised: 2015 - continuous (on time) 	<ul style="list-style-type: none"> ● Achieved: Several training sessions were organised for staff following the updates of the procurement policy in 2015 and later (e.g., "Introduction to the new Procurement Framework" in 2016, "Procurement level 1 & 2 Training" across all regions in 2018 and 2019, or "Online procurement level 1 Training" in 2021 during the COVID period)³⁴.
Implement fiduciary and operational risk mitigating measures	<ul style="list-style-type: none"> ● Expected: 2016-18 ● Realised: 	<i>[To be completed with support of relevant department]</i>
Enhancing the Bank's Delivery		
Develop new working relations for country economists and ECON for improved analytical work	<ul style="list-style-type: none"> ● Expected: 2016-17 ● Realised: 2017 (on time) 	<ul style="list-style-type: none"> ● Achieved: The ECON Complex was reconfigured into the Chief Economist, Knowledge Management and Governance complex in April 2016 (ECVP). Then, in October 2017, the functional responsibility for lead and country economists was transferred from the operation complexes to the newly established ECCE Department under ECVP. This was motivated by the goal to "prioritise relevant economic research and statistical work designed to knowledge generation and help strengthen institutional priorities and effectiveness of country operation."³⁵
Align 2016-2025 Results Measurement Framework indicators to RDIBD Complex mandate	<ul style="list-style-type: none"> ● Expected: 2016-17 ● Realised: 2017 (on time) 	<ul style="list-style-type: none"> ● Achieved: The Results Measurement Framework of 2016-25, published in April 2017, includes DBDM and decentralisation-related indicators measuring organisational efficiency and effectiveness under levels 3 and 4. Most indicators proposed in the UDAP were included in the 2016-25 RMF, except for some (e.g., working groups chaired by AfDB in RMCs). These are reported through the ADERs that track progress against corporate targets.
Establish and implement the system of performance contracts with regional and country managers	<ul style="list-style-type: none"> ● Expected: 2016-18 ● Realised: 2018 (on time) 	<ul style="list-style-type: none"> ● Achieved: Following the approval of the Results Management Framework in 2017, all Vice Presidents were required to revise their KPIs to ensure alignment with and support for the High 5s. It was reported that by May 2018, all VPs had signed their annual Executive Performance Agreement with the Bank's President and cascaded corporate KPIs down to all levels within their teams³⁶.
Fully Mainstreaming Decentralisation		
TMT oversight of the planning, implementation,	<ul style="list-style-type: none"> ● Expected: 2016-18 	<ul style="list-style-type: none"> ● Achieved: TMT was installed and provided oversight over the decentralisation and DBDM process. The committee was dissolved in

³³ Source: Written exchanges with a member of the Decentralisation Task Force (06/12/2024)

³⁴ Source: Written exchanges with SNFI (06/12/2024)

³⁵ AfDB Transformation Newsletter Issue 3, December 2017 (p.2)

³⁶ Source: ADF/BD/IF/2018/73 (May 2018), Making the African Development Bank's Transformation A Reality- An Update on the Progress Made in the Human Resources and Corporate Services Complex (p. 22)

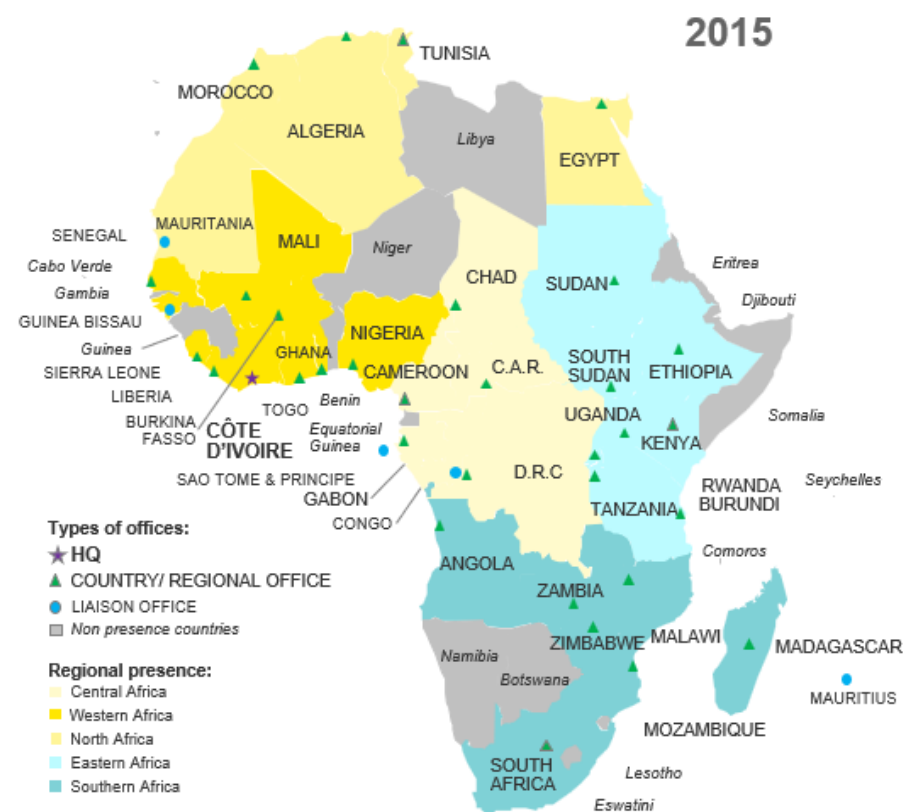
Action	Timeline	Progress as at mid-2024
and follow-up of the new operating arrangements	<ul style="list-style-type: none"> ● Realised: 2016-18 (on time) 	2018, after which RDVP and RDSA assumed leadership and coordination of further decentralisation efforts.
Implementation progress reporting on the RDIBD Hubs transformation and development impact (semi-annually)	<ul style="list-style-type: none"> ● Expected: 2016-18 ● Realised: 2016-18 (on time) 	<p>● Achieved: The evaluation found five TMT implementation updates published between the end of 2016 and November 2018. After the dissolution of the TMT, reporting across other decentralisation-related indicators has continued through other regular reporting on human resources, key performance indicator delivery dashboards, GCI and ADF commitments tracking and the annual development effectiveness reviews that report on a set of decentralised indicators.</p>

ANNEX 8. UDAP Results Measurement Framework as at Mid-2024

Indicators	2015	2023	2023 Target	2015-23 Progress	Gap with 2023 Target
How effectively is the Bank managing its operations? (Level 3 of the RMF)					
<i>Achieve Development Impact</i>					
Operations independently rated as satisfactory and above at completion	77%	81%	79%	+4pp	+2pp
Completed operations with a timely completion report	60%	83%	88%	+23pp	-5pp
Operations that achieved planned development outcomes	71%	71%	80%	+0pp	-9pp
Completed operations delivering sustainable outcomes	74%	85%	No data	+11pp	No data
<i>Enhance the Quality and Speed of Operations</i>					
Operations fully appraised for ESS mitigation measures	87%	100%	93%	+6pp	+7pp
New operations with a gender-informed design	75%	100%	91%	+16pp	+9pp
Quality of country strategy papers (scale, 1-4)	3.0	2.8	3.6	-0.2	-0,8
Time from concept note to first disbursement (months)	21.9 months	25 months	21 months	+3.1 months	+4 months
Quality of new operations	No data	46%	90%	No data	-44pp
<i>Improve Portfolio Performance</i>					
Time to procure goods and works	8.5 months	7.5 months	6.4 months	-1 month	+1.1 month
Operations at risk	15%	15.8%	9%	+0.8pp	+6.8pp
Operations eligible for cancellation	25%	30%	15%	+5pp	+15pp
Operations facing implementation challenges and delays	29%	30%	25%	+1pp	+5pp
How efficiently is the Bank managing itself? (Level 4 of the RMF)					
<i>Move Closer to Clients to Enhance Delivery</i>					
Projects managed from country offices	60%	75%	83%	+15pp	-8pp
Share of operations staff based in country offices	40%	55%	76%	+15pp	-21pp
<i>Improve Financial Performance and Mobilise Resources</i>					
Climate-related Bank commitments	15%	55%	40%	+40pp	+15pp
Active Resources mobilised for public sector operations	969 mUA	2141 mUA	850 mUA	+1172 mUA	+1291 mUA
Active Resources mobilised for private sector operations	373 mUA	710 mUA	750 mUA	+337 mUA	-40 mUA
<i>Staff Engagement, Development, and Productivity</i>					
Share of women in professional staff (%)	32%	32%	40%	+0pp	-8pp
Share of women in managerial positions (%)	27%	27%	35%	+0pp	-8pp
Operations professional staff (%)	69	68	69	-1pp	-1pp
Employee engagement index	80	90	90	+10pp	+0pp
Managerial effectiveness index	50	77	80	+27pp	-3pp
Net vacancy rate – professional staff (%)	16	7.7	10	-8.3pp	-2.3pp
Time to fill vacancies (days)	157	75	117	-82 days	-42 days

ANNEX 9. AfDB's Footprint in Africa, 2015 - 2024

AfDB's presence in Africa

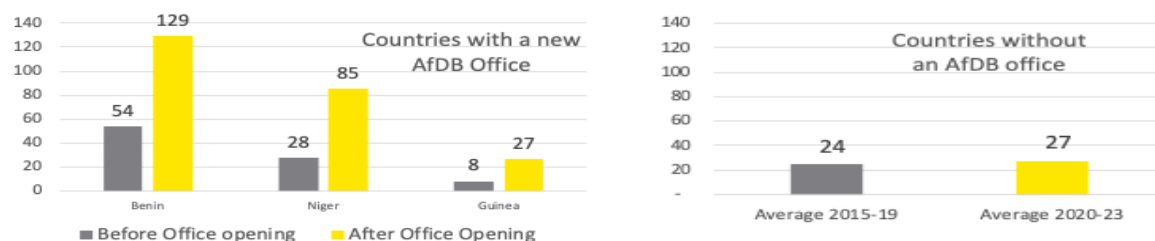


AfDB's presence in Africa



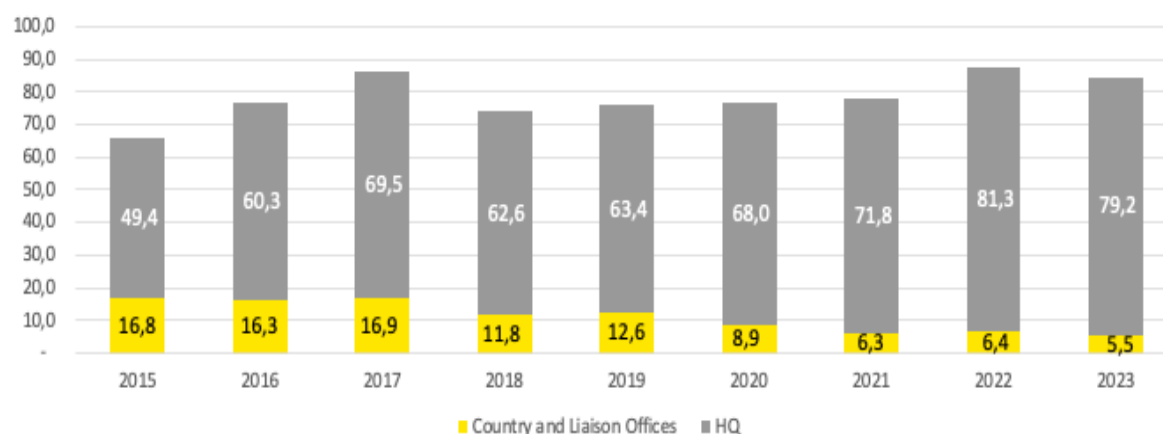
ANNEX 10. Additional Portfolio Information

Figure 4: Evolution of annual approvals in countries with a new AfDB office and countries without an office (2015-23)³⁷



Source: IDEV Portfolio Review

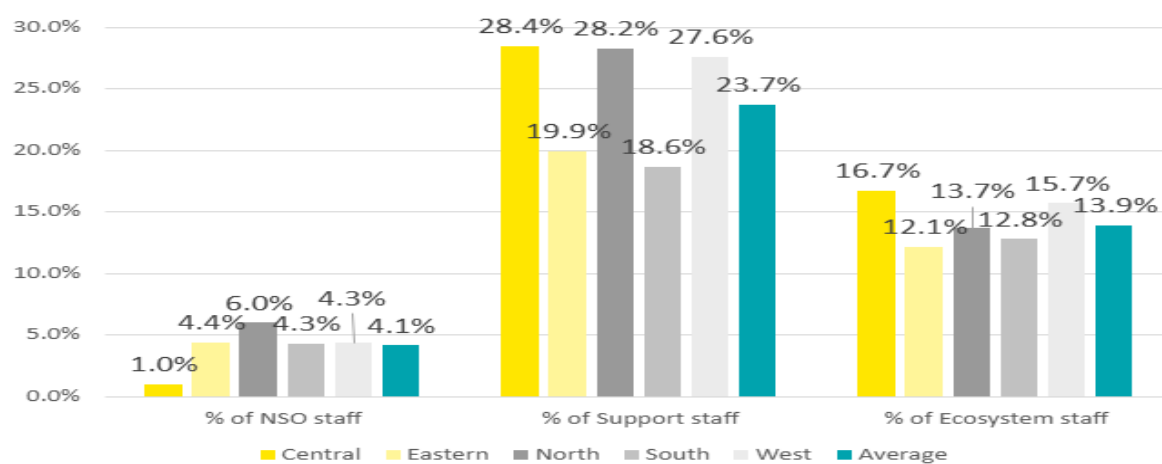
Figure 5: Benefits expenses for HQ and country office staff (in mUA, 2015-23).



Source: Evaluation team based on AfDB budget data

³⁷ Annual average for “Before office opening” values are based on 2015-18 for Benin, 2015-17 for Niger and 2015-16 for Guinea. Annual average for “After office opening” values are based on 2019-23 for Benin, 2020-23 for Niger and 2017-23 for Guinea. Countries without an office are Botswana, Cabo Verde, Comoros, Djibouti, Equatorial Guinea, Gambia, Lesotho, Libya, Namibia, Seychelles, and Somalia.

Figure 6: Share of NSO, Support, and Ecosystem staff in the country offices (as a percentage of) staff in the region, 2024)³⁸



Source: HR Data

³⁸ Note: Western staff count excludes staff based in HQ.

ANNEX 11. List of Interviews Conducted

Interviews carried out during the inception phase

#	Complex	Number of people interviewed
1	Board of Directors	3
2	RDSA	1
3	RDVP	2
4	SNVP	3
5	TCGS	1

Interviews carried out during the data collection phase

#	Complex	Number of people interviewed
1	ECCE	1
2	Focus Group Ecosystem (PGCL, SNSC, SNFI)	5
3	IRM	10
4	Focus Group Sectors (AHVP, PEVP)	5
5	TCGS	1
6	PIVP	2
7	PTCE	4
8	RDRI	7
9	RDTs	1
10	SNBT	3
11	SNDR.3.	2
12	SNFI	3
13	SNMO	1
14	SNSC	1
15	TCIS2	2
16	TCVP	1

Interviews carried out as part of the case study

Countries	Mission type	Number of interviews
West Africa (32 interviews, 51 interviewees)		
Senegal	Virtual	12
Cote d'Ivoire	Hybrid	9
Guinea	In person	11
Southern Africa (52 interviews, 148 interviewees)		
Mauritius	In person	19
Mozambique	In person	10
Namibia	Virtual	8
South Africa	In person	15
North Africa (22 interviews, 32 interviewees)		
Tunisia	In person	22
Central Africa (22 interviews, 23 interviewees)		
Cameroon	In person	14
Congo	In person	8

East Africa (23 interviews, 77 interviewees)		
Kenya	Virtual	14
Sudan	Virtual	9