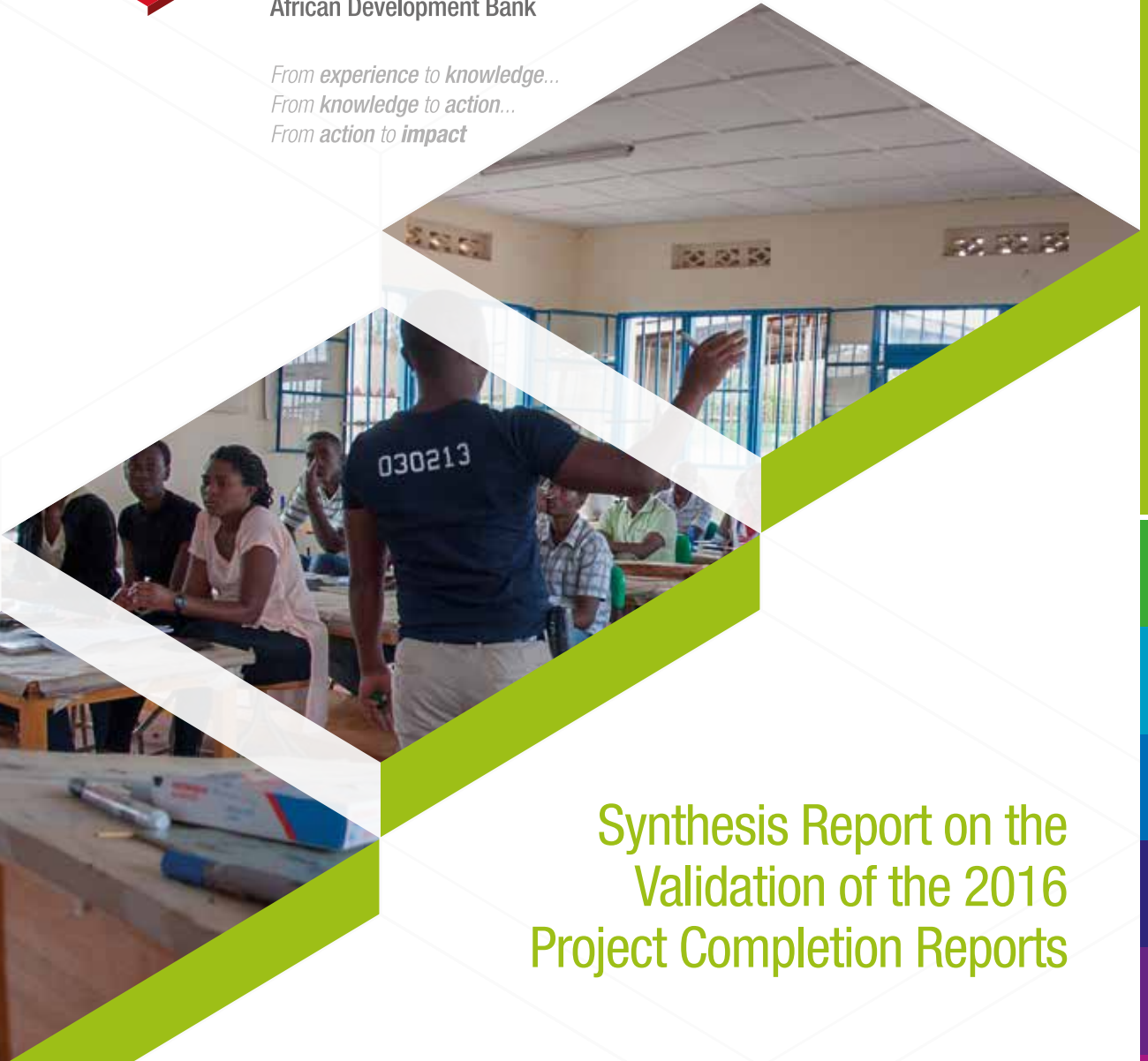


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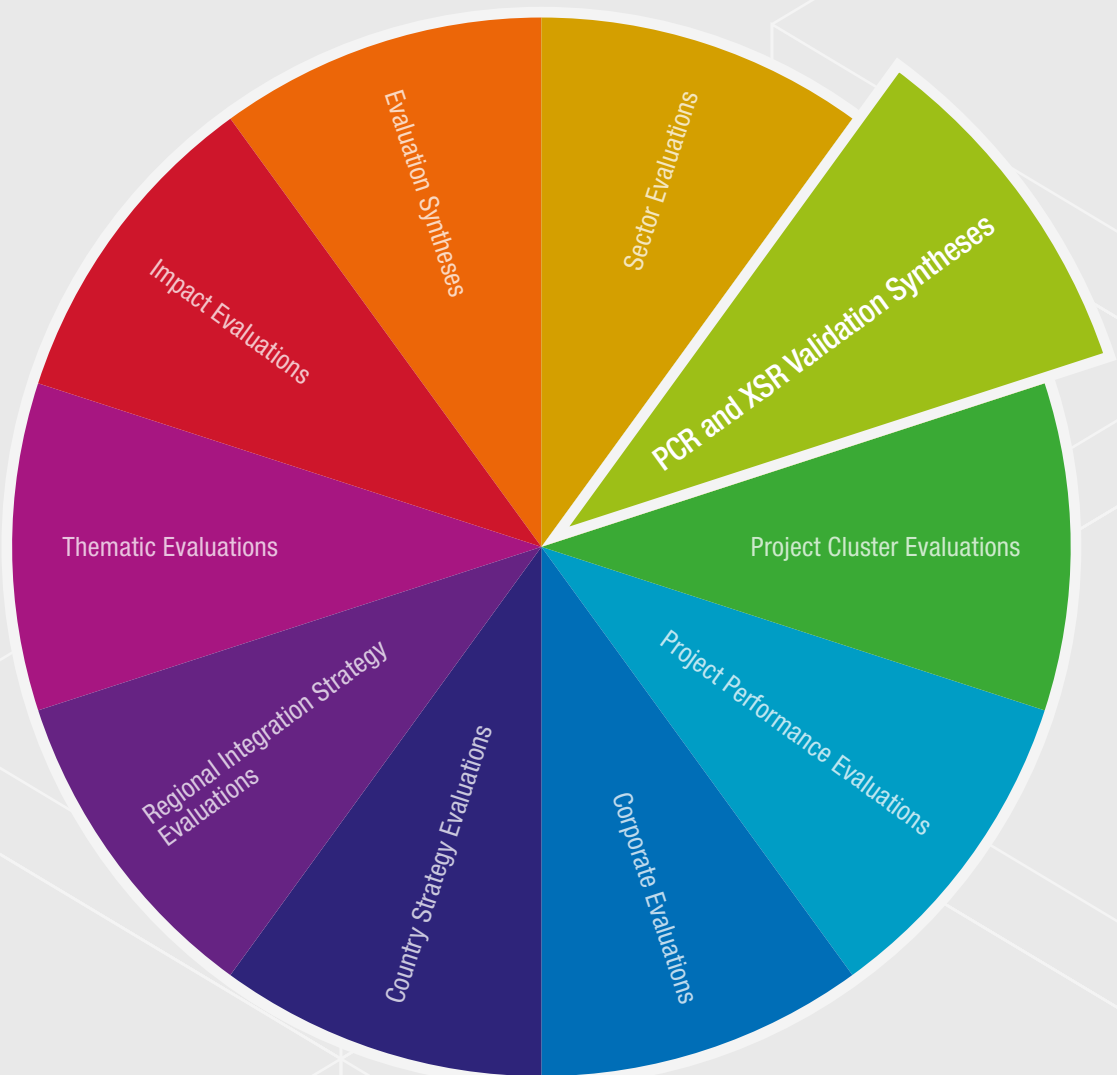
Synthesis Report on the Validation of the 2016 Project Completion Reports

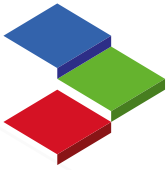


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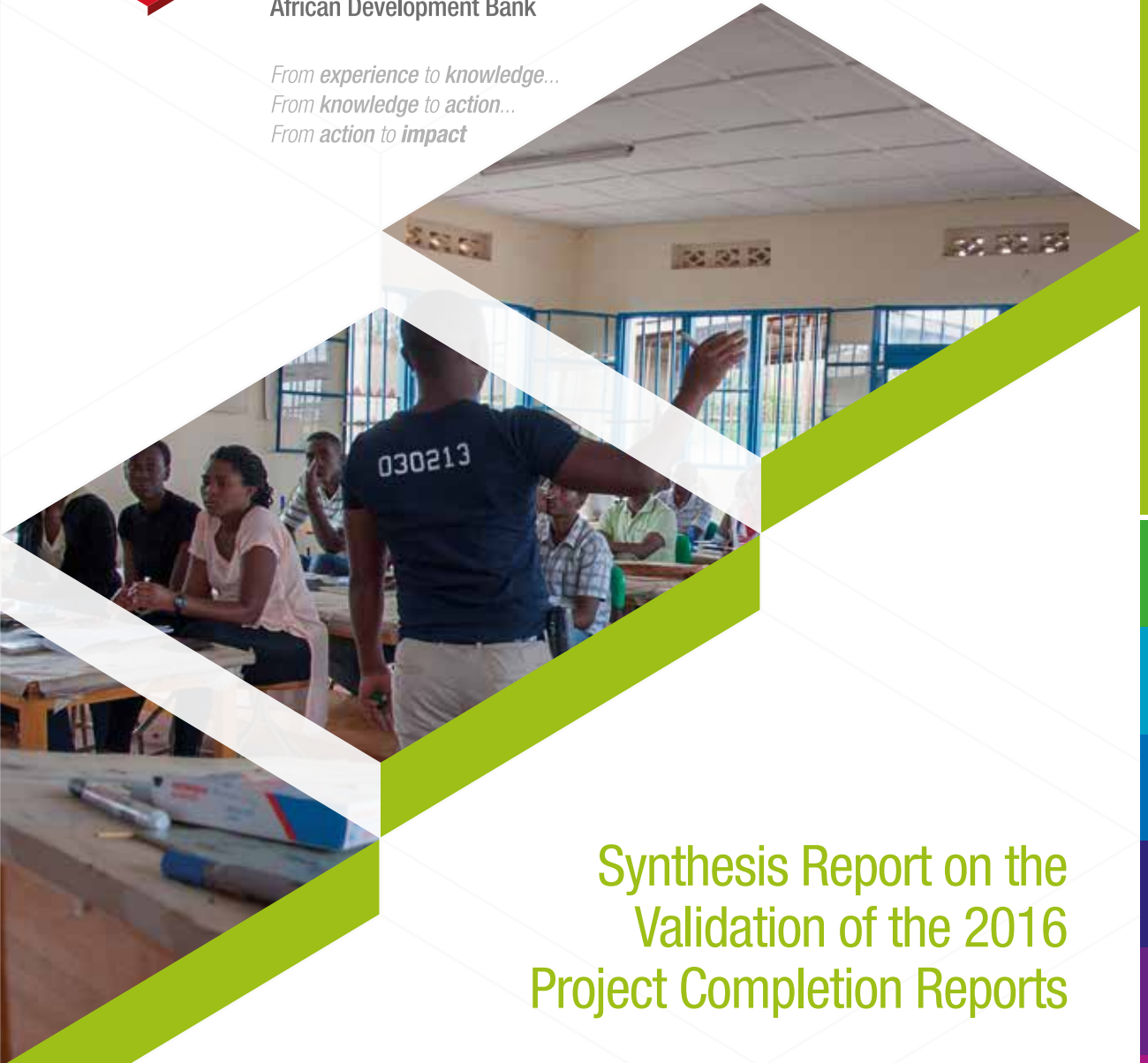




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Synthesis Report on the Validation of the 2016 Project Completion Reports

An IDEV PCR Validation Synthesis



AFRICAN DEVELOPMENT BANK GROUP

July 2019

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Synthesis Report on the Validation of the 2016 Project Completion Reports PCR and XSR Validation Syntheses, July 2019

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The overarching objective of the African Development Bank Group is to spur sustainable economic development and social progress in its regional member countries (RMCs), thus contributing to poverty reduction. The Bank Group achieves this objective by mobilizing and allocating resources for investment in RMCs and providing policy advice and technical assistance to support development efforts.

About Independent Development Evaluation (IDEV)

The mission of Independent Development Evaluation at the AfDB is to enhance the development effectiveness of the institution in its regional member countries through independent and instrumental evaluations and partnerships for sharing knowledge.

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Abbreviations and Acronyms

| | |
|----------------|--|
| AfDB | African Development Bank |
| CBA | Cost Benefit Analysis |
| EIRR | Economic Internal Rate of Return |
| IDEV | Independent Development Evaluation |
| IPR | Implementation Progress and Results Report |
| M&E | Monitoring and Evaluation |
| PCR | Project Completion Report |
| PCREN | PCR Evaluation Note |
| PDO | Project Development Objective |
| sd | Standard Deviation |



Executive Summary

All African Development Bank Group (AfDB) operations are first self-evaluated via a Project Completion Report (PCR). All PCRs are then reviewed by AfDB's Independent Development Evaluation (IDEV) which produces an independent PCR evaluation note (PCREN) for each project and a synthesis report on PCREN results.

The main aim of the evaluation process is to draw pertinent lessons and make recommendations to improve both the management of current projects as well as the design and management of future projects.

IDDRA Ltd was commissioned to prepare PCRENS for 49 projects that related specifically to 2016. The PCRs to be reviewed related to multi-sector projects (governance, social, finance sectors) as well as some in the infrastructure (power, transport, water supply and sanitation), agriculture and environmental sectors.

This report presents a synthesis of the 49 PCRENS, including project performance, PCR quality, project Monitoring and Evaluation (M&E) systems, and gender sensitivity of M&E.

This executive summary presents the main findings, conclusions and recommendations.

Performance

The performance of the great majority of projects is rated as either "satisfactory" or "highly satisfactory", with the PCRs placing 48 of the 49 projects in these two categories. Although the PCRENS considered this to be overly optimistic, regardless 38 of the 49 projects were rated satisfactory or above.

The main conclusion that emerges from a comparison of overall PCR and PCREN scores is that the former

tends to be significantly higher than the latter. This difference is disguised somewhat by the broad categories used to summarise project performance. Most projects are found in the "Satisfactory" category (41 PCRs and 36 PCRENS) but the PCRs tend towards the top end whereas PCRENS tend towards the bottom end of the range. The category therefore hides the scope for improvement that exists, and a finer classification may be required.

Projects score most highly for their **relevance**. This category is arguably biased upwards by the inclusion of the relevance of the development objective because the relevance of this objective is ensured at the approval stage. It would be better, therefore, to concentrate on project design under this dimension.

Under **effectiveness**, outputs score higher than for outcomes, which is to be expected since outputs, in a well-designed project, would be a necessary, but not necessarily sufficient, condition to achieving outcomes. There is scope to increase understanding of the difference between outcomes and outputs because, both in project design and particularly in project evaluation, the terms are frequently interchanged. At present, overall effectiveness is assessed by taking the lowest score of outcomes or outputs. It might be worthwhile to re-design this section, keeping both elements in the calculation, especially if the recommendation below concerning cost-benefit analysis (CBA) is adopted.

The **efficiency** indicator mostly relates to project inputs. The timeliness criterion concerns whether projects kept to schedule. It is noteworthy that only 12 of 49 projects were completed on time and that most required quite substantial extensions.

CBA is also included under this dimension. This analysis is often not very well done with PCRs presenting insufficient data to be able to understand

the precise methodology used. Over and above this, it seems odd to find this criterion here; it would seem to be an important part of effectiveness.

The **sustainability** dimension covers a number of important areas such as the sustainability of institutions, partnerships and environmental aspects, which generally score well. However, financial sustainability is scored relatively poorly both by the PCRs and even more so by the PCRENs. Overall, the latter consider this criterion marginally unsatisfactory. This is a serious issue as ultimately the sustainability of the other three criteria depends on finance.

The **performance of the project partners** was generally considered to be satisfactory with the highest score obtained by the Bank itself. The results support a tentative conclusion that there is a close correlation between Bank performance and overall project performance by sector. A study involving a larger set of projects would be needed to verify this hypothesis.

Monitoring and evaluation

Projects scored poorly on M&E design, implementation and usage. On the design side, the gender criterion was the weakest of all four and clearly requires improvement.

Another cause of the weak M&E design appears to be that, in many cases, the Project Appraisal Report includes only a skeleton M&E system and makes it a project implementation task to design the system in detail. Ideally, the Project Appraisal Report should include the M&E design but if it does not, the project design team should, at the least, be required both to identify the indicators and to explain how data can be obtained in order to inform them within a relevant time frame.

The Bank supervision part of the M&E system would also benefit from some modification. The evaluation team noted that there was a significant amount of repetition from one supervision report to the next. It

was suggested that the Bank could usefully explore designing a standard M&E framework for its projects based on a single “living” document that would be updated by each supervision mission, in collaboration with the project management team, so that it would be clear at any time what the project had already achieved, and what remained to be done.

Quality of Project completion reports

Although generally satisfactory, many PCRs scored poorly on the provision of data and evidence to back up related conclusions. If the independent validation is to be useful to its fullest extent possible, it is crucial that the Bank defines and enforces a core set of documents that must be made available to the independent evaluation team. It was also noteworthy that the PCR could be less informative than the *Aide-Memoire* of the PCR mission. These two documents tend to be very similar and it may be that the authors suffered from report fatigue (i.e. producing too many similar reports about the same topic). If the M&E system is reviewed, it would be useful to include this aspect as part of the review.

Recommendations

The report includes a set of fourteen recommendations, this section summarises the 5 most important ones:

1. The most urgent need is to improve project M&E in the gender dimension. It is recommended that the Bank explore designing a standard M&E framework for its projects based on a single “living” document. This should be a relatively simple framework (e.g. as an Excel-based Gantt chart) that could be part of the Project Appraisal Report. It should be updated by each supervision mission, in collaboration with the project management team, so that it would be clear at any time what the project has already achieved, and what remains to be done.

2. The PCRENs often had crucial documents missing. It is crucial that the Bank defines and enforces a core set of documents that must be made available to the independent evaluation team. PCRs should be free to provide additional supporting information, but this should be organised in such a way that it is clear to the independent evaluation what it is intended to show.
3. It is strongly recommended that the Bank pay more attention to ensuring the financial sustainability of project outcomes and impacts. In the end, although the other dimensions of sustainability are important, they depend crucially on the financial aspect.
4. As the results currently being reported by the PCRs are generally unconvincing, it is recommended to undertake a major review of CBA.
5. Given the relatively few projects that do not require an extension, it is recommended that the Bank undertake a review of late projects to identify generic issues that could be remedied for future projects. ■



Management Response

Management welcomes IDEV's synthesis report on its validation of Project Completion Reports (PCRs) 2016-17, and the two reports on which it is based. The validation exercise is important and Management will use it to improve further project completion reporting. Going forward Management also hopes that IDEV will conduct similar assessments on a regular basis, supporting continuous improvement, and enabling Management to include validated ratings in annual reporting. Overall, IDEV's validation rates 82% of projects with PCRs in 2016-17 as satisfactory, this performance compares well with other institutions. IDEV also finds an improvement in the quality of PCRs over time. Nevertheless, the 2016-17 assessment is very candid and highlights areas for improvement with regard to the PCR template and guidance, as well as compliance and quality in PCRs completion. As advised by IDEV, this response addresses directly the recommendations in the summary document.

Introduction

IDEV's PCR validation for 2016–17 is an important and helpful exercise. It will feed into a broader evaluation of the Bank's self-evaluation processes and system. This, in turn, will be the third in a series of IDEV evaluations on different stages of the project cycle – with evaluations on quality at entry and supervision published in 2018.

While we expect the broader evaluation to inform a thorough examination of self-evaluation in the Bank, Management nevertheless thought it is important to provide a response to this specific component, given the importance of the topics raised. Specifically, it assesses the quality of the Bank's 2016–2017 PCRs, and the performance of the projects covered by these PCRs. IDEV has proposed specific recommendations to which Management would like to respond. In future validation exercises the focus is expected to return to learning in order to support continuous improvement. Management also believes that the PCR validation function is a useful part of the process, and hopes to see it becoming a regular product. In addition, while this report focuses on PCRs which cover sovereign operations, a similar validation approach for Extended Supervision Reports (XSRs) used for non-sovereign operations would be equally useful.

Overall, Management agrees with IDEV's assessment that "PCR quality is high but there is considerable scope for improvement". IDEV's analysis already points to a marked increase in PCR quality between 2016 and 2017, as well as an increase against the 2009–10 baseline.

The exercise also led IDEV to conclude that "Overall project performance is generally satisfactory, and stable;" and that performance for ADF projects in particular has improved since 2015. However, IDEV states that the assessment against the four performance dimensions can be further improved. In particular, with regard to the outcomes portion of effectiveness. As IDEV points out, PCRs are conducted at an early stage from a results perspective. This timing, combined with ambitious outcome targets in original results frameworks, and the fact that the further up the results chain the less control for the lender, are all likely to have played a part in the difference in outcome assessments. Similarly, IDEV's difference on efficiency ratings relates as much to the quality of the appraisal's economic/financial analysis as to the actual level of efficiency achieved.

In future years, Management suggests further strengthening of the validation process and reporting. For example, by sharing both the methodology and the

data in real time and ensuring that statements made regarding “instances” “some cases” and “trends” are supported with data on prevalence. Furthermore, since both PCR guidance and PCR validation guidance are likely to be reviewed, examining how the validation process works and particularly when it is carried out, will be beneficial for both accountability and learning. IDEV makes pertinent suggestions regarding data storage and meetings with Task Managers. Similarly, lessons on how the process now works in sister institutions should be taken on board.

Management broadly agrees with the 12 recommendations (grouped in three categories) set out in the summary report. Specific actions to respond to these are set out in the Management Action Record (overleaf). Management notes that although the study examined PCRs, IDEV has made recommendations relating to quality at entry and supervision, which are not at odds with the broader evaluations on these topics, but do place a slightly different emphasis in some areas. As such, many of the issues raised in these areas have been addressed in the Quality Assurance Implementation Plan (the Quality Plan). However, an additional issue is more strongly emphasised in this product; and is, therefore, taken up in this management response. This is the accuracy of project costing and the quality of cost benefit/cost effectiveness/least cost alternative analysis. Management agrees that these are vital components of project design and that they also enable robust project completion reporting. It is important to note, however, that assessing quality at entry via PCRs is by nature limiting, since the appraisal for the projects closed in 2016–17 will have mainly taken place prior to 2012. Nevertheless, Management shares IDEV’s view that the quality of economic and financial analysis prior to approval is important – and that all sectors apply appropriate quality standards. In this context, the existing guidance in the Operations Manual is under review. Concerning recommendations related to the PCR, Management has taken the opportunity to add a specific commitment to the Quality Plan – to review and revise the PCR template and guidance. More detailed actions are also set out in the Management Action Record, overleaf.

Project Performance

IDEV’s validation finds 82% of projects in the cohort to be satisfactory. Management notes the difference between self-reported and independently validated project ratings. The 2016–2017 PCRs rated the performance of 97% projects as “satisfactory” (compared to 82% after independent validation).

It is also important to learn from peer institutions in making use of PCR validation data. In the 2017 corporate scorecards of the World Bank Group, the percentage of operations rated satisfactory at completion by IEG is 74%¹. In the Inter-American Development Bank (IADB), 80% of sovereign operations were rated satisfactory. These figures confirm the solid performance of AfDB operations, following independent validation.

Even in the context of this relatively strong performance, the findings highlight the need to communicate to operations teams the importance of being candid and frank in project completion reporting, and to adhere closely to the methodology, which aims to minimise any room for subjectivity in ratings. Deeper learning from the PCR process is vital, both in terms of understanding why and in what areas the ratings are different; and learning what does and does not work through the project completion reporting – for the benefit of future projects.

Examination of the underlying data also indicates that IDEV’s figures vary by region and by sector. For example, the difference between self-assessed and validated ratings was lower in South and North than other regions. The region which had the largest difference in 2016, improved in 2017. By sector, the difference between self-assessed and independently validated ratings was lower in transport, and water and sanitation.

It is important to note that PCR ratings, while reported, are not the source of the Bank’s main results reporting. The most important aspects for results reporting are the actual outputs, contribution to outcomes and number of beneficiaries. These facts

remain unchanged, even where there is a difference of opinion on ratings.

PCR Quality and Compliance

Management agrees that though PCR quality is generally good, and IDEV found it to be satisfactory across seven dimensions, there is scope to improve. Management notes that despite a dip in the figures in 2016, for 2017 there has been improvement – with 81% of PCRs rated satisfactory quality in 2017, compared to 73% across the period. Examination of difference in quality by sector and by region is informative. At least 80% of PCRs in each of agriculture, environment, transport, and water and sanitation were deemed satisfactory for each of the two years.

IDEV also points to an improvement in coverage of safeguards and fiduciary issues, as compared to 2009-10. At the same time, IDEV reports that monitoring and evaluation - including reliance on original results frameworks that were inadequate or unrealistic - remains a deficiency. It is important to note that 2016-17 PCRs mainly relate to projects approved before the implementation of a series of quality enhancements. Another issue that IDEV raised, was a lack of documentation attached to the PCR they received to explain changes at mid-term review. This will be addressed in the roll out of the Results Reporting System (RRS) developed within SAP. The RRS will require approvals within the system to make such changes and will store details on when and why changes were made, making the PCR and PCR validation process years later much easier. Broader documentation storage is being addressed through other IT supported initiatives.

Management has conducted annual assessments of PCR compliance, via independent consultants, though based on a smaller sample, 2014-17. These assessed PCR compliance in ratings for each of the four criteria (relevance, efficiency, effectiveness, and sustainability). These assessments have found that overall satisfactory compliance jumped from 65% in 2014 to 90% in 2015 (remaining at 86% in 2016 and

89% in 2017). However, only around one third were achieving highly satisfactory or 100% compliance. These assessments confirm that the effectiveness rating was the least compliant, partly due to the legacy of old and unsuitable log frames.

Management acknowledges that in 2016 and 2017, the timeliness of PCR completion slipped. – with a low of 66% in 2016. However, in 2018 the rate rebounded to 85%. In 2018, operations teams – most notably those in the regions - launched a major push to ensure timely completion, and in 2019 more upfront planning has been carried out to avoid PCR bunching. SNVP regularly monitors completion rates and communicates these to operations teams. The time at which a PCR becomes due is relatively early (whichever is the sooner of 6 months after completion or after 98% disbursement). The timing is similar to that of the World Bank, but shorter than that of the Inter-American Development Bank.² While continuing to monitor PCR timeliness, attention has been shifting to enhancing the quality of these reports.

Summary of the Way Forward

Management has found this validation exercise useful, and anticipates it will become a regular exercise. Based on the findings and recommendations of the 2016–17 synthesis, Management will seek to further improve PCRs– in terms of quality, compliance and candour, in the following main ways:

1. Improving the process by digitising PCR development and approval in the SAP-integrated Results Reporting System.
2. Improving the tools by revising the PCR template and supporting guidance. This will be followed by training and support, to roll out the new guidance and template. Regions and sectors performing less well against IDEV's standards will be prioritized in the training rollout.
3. Supporting accountability and learning loops by facilitating IDEV in its work to validate

PCRs on a regular basis, and using findings to support constructive learning and increased compliance.

The Management Action Record, below, sets out specific actions against the recommendations made by IDEV in the 2016-17 synthesis. ■

| Management action record | |
|---|--|
| IDEV recommendation | Management's response |
| RECOMMENDATION 1: Continue to improve quality of project preparation and design by consistently ensuring that: | |
| <ul style="list-style-type: none"> Project cost estimates are accurate; Project scope is appropriately tailored to borrower capacity; Pre-investment studies and technical assistance are relevant and reliable; Cost-benefit analysis is complete and reliable; | <p>AGREED—While some of these issues are explicitly addressed in the existing Quality Plan, and the update of the Operations manual, additional work will be carried out not just to assure quality but to provide additional guidance to task teams with regards to project cost estimates and use of cost benefit/effectiveness/least cost alternative analysis. Therefore, management will:</p> <ul style="list-style-type: none"> Reinforce guidance in the Operations Manual on cost benefit and cost effectiveness analysis, and least cost alternative approach. (SNSP 2020) Include a course within the Task Manager pathway of Operations Academy covering cost benefit/cost effectiveness/least cost alternative analyses. (SNOQ 2020) |
| RECOMMENDATION 2: Continue to strengthen project supervision/implementation support focusing on: | |
| <ul style="list-style-type: none"> Improving quality of supervision reports -- they should address any major problem areas or strategic issues that may be of concern; Consistently and effectively addressing financial sustainability of project outcomes and impacts; | <p>AGREED—These issues are broadly addressed within the Quality Plan, informed by the 2018 evaluation on supervision, already commits to:</p> <ul style="list-style-type: none"> Provide additional guidance on implementation support (RDVP 2020) also updating the Operations Manual (SNSP 2020) and a range of other issues relating to portfolio management reporting in addition to project level. Include a course within the Operations Academy covering supervision and implementation support. (SNOQ 2020) Launch of RRS to digitize implementation progress reporting (SNDR 2019) |
| RECOMMENDATION 3: Continue and intensify efforts to improve the quality of project completion reporting by: | |
| <ul style="list-style-type: none"> Improving the Bank's document management and retrieval database; Ensuring the availability of PCR task managers to participate in PCR validation meetings with IDEV; Collaborating with IDEV in revising the PCR template and project rating scales; Enhancing Bank staff competencies, skills, and incentives for quality PCR preparation and reporting; Ensuring that the outputs and outcomes from the appraisal report logical framework are the basis for the PCR unless there is an official revision to the project; Ensuring project M&E systems are setup at an early stage as standard practice. | <p>AGREED—Overall these recommendations are helpful, and assuming they go in a similar direction to the recommendations that will be made in the forthcoming evaluation of the Bank's Self Evaluation Systems, management will take the following actions.</p> <ul style="list-style-type: none"> CHIS has completed a major upgrade to both DARMS and Sharepoint. Similarly, the Bank Group Policy on Records Management and Archives has now been agreed. The ongoing challenge is ensuring roll out and compliance across all departments. In this context, Management will continue with planned training and communication (SND/CHIS/PESG 2019). In addition, CHIS is working closely with operations departments to develop a proof of concept for an "operations portal" this will provide a long term solution to a range of data storage and other issues, as explained in the Quality Plan. Given the major investment, this will require Management is committed to taking a step-by-step approach. (Proof of concept, CHIS 2020) Management will formally communicate to all operations directors and managers that PCR Task Managers should make themselves and the documentation available to IDEV to facilitate the validation process. (SNVP 2019). The same will be reiterated in the next revision of the PCR guidelines. |

| | |
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| | <ul style="list-style-type: none"> ■ Management will work closely with IDEV, in revising the existing PCR template and guidance. Management acknowledges that the current template may be too heavy, and that a lighter version would be useful for smaller projects in particular. Management has included a commitment to revise the PCR template and guidance in the revised Quality Plan. Management will work closely with IDEV on the revision, following completion of IDEV's evaluation on the Bank's self-evaluation systems. (SNOQ/IDEV 2021). ■ Management will make use of the validation reports to communicate lessons and current weaknesses in PCRs to operations staff and management, and proposes to work closely with IDEV on a workshop in that regard. (SNOQ/IDEV 2019) ■ Following revision to the existing PCR guidance and template, Management will roll out a comprehensive training program (SNOQ 2021). ■ With the roll out of the RRS, the problem of record keeping for changes made at mid-term review will be resolved. It also automates the production of key quality assurance documents through the project cycle, including the PCR. This should significantly improve data integrity and consistency. The system is developed and the roll-out is ongoing (RDVP and sector complexes 2020). ■ As per the Quality Plan, revisions will be made to the Readiness Review. In this context, a quality at entry criteria on M&E systems and plans is likely to be included (SNOQ 2019). Similarly, the importance of the monitoring and evaluation dimensions will be well reflected in the update to the Operations Manual. (SNSP 2020). |
|--|--|



Introduction

The African Development Bank Group (AfDB) evaluates its operations through a combination of self and independent evaluation. Self-evaluation takes the form of a Project Completion Report (PCR), which is prepared immediately following project completion by the Operational Department that has managed the project design and implementation.

All PCRs are then reviewed by AfDB's Independent Development Evaluation (IDEV), which produces an independent PCR evaluation note (PCREN) for each project and a synthesis report on PCREN results.

The system provides an assessment against a defined set of criteria of project performance. It also assesses AfDB and borrower performance. The main aim of the evaluation process is to draw pertinent lessons and make recommendations to improve both the management of current projects and the design and management of future ones.

In order to assist with the production of the 2016 PCRENS, IDEV recruited (on the basis of a competitive tender) IDDRA Ltd, a consulting company based in the UK. The PCRs to be reviewed related to multi-sector projects (governance, social, finance sectors) as well as some in the infrastructure (power, transport, water supply and sanitation) and agriculture and environmental sectors. Given the wide range, IDDRA Ltd put together a team of 10 consultants in order to have subject specialists in each area.

IDDRA Ltd was commissioned to prepare PCRENS for 64 projects, of which 22 were in English and 42 in French. However, three of these projects related to 2014 and 12 related to 2015. This left 49 projects (21 English and 28 French) that related specifically to 2016.

The objectives of the assignment were:

1. To assess the quality of the PCRs, validate the performance (including the ratings) of each of the projects (see list of projects in the annex), and provide conclusions, lessons learned and recommendations through the production of a PCREN for each project;
2. To upload the PCRENS to IDEV's Evaluation Results Database;
3. To produce a PCREN synthesis report including project performance, quality of PCRs, project M&E systems, and gender sensitivity of M&E;
4. To prepare a brief on issues related to the PCR review process and template, and suggestions on how to address such issues.

All of four of these tasks have been completed for the 64 PCRs. This synthesis report concerns point iii and is based on the forty-nine 2016 projects. ■

Structure of this report

The section after the introduction gives an overview of the 49 projects completed in 2016 that were the subject of PCRs and PCRENs.

The next section presents an analysis of project quality comparing results obtained by the PCRENs with those of the PCRs. The most objective data that enables this comparison to be made comes from the scoring system. Although the report includes examples from different projects to illustrate some of the points being made, it uses a numerical approach to avoid the trap of presenting anecdotal evidence drawn from different projects. This numerical approach is never pushed very far and is limited in most cases to a presentation of average scores (arithmetic means). The standard deviation (sd) is included in parentheses to give

an indication of the spread of results. The section on project quality begins by considering the overall performance of the projects before going on to consider each performance dimension in detail: relevance, effectiveness, efficiency and sustainability.

The section on performance of project partners focuses mostly on the Bank and its borrowers. The next three sections consider project beneficiaries, assesses the M&E undertaken as part of the project process, and discusses the quality of the PCRs themselves. The other two important issues raised relate to the evaluation process: the scoring system and the peer review process. Finally, the report provides a concluding summary and a set of recommendations. ■

The 2016 PCRs

Tables 1 and 2 present a regional and sectoral breakdown of the 49 projects. The sample of 49 is already quite small but the situation is worse at the regional and sectoral levels as the breakdown at each level is very uneven, making it difficult to derive reliable conclusions at these levels.

The situation concerning sample size is worsened by the fact that for four projects, all in English language, there was little documentation available to allow for a genuine independent evaluation. These projects were:

- P-GH-ID0-003
- P-KE-IZ0-001
- P-UG-IE0-003
- P-GM-AZ0-001

For these four projects, the evaluators only had access to the project appraisal report and the project completion report (together with generally-available

Table 2: Sector breakdown of PCREN projects

| Sector | No. of projects | Observations |
|-----------------------------|-----------------|--|
| Agriculture | 7 | Includes 2 fisheries projects |
| Environment | 4 | |
| Finance | 2 | |
| Multi-sector | 11 | |
| Power | 2 | |
| Social | 11 | Includes 2 health & 1 education projects |
| Transport | 3 | |
| Water supply and sanitation | 9 | |
| TOTAL | 49 | |

Table 1: Regional breakdown of PCREN projects

| Region | No. of projects |
|--------------------------|-----------------|
| 1-Southern Africa Region | 12 |
| 2-West Africa Region | 8 |
| 3-East Africa Region | 18 |
| 4-Central Africa Region | 8 |
| 5-North Africa Region | 2 |
| 6-Multiple Region | 1 |
| TOTAL | 49 |

documents such as country strategies). As a result, although the evaluators produced an evaluation note, there was less confidence in the scores given for these projects. Subsequently, they cannot always be included in the analysis, which, in those cases, concerned 45 projects.

From the date of entry into force, the average planned project duration was about 43 months. The actual average duration was just over 62 months. Of the 49 projects, only 12 were completed without needing an extension. ■



Project quality

This section discusses the extent to which the PCR ratings are valid comparing them to the PCREN ratings. It begins by looking at overall performance before considering each dimension in detail.

Overall performance

Projects are given an overall rating based on the average of four dimensions:

- Relevance,
- Effectiveness,
- Efficiency, and
- Sustainability.

Each dimension is evaluated on the basis of a set of criteria. The results by dimension are discussed in the sections below.

Table 3 summarises the overall PCR and PCREN ratings when projects are classified on the basis of the average score of the four dimensions, where HS means a score between 3.5 and 4, S means 2.5 to 3.5 and so on in accordance with the AfDB guidelines. It is visually apparent that there is a substantial difference between the two sets of ratings.

Table 3: Overall project rating – PCR vs. PCREN

| Rating | | PCR No. of projects | PCREN No. of projects |
|-----------------------|-------------|---------------------------|-----------------------------|
| Highly Satisfactory | 3.5 – 4.0 | 7 | 2 |
| Satisfactory | 3.0 – < 3.5 | 30 | 13 |
| | 2.5 – < 3.0 | 11 | 23 |
| Unsatisfactory | 2.0 – < 2.5 | 0 | 10 |
| | 1.5 – < 2.0 | 1 | 1 |
| Highly Unsatisfactory | 1.0 – < 1.5 | 0 | 0 |
| TOTAL | | 49 | 49 |

The difference is particularly apparent if the satisfactory category is divided into two parts. Although the number of projects ranked “satisfactory” by the PCRs and PCRENS is similar (41 for the former and 36 for the latter), it is clear that there is a substantial difference between them. The vast majority of the PCRs are towards the top end of the range whereas the majority of the PCRENS are towards the bottom end. As a result, 37 of the PCRs produce an overall score of 3 and above whereas only 15 of the PCRENS do likewise.

It would appear that the current summary categorisation of projects into HS, S, U and HU conceals as much as, if not more than, it reveals, especially because the HS and HU categories are quite narrow. In fact, it is almost impossible for a project to find itself in the HU category. As a result, it is recommended that the Bank reconsider this summary categorisation and adopt a wider range, perhaps along the lines of that presented in Table 3 which gives a more revealing picture of the performance of the projects for the year in question.

The main **conclusion** from a statistical analysis of the average scores is that the PCRs tend to score much higher than do the PCRENS, with the difference between them being highly significant in a statistical sense.

The highest and lowest scoring projects overall

The five highest scoring projects are:

- P-MA-HZO-011 *Programme d'Appui au Développement du Secteur Financier / Phase-3* (PADESFI III) Morocco – scored 4 overall by the PCR and confirmed as 4 by the PCREN in addition to a very high PCR quality score of 3.57. This is the highest ranked of the 2016 projects.

Box 1: Statistics on overall scores

In the case of the PCRs, the precise (i.e. uncategorised) average scores ranged from a minimum of 1.93 to a maximum of 4.00. The average PCR score across the 49 projects was 3.13 (standard deviation 0.34).

For the PCRENs, the range of average scores was from a minimum of 1.54 to a maximum of 4.00. The average PCREN score across the 49 projects was 2.76 (sd 0.40).

Given the above data, the Z-statistic on a test for a difference between the two means confirms the visual impression that there is a very highly-statistically-significant difference between the two sets of scores.

- P-BF-KA0-009 *Programme d'Appui à la Promotion du Secteur Privé (PAPSP) Burkina Faso* – scored 3.67 by the PCR and confirmed as 3.48 by the PCREN which rounds to “highly satisfactory”. The PCR quality score was however only 2.13.
- P-ER-IAD-001 *Support to Higher Education Development Eritrea* – scored 3.63 by the PCR was scored at 2.9 by the PCREN. The PCR quality was assessed at 2.38.
- P-UG- IAC-001 *Post Primary Education and Training Expansion and Improvement Project- (Education IV) Uganda* – scored 3.54 by the PCR and 3.27 by the PCREN with a PCR quality of 2.71.
- P-Z1-IB0-007 *SADC Support to the Communicable Diseases (HIV/AIDS, TB & Malaria)* – scored 3.56 by the PCR and 2.88 by the PCREN with a PCR quality of 2.63.

The final project rated highly satisfactory by the PCR is P-UG-AAZ-001. This is an interesting case because it was rated unsatisfactory by the PCREN. It is the only case where there was a 2-point difference between the two overall rankings. The case is discussed in some detail in a section below, Project P-UG-AAZ-001 - a mini case study, because it highlights many of the issues that have featured throughout the evaluation process.

The five lowest scoring projects are:

- P-Z1-C00-041 *Mise en valeur des rebuts forestiers et reforestation des espaces dégradés en Afrique centrale*. This project had the lowest PCR score (1.93) and the lowest PCREN score (1.54).

Understandably with such a low score, it appears that all factors went poorly with this project. Although the Project Development Objective (PDO) was considered to be satisfactory, the PCREN felt that the project design was highly unsatisfactory, and this was followed by a failure to achieve project outcomes. This project was the only one ranked unsatisfactory at the PCR level.

- P-Z1-E00-001 *Mise en œuvre de la Politique Régionale de l'Eau de l'Afrique centrale*. This project was scored 2.17 by the PCREN but 2.96 by the PCR.

The difference between the two arises partly because the PCR did not follow the guidelines in its evaluation of the development objective, scoring this 3 even though it had scored outcomes as 2, and partly because of a very large difference of opinion on resource usage which the PCREN rated 1 given that the project was 50% over budget to achieve 2/3 of the outcomes. The PCR scored this section as a 3.

- P-GA-AAF-002 *Projet d'Appui au Secteur des Pêches et de l'Aquaculture (PSPA)*. This project was scored 2.19 by the PCREN but 3.06 by the PCR.

The PCREN was more sceptical than the PCR concerning project design, outcomes and sustainability. The most significant difference between the two concerned the CBA which the PCR scored as 3 whereas the PCREN scored it as 1. This project illustrates many of the evaluation team's concerns about the CBA. The PCR presents a series of figures

that purport to demonstrate a project payoff but insufficient information is presented to be able to follow the calculations step by step. The evaluator is left to guess what assumptions have been made. The PCR team attempted to demonstrate that a project whose goal was to increase fish production had a positive payoff when production fell over the project life. It did this partly by using a lower production decline in the CBA calculation than it had presented in its own estimate of project outcomes (and this value was already over-estimated compared to the baseline in the project appraisal report).

- P-Z1-C00-015 Ensuring the Conservation and Improvement of Livelihoods, through Sustainable Community Forestry Management in Cameroon. This project was scored 2.29 by the PCREN and 2.67 by the PCR.

The main reason for the difference in opinion between the two evaluations is that the PCREN considered that the project development objective was unrealistic and scored it as 2, whereas the PCR rated it as highly satisfactory. The two were in agreement that the project design was unsatisfactory.

- P-DJ-KF0-007 *Projet d'appui aux structures d'élaboration des données*. The PCREN score for this project was 2.29 compared with 3.08 by the PCR.

In this case, there was no single section that explains the difference. The PCREN had a lower score for each dimension.

Project P-UG-AAZ-001 – a mini case study

The project with the biggest difference between the PCR and PCREN overall score is Markets and Agricultural Trade Improvement Project – MATIP-I (P-UG-AAZ-001). The PCR scores the project as highly satisfactory (3.75) whereas the PCREN scores it as unsatisfactory (2.38). As this is the only case where there is a 2-point difference between the overall

scores, it is worth looking closely at the PCREN. This project epitomises many of the issues that run through the project evaluations by the PCREN team.

There is agreement that the project development objective is relevant, although the PCREN evaluator considers it to be satisfactory rather than the highly satisfactory proposed by the PCR. However, a more serious disagreement between the two begins with Project Design in that the PCR considers to be highly satisfactory yet the PCREN rates as unsatisfactory. Many reasons have been advanced to justify this latter score. To begin with, the fact that the project scale had to be reduced by two-thirds at Mid Term Review with no change in budget suggests a possibly unsuccessful design. Unfortunately, the evaluation mission was not provided with a copy of the Mid Term Review and this lack of essential documentation is a handicap that was faced in a number of projects. The evaluator, who is a development economist, is also critical of the economic foundations of the design which adopts an over-simplistic approach. For instance, higher agricultural prices are presented as a key benefit but whilst this may be true for sellers, it almost certainly is not for buyers, especially the poor who tend to spend a greater proportion of their income on agricultural produce. Rather than producing unequivocal benefits therefore, the true impact of the project may easily be an unintended income re-distribution.

The PCR rates outcomes as highly satisfactory, the PCREN as unsatisfactory, first because the PCR tends to be assertive without presenting evidence to support its assertions. The PCREN evaluator is quite often faced with the dilemma of having to treat as evidence the PCR which it is evaluating. Evaluators have often made the point that “X” is a good result, provided that what is said in the PCR is correct. Although the evaluation process is supposed to triangulate information in order to verify the PCR, this is often very hard to achieve in practice.

The PCREN is also critical because the outcomes presented and evaluated by the PCR are different

from those in the original project results framework, in particular the target increase in vendor household income - which was 30% in the results framework - had become 15% by the time of the PCR, giving the impression that the target has been adjusted to reflect the achieved outcome. The PCREN also raises a number of issues about how the PCR calculates outcome performance, mainly because the PCR adopts its own methodology that differs from that used, apparently correctly, in the Implementation Progress and Results Report (IPR).

There is a similar difference of opinion between the PCR and PCREN on outputs where again the former scores them as highly satisfactory, the latter as unsatisfactory. The PCREN raises a number of issues, a critical one being how to evaluate the fact that the scale of the project was substantially reduced with no budget change stating, *"the 7 market project was 100% successful. The original 21 market project was only 33% successful."* This is far from being the only issue, however. One key proposed output concerned the establishment of market information systems, an output for which nothing at all was achieved – this point alone would surely disqualify outputs from being considered as highly satisfactory.

The efficiency section also raises some issues that affected a number of projects. The PCR scores resource usage as highly satisfactory. The PCREN agrees that, following the guidelines, the calculated resource-use-efficiency ratio is above 1 which would give a score of 4. But the problem is that the indicator is no longer meaningful given the substantial change in project scope. The project has very successfully spent its entire budget to achieve one-third of the target in the project results framework (seven markets instead of 21). For this, and other reasons, the PCREN scores this criterion as unsatisfactory.

The CBA also raises some serious issues. Once again, the PCR scores the criterion as highly satisfactory and this time the PCREN follows suit on the basis of

the guidelines and the figures presented in the PCR. However, the PCREN raises some questions about the cost-benefit appraisal process that again affect a number of other projects. In the evaluator's own words:

"The PCR reports an EIRR of 19% and provides some explanation of the calculation in PCR Annex 1. But this explanation is not clear on exactly how this figure was generated and what it means. The evaluation finds it hard to understand how a project based on 21 markets can return an EIRR of 14.4% and a revised project based on only 7 markets (a 66% reduction in revenues – however calculated) but with the same costs can then return a higher EIRR of 19%."

The evaluator has not seen the detailed calculations in Annexes B6 and B7 of the PAR as these annexes were not attached. The evaluator has not seen baseline data for the analysis that may have been included in the feasibility study, and upon which the 'incremental costs and benefits' of the project appraisal would be based. The evaluator has not seen any sensitivity analysis performed on the CBA to test the robustness of its assumptions."

In this case, and in many others, it would be easy to reach the conclusion that the analysts begin with the target Economic Internal Rate of Return (EIRR) and work back to find the assumptions needed to meet the target. In fact, such an approach is not without merit because it enables testing of the assumptions to check how likely they are to be met and, if necessary, to adopt policy measures to enhance the chances of success. At the moment though the CBA results are not being presented in this way.

The PCR and PCREN also have very different views of the sustainability of the project's achievements. The PCREN is more sceptical than the PCR on financial and institutional sustainability. Its biggest criticism

however concerns ownership and partnership sustainability which is rated as satisfactory by the PCR and highly unsatisfactory by the PCREN. The PCR sees ownership in a very limited way focussing almost entirely on the executing agency and public bodies. The PCREN, quoting extensively from the PCR's own narrative, concludes that *"far from the project effectively involving relevant stakeholders - promoting a sense of ownership amongst the beneficiaries (both men and women) and putting in place effective partnerships - it has failed to involve certain groups with a claim to be stakeholders, has created conflict amongst stakeholders about ownership of project benefits and has led to the polarisation of stakeholders into opposing groups which are in open conflict with each other"*.

The PCREN concludes by recommending that, given the divergent views between the PCR (Overall Assessment score 3.75 - 'Highly satisfactory') and the PCREN (Overall score 2.38 - 'Unsatisfactory'), there should be a full investigation of the performance of the project in a Project Performance Evaluation Report (PPER) that has access to all project documents and ideally a field mission as well.

Overall score by region

This sub-section looking at performance by region and the following one by sector are included to give some idea of the differences in performance. However, no hard conclusions can be drawn given the small size of the sample and in particular its unevenness. If the Bank is interested in regional and sectoral disparities in project performance, it will be necessary to combine data from a number of years in order to obtain an adequate sample size.

For the North Africa and Multiple Region categories, the number of projects is so small that little can be said. For the others, the PCREN average scores are lower than the PCR scores. Table 4 shows the

Table 4: Overall project rating by region – PCR vs PCREN

| Region | PCR Overall Average | PCREN Overall Average | No. of projects |
|------------------------|---------------------|-----------------------|-----------------|
| North Africa Region | 3.53 | 3.50 | 2 |
| West Africa Region | 3.11 | 2.88 | 12 |
| Southern Africa Region | 3.13 | 2.79 | 8 |
| East Africa Region | 3.24 | 2.73 | 18 |
| Central Africa Region | 2.85 | 2.46 | 8 |
| Multiple Regions | 3.27 | 3.21 | 1 |

PCR and PCREN scores in PCREN decreasing order (except for the Multiple Regions category which is added for completeness with a single project in this category). The Central Africa region appears to perform at a somewhat lower level than its peers, but this result would need to be compared with other years to determine whether it is indicative of an underlying issue that can be resolved.

Overall score by sector

Interpreting project performance by sector, Table 5, faces the same small, uneven sample problem. For instance, it would appear that the most successful sector (Finance) is biased by a single very successful project.

Table 5: Overall project rating by sector – PCR vs PCREN

| Sector | PCR Overall Average | PCREN Overall Average | No. of projects |
|--------------|---------------------|-----------------------|-----------------|
| Finance | 3.56 | 3.35 | 2 |
| Transport | 3.15 | 2.88 | 3 |
| Multi-sector | 3.27 | 2.86 | 11 |
| Power | 3.06 | 2.82 | 2 |
| Social | 3.25 | 2.80 | 11 |
| Water | 3.04 | 2.80 | 9 |
| Agriculture | 3.14 | 2.67 | 7 |
| Environment | 2.53 | 2.14 | 4 |

Table 6: Dimension A rating – PCR vs PCREN
(average score with (sd))

| | PCR | PCREN | No. of Projects |
|--|-------------|-------------|-----------------|
| RELEVANCE | 3.50 (0.36) | 3.13 (0.48) | 49 |
| Relevance of project development objective | 3.81 (0.39) | 3.57 (0.58) | 49 |
| Relevance of project design | 3.19 (0.55) | 2.69 (0.68) | 49 |

Dimension A: Relevance

This dimension of project performance is by far the highest-ranked both by the PCRs and the PCRENS.

The dimension is assessed through two criteria:

- the relevance of the PDO,
- the relevance of the project design.

The PDO is single most-highly ranked criterion in the whole evaluation process. This is hardly surprising since, presumably, the Bank does not seek to finance projects with irrelevant development objectives. This criterion reflects, therefore, the fact that projects are developed in line with country and Bank strategic positions which are taken into account prior to funding.

The inclusion of this criterion has the effect of inflating the overall project score. Since this criterion is not an indicator of project performance, it is recommended that it should be omitted from the calculation of the overall score. This would enable a more accurate picture to emerge of project performance.

The ratings for the relevance of the project design are also relatively high although less so than for the PDO. Since project design clearly is a factor that impacts performance, it is recommended to maintain this element of the dimension in the calculation of the overall score.

Only three projects were considered by the PCR to be unsatisfactory in design. Most were considered to be satisfactory, 13 of which were highly satisfactory.

The PCREN ratings for this criterion are substantially lower. Seventeen projects were considered to be unsatisfactory, two of which (both forestry projects) received a 1 rating. The remaining 32 were rated satisfactory with only four being considered to be highly satisfactory.

Given that, as noted above, only twelve projects were completed without an extension, even this set of ratings might be considered to be generous, although design issues are, of course, not the only reason for project delay.

An example of a project rated 4 for design by the PCREN is P-CF-KZ0-002 *Projet d'urgence d'appui à la sortie et à la reprise économique (PUASCRES)*. Somewhat ironically, the PCR only rated this as 3 but the evaluator and peer reviewer agreed that the narrative provided by the PCR justified a score of 4. It was difficult to see how the design could have been improved since it:

- Was aligned with country and Bank strategies;
- Drew on Bank policy for budgetary support for fragile States;
- Integrated the recommendations of the High-Level Group report on fragile States;
- Was designed in strict collaboration with technical and financial partners;
- Drew on lessons from projects undertaken in similar circumstances;
- Was complementary with other Bank activities; and
- Took risks into account.

It is in many ways a model for the design of this kind of budgetary support project.

An example of a project rated 1 for design by the PCREN is P-Z1-C00-039 *Jatropha Plant Integrated Farming in Burundi*. The PCR rated this as 2.5. The

key idea was that overexploitation of the forest's natural resources would be attenuated by a project to develop jatropa plant farming. The PCREN is critical of the design for a number of reasons, including:

- The theory of change underlying the project is very weak. The idea that new income-generating activities are sufficient to prevent overexploitation of renewable natural resources has long been debunked both in the literature and through empirical experience;
- There was no baseline study against which to measure project achievements; and
- The project's duration and budget were inadequate to achieve the project goals even if they had been achievable.

Given the wide variety of projects, reasons for PCREN ratings vary from project to project but those with the lowest ratings tend to suffer from problems such as:

- An unrealistic theory of change through which the results of the project are expected to be achieved, especially where the project design repeats errors that have already been demonstrated through other project failures and are reported in the literature;
- A lack of a baseline study against which to compare project results;
- Insufficient budget and/or time to achieve the desired outcomes;
- Absence of a sufficiently detailed economic analysis especially with respect to the sustainability of anticipated project results;
- Inadequate institutional arrangements to ensure project success; and
- Inadequate technical design especially in infrastructure projects.

Table 7: Dimension B rating – PCR vs PCREN (average score with (sd))

| | PCR | PCREN | No. of Projects |
|-----------------------|-------------|-------------|-----------------|
| RELEVANCE | | | |
| Outcomes | 2.99 (0.69) | 2.66 (0.68) | 49 |
| Outputs | 3.17 (0.48) | 2.91 (0.57) | 49 |
| Development objective | 3.02 (0.59) | 2.53 (0.65) | 49 |

Dimension B: Effectiveness

Although this category includes the evaluation of outcomes and outputs, the dimension is evaluated through a single criterion: the Development Objective (DO). The rating given to this DO depends upon the outcomes and outputs in the manner set out in the DO-matrix on page 13 of the PCR-Staff Guidance Manual August 2012. It might be noted that there is some confusion both amongst PCR authors and PCREN peer reviewers about the use of this matrix, with outcomes and outputs sometimes being averaged to produce a DO score.

For both the PCRs and the PCRENs, the outputs score more highly than the outcomes. The results seem logical in that achieving the outputs should be a necessary, but not necessarily a sufficient, condition to achieving the outcomes.

The two projects where the outcomes are rated 1 by the PCR, confirmed by the PCREN, simply failed to achieve their outcomes. Otherwise, those projects rated unsatisfactory by the PCREN have typically achieved some, but not all, of their outcomes and it may be a question of judgement as to whether the extent qualifies the project as a 2 or a 3 rating.

Table 8: No. of projects per category for the Development Objective – PCR vs PCREN

| Score | PCR | PCREN |
|-------|-----|-------|
| 1 | 2 | 2 |
| 2 | 2 | 21 |
| 3 | 36 | 24 |
| 4 | 9 | 2 |

One difficulty identified with a number of PCRs is a failure to report on all expected outcomes. The assumption made at the PCREN level, in the absence of any other information, is that the absence of an outcome means that there was nothing positive to report about it. This is probably a reasonable assumption in most cases but not necessarily always. It would be better if the PCR team reported against a complete outcome matrix derived from the Project Appraisal Report. If outcomes were changed as the project proceeded, for instance during the mid-term review, this could be recorded in the matrix. In this way, the evaluator would have a clear understanding of the achieved outcomes against those expected at the project design stage.

The same remark applies, perhaps with even more force, in the case of outputs.

The gaps encountered in PCR reporting on both outcomes and outputs appear to arise for two main reasons:

- A desire to present the project in a positive light by emphasizing those aspects that worked and quietly ignoring those that did not;
- A failure of the monitoring and evaluation system to produce the required evidence to be able to demonstrate that the desired changes have occurred.

Dimension C: Efficiency

Although the average PCREN score is lower than the PCR across the board, as shown by Table 10, there is less disagreement on this dimension than is the case for the others. This is because, with the exception of the CBA criterion, the criteria here essentially measure project inputs.

The efficiency dimension is assessed through a combination of 4 criteria:

Table 9: Dimension C ratings – PCR vs PCREN (average score with (sd)) – project numbers are PCR (PCREN)

| | PCR | PCREN | No. of Projects |
|-----------------------------|-------------|-------------|-----------------|
| EFFICIENCY | 3.00 (0.50) | 2.73 (0.52) | 49 |
| Timeliness | 2.55 (1.00) | 2.45 (0.87) | 49 |
| Resource use efficiency | 3.35 (0.62) | 3.05 (0.82) | 45 (42) |
| Cost-benefit analysis (CBA) | 3.19 (0.60) | 2.85 (0.99) | 21 (13) |
| Implementation progress | 3.09 (0.44) | 2.67 (0.52) | 47 (45) |

- Timeliness
- Resource use efficiency
- Cost-benefit analysis
- Implementation progress

The **timeliness indicator** is a calculated objectively from the data on project start and end dates. It is not surprising therefore that there is broad agreement between the PCR and the PCREN ratings. The PCRs place it just above the satisfactory / unsatisfactory cut-off point, the PCREN just below. The relatively mixed performance is not unexpected given the finding, noted above, that only twelve projects were completed without an extension. In fact, given this finding the ratings, or the rating system, might appear to be on the generous side.

The **resource use indicator** is also an objective calculation following a prescribed methodology. The indicator does not apply to all projects and some PCRs did not include a value for it.

Overall, the results on this criterion are quite similar between the PCRs and the PCRENs.

Table 10: No. of projects per category overall for Dimension C – PCR vs PCREN

| Score | PCR | PCREN |
|-------|-----|-------|
| 1 | 0 | 0 |
| 2 | 6 | 9 |
| 3 | 33 | 36 |
| 4 | 10 | 4 |

The **cost-benefit indicator** is also in principle based on an objective calculation, but the evaluation of this indicator posed very substantial problems for the evaluation team. At the PCR level, 21 of the 49 projects reported a cost-benefit rating. However, the PCREN evaluators and peer reviewers felt that they had sufficient information to provide a rating only in the case of thirteen projects.

Where evaluators were unable to rate, the reason was that the information provided by the PCR was simply inadequate. For instance, in the case of P-LS-FAO-001 Lesotho Electricity Supply Project, in the case of a PCR that was otherwise rated very highly by the evaluator (3.11), he says the following for the section on CBA:

“The PAR provided detailed discussion of the economic rate of return (ERR) analysis, including the sensitivity analysis to confirm the robustness of the economic profitability of the project with the ERR at 16%. However, the analysis did not provide the quantitative inputs to the stream of benefits estimation. The PCR has re-evaluated the ERR to 20% but didn’t provide evidence to support its assumptions.

PCREN is, therefore, unable to rate. The summary discussion in the appraisal report, as well as the PCR without technical notes and table in the annex, is not sufficient for the PCREN to validate the ratio of ERR at completion and anticipated ERR at appraisal.”

Where PCREN evaluators did feel able to provide a rating, it should be noted that the benefit of the doubt was given to the project in that, generally, the only information available to the evaluator was the expectation in the Project Appraisal Report and the reported outcome in the PCR based on a somewhat opaque methodology. See for instance the discussion above on Project P-UG-AAZ-001.

The economists on the evaluation team were experienced in CBA and generally found the results reported by the PCRs to be unconvincing.

This is a great pity because the cost-benefit indicator, where it applies, is important, arguably the most important indicator of all. For the independent evaluation to function properly, it is essential that the precise calculations undertaken, and assumptions made are documented clearly. This is far from being the case at the moment. It is recommended therefore that the Bank review the way in which CBA is undertaken and reported during both appraisal and evaluation to ensure that all information on which it is based is available.

There is also a feeling that in many cases, the PCR team itself is uncertain about the application of this indicator and there seems to be a tendency to rely on investment appraisal algorithms without necessarily understanding what they are calculating.

The evaluation team is convinced of the value of CBA but feels that the current system does not do it justice. At the very least, the analysis should be reported far more fully than it is at present both at the project appraisal and the PRC stages. But ideally it would be far better if the CBA were carried out by specialists in the area.

The **implementation progress indicator** is again based on an objective calculation based on data from the updated, final Implementation Progress Report that is supposed to be produced during the PCR preparation. One difficulty for the evaluation is that the final IPR report was often not available leaving the evaluator to rely upon the reported values in the PCR.

Comment on this Dimension. The evaluation team query the inclusion of the cost-benefit indicator under this dimension. The other three criteria all assess project implementation in some way: was the project completed in the allocated time period, did it use the available resources, and did it comply with Bank systems and procedures? All three are essentially input measures.

CBA on the other hand is an output performance indicator and, as mentioned above, the evaluation

team is convinced of its importance and would suggest raising its profile. It seems to be in the wrong place within this dimension and the evaluation team recommends that it should be moved to Dimension B as part of project effectiveness.

Dimension D: Sustainability

The sustainability dimension is assessed through a combination of four criteria:

- Financial sustainability,
- Institutional sustainability,
- Ownership and partnership sustainability,
- Environmental and social sustainability.

The **financial sustainability** criterion received the lowest rating of any of the criteria in this dimension both by the PCRs and the PCRENS with the latter giving an average score that of unsatisfactory.

This result was somewhat surprising. The expectation was that a Development Bank would pay particular attention to the financial sustainability of investments. There seems to be very substantial scope for improvement in this aspect of project design and implementation.

Four projects were rated highly unsatisfactory on this criterion by the PCRENS.

Table 11: Dimension D ratings – PCR vs PCREN (average score with (sd)) – project numbers are PCR (PCREN)

| | PCR | PCREN | No. of Projects |
|---|-------------|-------------|-----------------|
| SUSTAINABILITY | 3.02 (0.43) | 2.63 (0.50) | 49 |
| Financial sustainability | 2.73 (0.76) | 2.45 (0.77) | 45 (42) |
| Institutional sustainability and capacity strengthening | 3.09 (0.55) | 2.70 (0.55) | 49 (46) |
| Ownership and partnership sustainability | 3.13 (0.59) | 2.78 (0.67) | 49 (45) |
| Environmental and social sustainability | 3.13 (0.57) | 2.70 (0.64) | 34 (33) |

Table 12: No. of projects per category overall for Dimension D – PCR vs PCREN

| Score | PCR | PCREN |
|-------|-----|-------|
| 1 | 0 | 0 |
| 2 | 1 | 11 |
| 3 | 41 | 36 |
| 4 | 7 | 2 |

One such project was P-DJ-IE0-002 *Projet de Réduction de la Pauvreté Urbaine à Djibouti (PREPUD)*. The PCR rated this criterion as unsatisfactory. The PCREN's judgement was harsher. It agreed with PCR concerns that credits were leading to the creation of very fragile micro-enterprises and worse still, in about 40% of the cases, such credits were being used only to meet household expenses with no investment in income-generating activities. However, the PCREN also drew on the *Aide Memoire* of the PCR mission which reported that the community investment fund was not being rebuilt regularly, indicating that no system of auto-financing had been developed. And questions were raised about the financial viability of the physical infrastructure developed through the project with the Back-to-Office report of the PCR mission noting that some community centres were already no longer operational.

A second example is P-GH-ID0-003 Gender Responsive Skills and Community Development Project (GRSCDP). This project was one of those for which the independent evaluation had almost no information. Nonetheless, the PCREN strongly agreed with the highly unsatisfactory rating given by the PCR because not only were there no apparent plans for post-project financial sustainability, there was not even a strategy to deal with project-funded scholarships that overhung the project closure date.

At the other end of the scale, P-BF-KAO-009 *Programme d'Appui à la Promotion du Secteur Privé (PAPSP)* was rated highly satisfactory by both the PCR and the PCREN. The positive evaluation arose particularly because the project included various actions to consolidate the gains made in supporting the private sector thereby helping to ensure economic

growth and widening the tax base. This kind of structural change is sustainable provided that the targets are hit as they were in the case of this project.

Nonetheless, despite the success achieved by some projects, the overall average is disappointing, and it is strongly recommended that the Bank pay even more attention to ensuring the financial sustainability of project outcomes and impacts. In the end, the other dimensions of sustainability addressed are all important, but they depend crucially on the financial aspect. For the remaining dimensions of sustainability, the PCRs and PCRENS agreed that the performance was satisfactory on average.

In the case of **institutional sustainability**, no project was considered to be highly unsatisfactory by the PCRENS. A total of 16 were considered to be unsatisfactory including, for example P-BJ-IBO-006 *Projet d'Appui au Développement du Système de Santé (PADS)*, which was also rated unsatisfactory on this criterion by the PCR. The main issue is that the project did not strengthen institutional capacity with the result such that the benefits from the project were considered to be unlikely to continue beyond the project. Similar considerations led the PCREN to rate this criterion as unsatisfactory for P-ZI-E00-001 Implementation of Central Africa Regional Water Policy, although the PCR rated it as satisfactory. In the opinion of the PCREN, the PCR lacked evidence that the capacity of the relevant institutions would be sustained beyond the project lifetime, with a high risk that they would remain underutilised without financial support. There was also no real sign of uptake and implementation of the regional water policy at the national level.

At the other end of the scale, P-MA-HZO-011 *Programme d'Appui au Développement du Secteur Financier / Phase-3 (PADESFI III)* was rated highly satisfactory by both the PCR and PCREN partly because the project itself had helped to strengthen governance and institutional capacity in the financial sector but also because it benefited from synergies with other projects that aimed to enhance institutional capacity. The Moroccan government

also demonstrated a very strong commitment to structural reform to develop the sector.

In the case of **ownership and partnership sustainability**, the only project to be rated highly unsatisfactory by the PCREN is P-UG-AAZ-001 Markets and Agricultural Trade Improvement Project-1 (MATIP-1) which has already been discussed in earlier sections. Some 13 other projects were considered to be unsatisfactory on this criterion by the PCRENS. For P-TZ-IEO-002 Small Entrepreneurs Loan Facility II - SELF Project, the PCR rating was satisfactory but the PCREN disagreed as, although there were some signs of ownership, it was not clear how genuine this was since it depended on continuing government financial support in the absence of any stakeholder or counterpart funding. In the case of P-CV-FAO-001 *Projet de renforcement des capacités de production, transport et distribution d'Electricité sur L'île de Santiago*, success depends on the company convincing its clients of the need to pay for the service received but the level of fraudulent use remains very high (about 27%) calling into question project ownership and its sustainability.

P-UG- IAC-001 Post Primary Education and Training Expansion and Improvement Project- (Education IV) was rated highly satisfactory by both the PCR and PCREN. The project was designed and implemented by the Education Ministry in collaboration with school management boards and local administrations. The project encouraged communities and PTAs to engage in the work on the schools with local communities providing land and support.

For the **environmental and social sustainability** criterion, P-LS-FAO-001 Lesotho Electricity Supply Project is rated unsatisfactory by the PCREN because, although affected parties are apparently now satisfied with the outcomes, Bank and national procedures were not followed with Environmental and Social Management Plans (ESMPs) either not being approved or only approved formally long after construction had started, and a Resettlement Action Plan (RAP) not being developed before taking private land and commencing construction.

Projects that are rated satisfactory on this criterion typically have an ESMP that was developed and enacted in relation to the infrastructure components of the projects, as was the case for instance with P-ER-IAD-001 Support to Higher Education Development.

Although the average rating is lower for the PCRENS, the PCRs and PCRENS agree that the sustainability performance is quite similar for the final three indicators. The main sustainability issue lies in the financial area and, as recommended above, is something that the Bank should address.

Some conclusions and issues concerning project performance

The main conclusion is that the PCRs tend to score much higher than the PCRENS. This result holds true for regions and sectors.

One issue is whether Dimension A, especially its first criterion, should be included if the aim is to assess project performance. A large part, but not all, of Dimension A has already been evaluated at the project design stage and evaluating it again involves an element of double-counting. The result is that the overall rating for project performance tends to be biased upwards. On average, leaving Dimension A out would reduce the PCR rating from 3.13 to 3.04 and the PCREN rating from 2.76 to 2.66.

Perhaps the most important indicator of project performance concerns its effectiveness. At the moment, this is assessed through a combination of project outcome and outputs which are combined to evaluate the project's contribution to its development objective. It is suggested above that the CBA be

brought within this Dimension, and also that such analysis should be undertaken more systematically using experts in the area. If this suggestion is followed, the method of devising an overall rating for this Dimension will have to be re-considered.

The efficiency of the project relates mostly to its use of inputs, which is the main reason for suggesting moving the CBA out of this section. The key issue that arises is why the timeliness is not better. Over 75% of projects required an extension, sometimes for very substantial periods of time (the longest extension in absolute terms was 54 months on project P-MR-EAO-005 *Projet d'approvisionnement en eau et d'assainissement en milieu rural dans la zone meridionale* which was originally scheduled to last 42 months and in fact lasted 96 months). There is a broad consensus among the PCRs and PCRENS that the projects are relevant to the client countries' development goals and are well designed. Nonetheless it is hard to believe that all of the observed delays arise from project implementation difficulties. It seems likely that project design also requires some improvement. The most likely issue is that the design fairly systematically under-estimates the capacity-building needs of the clients, either prior to the project beginning or as a critical first phase.

It would seem to be a worthwhile exercise for the Bank to undertake a review of late projects to identify generic issues that could be remedied in the future.

Finally, the main threat to the sustainability of projects lies in the financial area. Many projects involve good institutional development and the building of partnerships. The problem is how to ensure that funding is available in the future to maintain the project benefits. This is an area that a Development Bank should be well-placed to address. ■





Performance of the project partners

The evaluation of the project partners was a difficult exercise for the evaluation team.

Although the guidelines specify seven key issues that the PCRs should address in assessing the Bank's performance, the PCR authors often only present an overall discussion which can be extremely succinct. One reason for this is that the structure of the PCR form only requires PCR authors to give an overall rating of this performance without rating the individual issues. The PCREN form, on the other hand, includes a specific rating for each issue from which an average score can be derived. The difficulty is that the information on which to score each of these individual issues tends to be at best sparse and is often completely lacking. Interestingly, the PCREN form seems to expect the PCR to provide a separate score for each issue because the matrix that covers the Bank performance has a column that is headed "PCR work score" with the next column headed "IDEV review". In fact, however, apart from the overall score, there is nothing to review.

The situation is similar in the case of Borrower performance. The PCR guidelines suggest seven issues that should be addressed. For some reason, only six of these appear explicitly in the PCREN Template – the issue concerning "implementation of the monitoring and evaluation system" has been dropped, perhaps intentionally given that the M&E system is evaluated separately. But whether it is six or seven issues does not matter so much as the fact that the PCR is not asked to rate each of these issues separately but is only asked to take them into account when reaching an overall rating.

And finally, the evaluation of the performance of other stakeholders faces the same problem.

The evaluation team strongly recommends that where the PCR and PCREN teams are both asked to assess the same topic, they should use the same scoring system – so in the case of the Bank for instance, either they both score all seven issues separately or they both provide an overall assessment. If the first option is chosen, the PCR will be forced to provide some information on each issue, which is not the case at present.

For some projects, PCREN evaluators and peer reviewers felt that they had sufficient information to score each of the seven issues but in other cases, the PCREN followed the PCR and provided only an overall assessment. In yet other cases, the PCREN evaluators simply had too little information available to provide a valid independent assessment.

The African Development Bank

Generally speaking, the Bank's performance is very positively evaluated by the PCR. Only one project is rated unsatisfactory, and the average rating is 3.31 with an sd of 0.50.

In the case of the PCRENS, one project had insufficient information for the evaluator to produce even an overall rating. For the remainder the average score is 2.97 (sd 0.55). In 12 cases, the performance was rated as unsatisfactory.

Table 13 summarises the evaluation of the Bank's performance by Region.

On the basis of the projects reviewed by this team, the Bank's performance was weakest in the Central Africa region. In terms of relative performance,

Table 13: Bank performance by region – PCR vs PCREN

| Region | PCR Average | PCREN Average | No. of projects |
|------------------------|-------------|---------------|-----------------|
| North Africa Region | 3.50 | 3.43 | 2 |
| Southern Africa Region | 3.21 | 3.13 | 12 |
| West Africa Region | 3.15 | 3.00 | 8 |
| East Africa Region | 3.50 | 2.94 | 18 |
| Central Africa Region | 3.13 | 2.57 | 8 |
| Multiple Regions | 3.00 | 2.86 | 1 |

the PCR agrees with this ranking, even though the PCREN rating is significantly lower. The East Africa performance was also considered to be relatively weaker by the PCREN evaluation team although interestingly the PCR reviewers gave this area the best rating of all.

Table 14 presents the evaluation of the Bank's performance by Sector.

As before, care must be taken in interpreting the results in Table 14 because of the very small samples involved. However, one unexpected result that emerges concerns the apparently close correlation between Bank performance and overall project performance by sector as shown in Table 5 above. The sector rankings are almost exactly the same, except for social and power which swap places.

Table 14: Bank performance by sector – PCR vs PCREN

| Sector | PCR Overall Average | PCREN Overall Average | No. of projects |
|--------------|---------------------|-----------------------|-----------------|
| Finance | 3.50 | 3.50 | 2 |
| Transport | 3.56 | 3.33 | 3 |
| Multi-sector | 3.73 | 3.20 | 11 |
| Power | 3.00 | 3.00 | 2 |
| Social | 3.18 | 3.00 | 11 |
| Water | 3.17 | 2.95 | 9 |
| Agriculture | 3.14 | 2.70 | 7 |
| Environment | 2.88 | 2.06 | 4 |

It would be an interesting exercise to extend the above analysis to a wider set of projects. Using a bigger sample would enable a robust exploration of the hypothesis that project success is very closely related to the Bank, making available sufficient resources for the Bank's staff to undertake their supervisory role and for the Bank's staff to undertake this role effectively.

Very regrettably the analysis of the seven individual issues raised by the PCR guidelines is hampered by the lack of data available to the evaluation team. Because of data difficulties, the sample size for each issue varies but is typically around 32, which is too small to allow more than an overall analysis. Based on that limited sample, the PCRENS rated Bank performance at about 3 for each of the issues, except for that of ensuring that "the monitoring and evaluation system was well designed and implemented". This issue scored an average of only 2.18, i.e. unsatisfactory. The topic of M&E will be discussed separately and more fully below but it clearly poses the biggest challenge to the Bank, or at least it did when the projects reviewed here were undertaken.

The Borrowers

The PCRs typically rate borrower performance below that of the Bank. The average rating is 2.87 (sd 0.71). Twelve projects were rated as unsatisfactory including two that were rated highly unsatisfactory.

The PCRENS tend to agree and have an average rating of 2.55 (sd 0.71). The PCRENS rated borrower performance as unsatisfactory in 21 cases, including three that were rated highly unsatisfactory.

Table 15 summarises the evaluation of the Borrowers' performance by Region.

The ratings for Borrower performance do not vary substantially across the regions although the appreciation by the PCRENS is a little different to the PCRs.

Table 15: Borrower performance by region – PCR vs PCREN

| Region | PCR Average | PCREN Average | No. of projects |
|------------------------|-------------|---------------|-----------------|
| North Africa Region | 3.50 | 3.42 | 2 |
| Southern Africa Region | 2.75 | 2.69 | 12 |
| West Africa Region | 2.68 | 2.44 | 8 |
| Central Africa Region | 2.75 | 2.43 | 8 |
| East Africa Region | 3.00 | 2.42 | 18 |
| Multiple Regions | 3.00 | 2.86 | 1 |

Table 16 presents the evaluation of the Borrowers' performance by Sector.

The relationship between Borrower and overall project performance from the data presented in Table 16 is not as readily apparent as in the case of the Bank. This result is somewhat surprising since it is the Borrower who has project implementation responsibility.

We should stress once again that it is important not to read too much into these results given the limited sample size and the information problems already mentioned. However, the results are not inconsistent with a hypothesis that project success depends on

strong support from Bank staff and that Borrower capacity requires development. This hypothesis could be explored by extending the analysis to the results of other projects.

As with the analysis of Bank performance, the analysis of individual issues concerning Borrower performance is seriously hampered by a lack of data. In fact, there are fewer than 30 ratings per issue. There is no particular issue that stands out as requiring more attention than any other; performance tends to be marginally satisfactory across the board.

Other stakeholders

This category is so broad that it is difficult to draw general conclusions. The "other stakeholders" vary by project and may include (inter alia):

- Development partners,
- Co-financers,
- Civil Society Organizations,
- Contractors and/or service providers.

For each of them, the PCR guidelines suggest a range of issues to assess.

Given this wide range of other stakeholders and that the criterion was not relevant to all projects, it seems that the sample size is too small to draw valid conclusions per partner type. Overall, fifty-three of the PCRs contained a rating for this category. The average was 2.91 (sd 0.52) with the performance of the other stakeholders considered to be unsatisfactory in ten cases.

The PCRENs often agreed with the PCRs on this criterion and the 51 projects evaluated on this criterion were rated on average 2.76 (sd 0.51). The performance was considered to be unsatisfactory in the case of 14 projects. ■

Table 16: Borrower performance by sector – PCR vs PCREN

| Sector | PCR Overall Average | PCREN Overall Average | No. of projects |
|--------------|---------------------|-----------------------|-----------------|
| Finance | 3.00 | 3.00 | 2 |
| Transport | 3.15 | 3.00 | 3 |
| Power | 3.00 | 2.83 | 2 |
| Water | 2.78 | 2.77 | 9 |
| Multi-sector | 3.00 | 2.74 | 11 |
| Agriculture | 2.71 | 2.36 | 7 |
| Social | 2.73 | 2.30 | 11 |
| Environment | 3.00 | 2.00 | 4 |



Project Beneficiaries

This category was one of the most difficult to score. Only 30 PCREs have a rating; in the other cases, either it was inappropriate or impossible to measure the beneficiaries due to the nature of the project or the evaluator had insufficient information on which to proceed.

The average score of the thirty that were evaluated was 2.81 (sd 0.68). The performance was considered to be unsatisfactory in 8 cases, one of which was rated highly unsatisfactory.

Given the small available sample, it is difficult to push the analysis very much further.

Although it is difficult to generalise, there are some particular difficulties with beneficiary assessment:

- The PCR reporting framework does not necessarily relate to the log-frame. It may be that as the project develops, different beneficiary sets emerge, but it would be useful if the PCR reported first against the expected set of beneficiaries at the project formulation stage and then explicitly added or deleted beneficiary groups as appropriate. Some PCRs simply report an actual set of beneficiaries that may be impressive but may also have a limited relationship with the initial project objectives.
- The PCRs tend to report high numbers of potential beneficiaries, especially for infrastructure projects. This is useful

information and is a fairly standard approach, but tells nothing about the true beneficiary rate. For instance, the coast of West Africa is littered with abandoned fishery infrastructures that had many potential beneficiaries, but were in fact of little use to anyone, so were abandoned.

- On the same theme, the reporting of numbers of beneficiaries says nothing about the quality of the beneficiary experience. A lot of people may have been trained but they may have found the training to be of little practical use.
- Undertaking a beneficiary assessment at the immediate close of a project may not be an especially useful exercise, however well it has been done, because of the time that will inevitably be needed for the project results to be embedded. Perhaps a beneficiary assessment is something that would best be undertaken as a key part of post-project evaluation a few years after the project closure.

The Bank seems to be aware of these difficulties in that the assessment of beneficiaries appears in the PCR under the effectiveness heading but does not play any part in the scoring of that dimension. If the PCREs are expected to score the beneficiary section, it would be useful for the PCR to do likewise. It would also be useful to consider how to bring this score into the overall project evaluation. ■

Monitoring and Evaluation

M&E is without any doubt the weakest part of the project process.

In the case of fifteen projects, there was not enough information to be able to score the design of the system. For the remaining 34, the average score for the M&E system design was only 2.07 with an sd of 0.72.

This is not to say that every project rated poorly. In fact, ten projects were rated satisfactory for their M&E design with one of these being considered highly satisfactory.

Nonetheless, the great majority, 24 projects, were considered to be unsatisfactory with eight of these being rated highly unsatisfactory. None of the individual design indicators was rated as satisfactory on average, with scores between 2.3 and 2.4, except for gender which scored only 1.97 (sd 0.85). A PCREN rating for the gender criterion is available for 33 projects of which 24 were considered to be unsatisfactory with eleven of these rated highly unsatisfactory. Therefore it appears, there is clearly a need to improve the M&E design especially in the gender dimension.

The PCRs also note this need in that in a number of cases it is reported that no information can be made available about certain indicators because of a failure in the M&E system. One cause of the weak M&E design appears to be that in many cases, the Project Appraisal Report includes only a skeleton M&E system and makes it a project implementation task to design the system in detail. One problem with this approach is that it is easy for the project design team to include indicators of success that are hard, or even impossible, to measure meaningfully, at least

within the project timeframe. For instance, statistical information on many macroeconomic indicators is available with only a substantial time lag. Ideally, the Project Appraisal Report should include the M&E design but if it does not, at the least the project design team should be required both to identify the indicators and to explain how the data can be obtained to inform them within a relevant time frame.

The Bank supervision part of the M&E system would also benefit from some modification. The evaluation team noted that there was a significant amount of repetition from one supervision report to the next. It was suggested that the Bank could usefully explore designing a standard M&E framework for its projects based on a single “living” document that would be updated by each supervision mission, in collaboration with the project management team, so that it would be clear at any time what the project had already achieved, and what remained to be done.

The implementation of the M&E systems was judged to be even poorer than the design. The average rating was only 2.02 (sd 0.83) with some 22 of the 29 projects that could be rated on this criterion receiving an unsatisfactory rating, and of these, eight being considered highly unsatisfactory.

Judging the extent to which M&E information had been used was not an easy task with the information provided by most PCRs. Only 26 projects could be rated with an average score of 2.00 (sd 0.94). In the case of both implementation and usage, the ratings above probably overstate the true case because a lack of information on either topic probably means that there was nothing to report but many PCRENS were reluctant to make this leap. ■

Quality of Project Completion Reports

The average PCR quality score was 2.67 (sd 0.47). A total of 21 were considered to be unsatisfactory, although none were considered to be highly unsatisfactory. There was no substantial difference between PCRs by region or by sector.

The lack of any correlation between PCR quality and project rating is a reassuring result because one risk with this kind of evaluation process is that the quality of the PCR could influence the perceived quality of the evaluated project, or a very well done PCR could impart a positive bias to the perception of the project. There was no sign of this problem, however.

Of the nine issues that the PCREN is asked to evaluate concerning PCR quality, all rated satisfactory on average (in the range 2.67 to 2.90) with the exception of the “extent of soundness of data generating and analysis process” and “overall adequacy of the accessible evidence”, neither of which was considered satisfactory, with an average score of 2.18 for the former and 2.34 for the latter.

Some projects provided the independent evaluation with a very large set of accessible evidence but in the case of others, the independent evaluation had very little to work with and became far too dependent on the PCR itself for evidence. Even where a lot of information was available, the impression was often that someone had searched for any file concerning the project and had collated all files that were available without really considering what information was required for an effective independent evaluation and whether the files provided to the evaluation team would assist in the process.

In many cases, the PCREN did not have access to the final IPR and was often presented with a somewhat

random selection of supervision reports. In an ideal world, the PCREN would simply be the final element in the ongoing M&E process but there were very few projects where this was anything like the case. Far more often, the PCREN was similar to undertaking a piece of detective work.

One interesting feature that relates to some PCRs at least is that the *Aide-Memoire* of the PCR mission may provide more information and be more revealing about project performance than the PCR itself. This situation may arise because of word limits imposed on the PCR but the evaluation team wonders whether it may also be because of “report overload” at the PCR team level. Reporting for the *Aide-Memoire* of the mission and the PCR itself has a lot of similarities and possibly people tire of writing the same thing over and over again, especially if the same team has also been responsible for updating the final IPR. It may be useful to review such reporting requirements to ascertain whether the load can be lightened.

If the independent validation is to be useful to its fullest extent possible, it is crucial that the Bank defines and enforces a core set of documents that must be made available to the independent evaluation team. PCRs should be free to provide additional supporting information, but this should be organised in such a way that it is clear to the independent evaluation what it is intended to show.

One particular issue relating to the provision of “evidence” is that, at present, both the PCR and the PCREN tend to be audits of project performance. They attest that outputs, and to a lesser extent outcomes, were achieved but there is very little about their quality. It is very difficult for the PCREN to evaluate

this independently with no sample of project outputs. It is suggested that some such sample should be included in the core set of documents.

The issue of soundness of data generation was raised by a number of PCRENs. As discussed above, CBA is a particular problem and is probably the worst case. In general, the issue is that the data presented in the PCR appear from nowhere with no sources given, making it impossible to check for accuracy. Where standard internationally published indicators are used, upon checking, it was often difficult to find the same values as those presented by the PCRs.

Estimating PCR compliance proved to be a difficult exercise because information on the extent of borrower and other party participation in the PCR process was frequently lacking. On timeliness, all 49 projects were rated with at 30 satisfactory and 19 unsatisfactory. But on the participation criterion, only 17 were rated with an average of 2.99 (sd

1.11). As a result, an overall compliance score could only be calculated for these 17 projects with an average of 2.82 (sd 0.81). Most projects that could be rated were in fact satisfactory with only five rated as unsatisfactory but whether this result can be extrapolated to those projects for which no information is available is of course unknowable.

One issue with PCRs concerns lessons learned and recommendations. Firstly, it is not infrequent to find that there is confusion between the two with many lessons being written as recommendations. More seriously, because of the inevitable time required to go through the evaluation process, many of the lessons and recommendations were out-dated by the time the PCREN was produced. It would be most helpful to the Bank in designing future programmes if both lessons and recommendations were generic in nature. A separate set of recommendations could be produced concerning the requirements in order to complete the project. ■

Other Issues

The scoring system

In evaluating each criterion, a closed scoring system of 1, 2, 3, 4 is used. Assuming some kind of symmetrical distribution, the Expected Value is 2.5. However, if the rules are followed, this value cannot be awarded for any particular criterion, although it can emerge for Dimensions A, C and D as an average of the individually scored criteria. This can put evaluators into a difficult position since a 2 rating can seem too low and a 3 too high. As a result, on a number of occasions, some peer reviewers suggested awarding a 2.5 for a particular criterion, even though the guidelines do not allow for this. Some PCRs also used half-marks in an attempt to get a more accurate evaluation.

A lot of work has clearly gone into the development of the evaluation framework and there may be reasons for the choice of a closed 1-4 scoring system of which the evaluation is unaware. However, the evaluation would strongly suggest considering the use of a five-point scale where 3 (the expected value) would correspond to “satisfactory”, 2 somewhat less than satisfactory and 1 highly unsatisfactory; and 4 somewhat more than satisfactory and 5 highly satisfactory. This scale would allow the expected value to be awarded for individual criteria and would also allow for a slightly greater degree of shade and light in the evaluation which should make the evaluators task a little easier whilst increasing the amount of information generated for the Bank.

If this system were to be adopted, the interpretation of the average dimension scores would also require some re-working.

The need for some change in the system seems to have been recognised already because IDEV

database uses a different range of scores, including 2.25 which is “mostly unsatisfactory” and 2.75 which is “mostly satisfactory”. Somewhat ironically however the expected value of 2.5 does not appear in the list.

The peer review process

IDEV makes extensive use of peer review with, for example, all PCRENs being peer-reviewed. There is no doubt that this is a useful exercise that improves the quality of the PCRENs, although it also adds a significant amount of time and work to the assignment. None-the-less, the use of a peer review process raises a number of issues.

Peer reviewers need to be better briefed on the peer review role (as do the evaluators so that they know what to expect and how to respond). Most peer reviewers held very strong opinions on how the evaluation should be undertaken and were very dogmatic to the point that their advice to evaluation authors became almost instructions. Unfortunately, although they mostly held strong opinions, they did not all hold the same opinion and in fact there is clearly confusion amongst them as to the evaluation process and the scoring system. Some of them insisted that the evaluations contained too much text, others that they did not contain enough. Some of them insisted that the evaluation had to reach its own conclusions, others that the evaluation should integrate the PCR conclusions. Some of them insisted very strongly on the form of the evaluation to the point of not validating the scores until the evaluation was presented differently – and yet the same evaluator would receive a peer review from a different peer reviewer which agreed with the evaluator’s approach and conclusions.

The evaluators tried hard to adopt a common approach using the Bank's PCR guidelines. This was not an easy exercise given that the evaluation team comprised ten people in order to provide sufficient subject expertise to cover the wide range of sectors represented by the 64 projects that IDDRA was contracted to review. It was also not easy given the variability in the PCRs themselves. However, it seems fair to say that there is more consistency between the evaluation team members than there is between the peer review team.

If guidelines do not exist for peer reviewers, it would seem a useful thing to develop. If they do exist, perhaps they should themselves be reviewed or peer reviewers should apply them more strictly.

In the end, the key issue is the PCREN ratings. And here despite much comment, the peer reviewers were often, but not always, in agreement with the evaluation team. The members of the evaluation team are all subject specialists who are highly experienced in their area of expertise so this is not a surprising result, however it bears emphasizing. ■

Conclusions and Recommendations

Concluding summary

IDDDRA Ltd produced the PCRENs for the forty-nine 2016 projects. The PCRENs are an important part of the project evaluation process, the main aim of which is to draw pertinent lessons and make recommendations to improve both the management of current projects and the design and management of future ones.

This synthesis report presents an overview of the PCREN results and compares them with the results obtained by the PCRs. Given the aim of trying to improve project performance, this report naturally focusses on those areas where performance has been unsatisfactory in some way. It is important, however, that this focus does not create a misleading impression.

In order to put things into perspective, it should first be noted that the great majority of projects are considered to be either satisfactory or highly satisfactory. In fact, the PCRs placed 48 of the 49 projects in these two categories. The PCRENs considered this to be too optimistic but nonetheless rated 38 of the 49 as satisfactory or above. Overall, therefore, the AfDB has reason to feel satisfied with its project performance and the comments and recommendations that follow are intended to assist the Bank in improving its performance further.

The main conclusion that emerges from a comparison of overall PCR and PCREN scores is that the former tend to score significantly more highly than the latter. This difference is disguised somewhat by the broad categories used to summarise project performance. In both the PCR and PCREN evaluations, the

great majority of projects are to be found in the “Satisfactory” category – 41 in the case of the PCRs and 36 in the case of the PCRENs. However, a closer look at this category shows that most of the PCRs are towards the top end whereas most of the PCRENs are towards the bottom end of the range. The category tends therefore to hide the scope for improvement that exists, and a finer classification may be required.

The overall score is found as the average of four dimensions:

- Relevance,
- Effectiveness,
- Efficiency, and
- Sustainability.

The **relevance** dimension consistently scores the highest, but this is largely because it includes as one criterion the relevance of the project development objective. Since the Bank presumably has no interest in funding irrelevant projects, it would be surprising to find approved projects where the PDO was irrelevant and as a result this criterion scores very highly. But as a result, the overall score for relevance is pulled upwards, which may disguise weaknesses in project design which are important for project performance. It would be better to concentrate on this latter aspect under this dimension.

The **effectiveness** dimension relates to outcomes and outputs. Overall, scores are higher for outputs than for outcomes, which is to be expected since outputs, in a well-designed project, would be a necessary but not necessarily sufficient, condition to achieving outcomes. There is scope to increase

understanding of the difference between outcomes and outputs because, both in project design and particularly in project evaluation, the terms are fairly frequently used interchangeably. The results of outcomes and outputs are then combined to give an overall effectiveness of the development objective score. It might be worthwhile to reconsider this approach and keep both elements in the calculation, especially if the recommendation below concerning CBA is adopted.

The **efficiency** indicator is mostly about project inputs. The timeliness criterion concerns whether projects kept to schedule. It is noteworthy that only twelve of 49 projects were completed on time and that most required quite substantial extensions. CBA is also included under this dimension. This analysis is often not very well done with PCRs presenting insufficient data to be able to understand the precise methodology used. Over and above this, it seems odd to find this criterion here; it would seem more appropriate therefore, to be an important part of effectiveness.

The **sustainability** dimension covers a number of important areas such as the sustainability of institutions, partnerships and environmental aspects. Generally, these score well with relatively little difference between PCRs and PCRENs. However, financial sustainability, which is arguably the most important criterion, scores relatively poorly both in the PCRs and even more so in the PCRENs. On the whole, the latter consider this criterion to be marginally unsatisfactory. This is a serious issue because ultimately the sustainability of the other three criteria depends on finance.

The performance of the project partners was generally considered to be satisfactory. The highest score was obtained by the Bank itself. The results support a tentative conclusion that there is a close correlation between Bank performance and overall project performance by sector. A study involving a larger set of projects would be needed to verify this hypothesis.

Assessing the impact on project beneficiaries is a very challenging task given the information that

was available to the evaluators, therefore it may be necessary to re-consider the evaluation of this important aspect. One issue though is whether it is too soon immediately after a project closure to be able to measure this.

Monitoring and evaluation is, without any doubt, the weakest part of the whole project process. Projects scored poorly on M&E design, implementation and usage. On the design side, the gender criterion was the weakest of all four and clearly requires improvement.

One cause of the weak M&E design appears to be that in many cases, the Project Appraisal Report includes only a skeleton M&E system and makes it a project implementation task to design the system in detail. Ideally, the Project Appraisal Report should include the M&E design but if it does not, at the least the project design team should be required both to identify the indicators and to explain how the data can be obtained to inform them within a relevant time frame.

The Bank supervision part of the M&E system would also benefit from some modification. The evaluation team noted that there was a significant amount of repetition from one supervision report to the next. It was suggested that the Bank could usefully explore designing a standard M&E framework for its projects based on a single "living document" that would be updated by each supervision mission, in collaboration with the project management team, so that it would be clear at any time what the project had already achieved, and what remained to be done.

The PCRs tended to be satisfactorily completed but the weakest part concerned the provision of data and evidence to back up the conclusions reached. If the independent evaluation is to be useful to its fullest extent possible, it is crucial that the Bank defines and enforces a core set of documents that must be made available to the independent evaluation team. It was also noteworthy that the PCR could be less informative than the *Aide-Memoire* of the PCR mission. These two documents tend to be very

similar and it may be that authors suffer from report fatigue (i.e. producing too many similar reports about the same topic). If the M&E system is reviewed, it would be useful to include this aspect as part of the review.

Recommendations

The synthesis report briefly addressed the scoring system and the peer review process. On the basis of its analysis, the IDIRA team formulated the following recommendations for Bank management to consider:

1. Re-consider the summary categorisation of projects into HS, S, U and HU and perhaps adopt a wider range that would give a more revealing picture of the performance of the projects completed each year.
2. Leave the project development objective out of the calculation of the score for Dimension A. This criterion does not reflect project performance and has the effect of inflating the overall project score. Dimension A would then focus on project design which clearly does affect performance.
3. Undertake a major review of cost-benefit analysis as the results currently being reported by the PCRs are generally unconvincing. For the independent evaluation to function properly, ensure that the precise calculations undertaken, and assumptions made both at appraisal and evaluation, are documented clearly and made available. This is far from being the case at present. It is recommended therefore, that the Bank review the way in which CBA is undertaken and reported during both appraisal and evaluation to ensure that all information on which it is based is available. Ideally, CBA should be undertaken by specialists in the area. If this is not feasible, Bank staff should be trained to ensure that they understand the methodology and the investment appraisal algorithms that they are using. Finally, cost-benefit is an output-performance measure and should be part of Dimension B on effectiveness rather than Dimension C on efficiency (where the other criteria all relate to inputs).
4. It is strongly recommended that the Bank pay more attention to ensuring the financial sustainability of project outcomes and impacts. In the end, although the other dimensions of sustainability are important, they depend crucially on the financial aspect.
5. Given the relatively few projects that do not require an extension, it is recommended that the Bank undertake a review of late projects to identify generic issues that could be remedied for future projects.
6. Where the PCR and PCREN are asked to assess the same topic, they should use the same scoring system. At present, in some parts of the evaluation, the PCR provides only an overall assessment whereas the PCREN is asked to assess individual components. In such cases, the necessary information is often lacking for the PCREN.
7. A particular example of the problem raised in the previous paragraph concerns the Monitoring and Evaluation system where the information provided via the PCR is often insufficient to evaluate the system. In line with one of the peer reviewers, it is recommended that the PCR should include a specific section concerning the M&E system covering at least an explanation of the system, its functioning and use.
8. The limited evidence presented in this report suggests that project performance by sector is strongly correlated with Bank performance by sector. It is recommended that the Bank check whether this correlation holds over other project years and, if so, it is further recommended that the Bank only proceed with projects when adequate supervisory resources can be committed.

9. There is clearly a need to improve the M&E design especially in the gender dimension. One cause of the weak M&E design appears to be that in many cases, the Project Appraisal Report includes only a skeleton M&E system and makes it a project implementation task to design the system in detail. The project design team can then include indicators of success that are hard, or even impossible, to measure meaningfully, at least within project timeframe. For instance, statistical information on many macroeconomic indicators is available with only a substantial time lag. Ideally, the Project Appraisal Report should include the M&E design, but if it does not, at the least the project design team should be required both to identify the indicators and to explain how the data can be obtained to inform them within a relevant time frame.
10. The Bank supervision part of the M&E system would also benefit from some modification. The evaluation team noted that there was a significant amount of repetition from one supervision report to the next. It is recommended that the Bank explore designing a standard M&E framework for its projects based on a single "living document" that would be updated by each supervision mission, in collaboration with the project management team, so that it would be clear at any time what the project had already achieved, and what remained to be done.
11. The PCRENs often had crucial documents missing. It is crucial that the Bank defines and enforces a core set of documents that must be made available to the independent evaluation team. PCRs should be free to provide additional supporting information, but this should be organised in such a way that it is clear to the independent evaluation what it is intended to show.
12. The current closed 1-4 scoring system does not allow for very nuanced evaluations and it is recommended to consider widening the system to 1-5. An odd-number system also has the advantage that the expected value can be awarded which is not the case with an even number system (assuming a symmetrical distribution).
13. It is recommended that a briefing note be prepared on the role of the peer reviewer and that this be shared with evaluators so that both parties are aware of what to expect from one another.
14. It is recommended that a brief document be prepared clearly explaining, with examples, the Bank's understanding of key project concepts such as outcomes versus outputs (the two are frequently mixed up) and lessons versus recommendations (it seems to be hard to write the former in particular without them becoming the latter). ■





Annex 1 — List of 2016 projects

| Project | Project Ref | Project Title | Country | Sector |
|---------|--------------|---|--------------------------|---------------------------|
| 1 | P-AO-IE0-001 | The Institutional Capacity Building for Poverty Reduction Project | Angola | Social |
| 2 | P-BF-KA0-009 | Programme d'Appui à la Promotion du Secteur Privé (PAPSP) | Burkina Faso | Multisector |
| 3 | P-BI-KF0-002 | Projet d'appui au renforcement institutionnelles dans les domaines de l'emploi et de l'entrepreneuriat des jeunes | Burundi | Multisector |
| 4 | P-BI-KF0-003 | Projet de renforcement des capacités statistiques pour le suivi et évaluation de la pauvreté | Burundi | Multisector |
| 5 | P-BI-KF0-004 | Projet d'appui au renforcement des capacités institutionnelles dans le domaine de la collecte des données socio-économiques, de la formation professionnelle, des services publics, de la main-d'oeuvre, des prix et de la protection sociale | Burundi | Multisector |
| 6 | P-BJ-DB0-013 | Projet de bitumage de la route Ndali-Nikki-Chicandou-Frontière du Nigeria | Benin | Transport |
| 7 | P-BJ-IB0-006 | Projet d'Appui au Développement du Système de Santé (PADS) | Benin | Social |
| 8 | P-CF-KZ0-002 | Projet d'urgence d'appui a la sortie et a la reprise economique (PUASCRE) | Central African Republic | Multisector |
| 9 | P-CV-FA0-001 | Projet de renforcement des capacités de production, transport et distribution d'électricité sur L'Ile de Santiago | Cape Verde | Power |
| 10 | P-DJ-EAZ-001 | Appui à la mobilisation des eaux à usage domestique et agricole en milieu rural | Djibouti | Water Supply / Sanitation |
| 11 | P-DJ-IE0-002 | Projet de Réduction de la Pauvreté Urbaine à Djibouti (PREPUD) | Djibouti | Social |
| 12 | P-DJ-KF0-007 | Projet d'appui aux structures d'élaboration des données | Djibouti | Multisector |
| 13 | P-ER-IAD-001 | Support to Higher Education Development | Eritrea | Social |
| 14 | P-GA-AAF-002 | Projet d'Appui au Secteur des Pêches et de l'Aquaculture (PSPA) | Gabon | Agriculture |
| 15 | P-GA-EB0-002 | Actualisation des études en vue de l'aménagement des bassins versants de Gué-Gué, Lowé-IAL et Terre Nouvelle | Gabon | Water Supply / Sanitation |
| 16 | P-GH-ID0-003 | Gender Responsive Skills and Community Development Project (GRSCDP) | Ghana | Social |
| 17 | P-GM-AZ0-001 | Sustainable Land Management Project | Gambia | Multisector |
| 18 | P-KE-DB0-019 | Eldoret - Timboroa road rehabilitation project | Kenya | Transport |
| 19 | P-KE-IAE-001 | Support for Technical, Industrial, Vocational and Entrepreneurship Training Project (TIVET) Phase I | Kenya | Social |
| 20 | P-KE-IZ0-001 | Community Empowerment and Institutional Support Project | Kenya | Multisector |
| 21 | P-KM-KF0-001 | Projet de Renforcement des Capacités Institutionnelles (PRCI) | Comoros | Multisector |
| 22 | P-KM-KF0-007 | Projet d'appui à la Stratégie de croissance accélérée et de développement durable (SCADD) | Comoros | Multisector |
| 23 | P-LS-FA0-001 | Lesotho Electricity Supply Project | Lesotho | Power |
| 24 | P-MA-HZ0-011 | Programme d'Appui au Développement du Secteur Financier / Phase-3 (PADESFI III) | Morocco | Finance |
| 25 | P-MG-AAB-002 | Prêt supplémentaire - Projet de réhabilitation du périmètre de Bas Mangoky | Madagascar | Agriculture |

| Project | Project Ref | Project Title | Country | Sector |
|---------|---------------|--|---------------|---------------------------|
| 26 | P-MG-AAF-001 | Projet d'Appui aux Communautés des Pêcheurs (PACP) de Tuléar | Madagascar | Agriculture |
| 27 | P-MG-K00-010 | Programme d'Urgence pour la Relance Economique (PURE) | Madagascar | Multisector |
| 28 | P-ML-EAO 004 | Projet d'Approvisionnement en Eau Potable et d'Assainissement dans les régions de Gao, Koulikoro et Ségou | Mali | Water Supply / Sanitation |
| 29 | P-MR-EAO-005 | Projet d'approvisionnement en eau et d'assainissement en milieu rural dans la zone méridionale | Mauritania | Water Supply / Sanitation |
| 30 | P-MW-E00-004 | National Water Development Programme | Malawi | Water Supply / Sanitation |
| 31 | P-MW-IE0-002 | Support to Local Economic Development (LED) Project | Malawi | Social |
| 32 | P-RW-IZO-003 | Skills, Employability and Entrepreneurship Programme – SEEP | Rwanda | Social |
| 33 | P-TZ-IE0-002 | Small Entrepreneurs Loan Facility II - SELF Project | Tanzania | Social |
| 34 | P-UG-AAZ-001 | Markets and Agricultural Trade Improvement Project-1 (MATIP-1) | Uganda | Agriculture |
| 35 | P-UG- IAC-001 | Post Primary Education and Training Expansion and Improvement Project- (Education IV) | Uganda | Social |
| 36 | P-UG-IE0-003 | Rural Income Employment Enhancement Project (RIEEP) | Uganda | Finance |
| 37 | P-ZI-AA0-075 | Multinational Support Project for the Cotton - Textile Subsector (PAFICOT) | Multinational | Agriculture |
| 38 | P-ZI-AA0-090 | Promotion of Science and Technology for Agriculture Development | Multinational | Agriculture |
| 39 | P-ZI-AAF-001 | Projet d'Appui au Programme Régional d'Aménagement Intégré du Lac Tanganyika (PRODAP-RDC) | Multinational | Agriculture |
| 40 | P-ZI-C00-008 | Stabilization of carbon emissions in the Sangha Tri-national Forestry Complex through sustainable financing and improvement of livelihoods | Multinational | Environment |
| 41 | P-ZI-C00-015 | Ensuring the Conservation and Improvement of Livelihoods, through Sustainable Community Forestry Management in Cameroon | Multinational | Environment |
| 42 | P-ZI-C00-039 | Jatropha Plant Integrated Farming in Burundi | Multinational | Environment |
| 43 | P-ZI-C00-041 | Mise en valeur des rebuts forestiers et reforestation des espaces dégradées en Afrique centrale | Multinational | Environment |
| 44 | P-ZI-DB0-067 | Multinational Nacala Road Corridor Development Project Phase 1 | Multinational | Transport |
| 45 | P-ZI-E00-001 | Mise en œuvre de la Politique Régionale de l'Eau de l'Afrique centrale | Multinational | Water Supply / Sanitation |
| 46 | P-ZI-IB0-007 | SADC Support to the Communicable Diseases (HIV/AIDS, TB & Malaria) | Multinational | Social |
| 47 | P-ZM-E00-008 | Nkana Water Supply and Sanitation Project | Zambia | Water Supply / Sanitation |
| 48 | P-ZM-E00-009 | National Rural Water Supply and Sanitation Program | Zambia | Water Supply / Sanitation |
| 49 | P-ZW-E00-002 | Urgent Water Supply and Sanitation Rehabilitation Project | Zimbabwe | Water Supply / Sanitation |

Annex 2 — Scores per project

| Project Number | Project Ref | Evaluation | PDO Relevance | Design Relevance | OVERALL RELEVANCE DIMENSION A | Average Outcomes | Average Outputs | DEVT OBJECTIVE DIMENSION B | Timeliness | |
|----------------|--------------|------------|---------------|------------------|----------------------------------|------------------|-----------------|-------------------------------|------------|--|
| 1 | P-AO-IE0-001 | 1-PCR | 4 | 3 | 3,50 | 4 | 4 | 3 | 2 | |
| 1 | P-AO-IE0-001 | 2-PCREN | 4 | 3 | 3,50 | 3 | 4 | 3 | 2 | |
| 2 | P-BF-KA0-009 | 1-PCR | 4 | 4 | 4,00 | 3 | 3 | 3 | 4 | |
| 2 | P-BF-KA0-009 | 2-PCREN | 4 | 3 | 3,50 | 3 | 3 | 3 | 4 | |
| 3 | P-BI-KF0-002 | 1-PCR | 4 | 4 | 4,00 | 2 | 3 | 2 | 2 | |
| 3 | P-BI-KF0-002 | 2-PCREN | 4 | 2 | 3,00 | 2 | 2,75 | 2 | 2 | |
| 4 | P-BI-KF0-003 | 1-PCR | 4 | 3 | 3,50 | 4 | 4 | 4 | 3 | |
| 4 | P-BI-KF0-003 | 2-PCREN | 4 | 2 | 3,00 | 4 | 4 | 4 | 3 | |
| 5 | P-BI-KF0-004 | 1-PCR | 3 | 3 | 3,00 | 3 | 4 | 3 | 3 | |
| 5 | P-BI-KF0-004 | 2-PCREN | 3 | 3 | 3,00 | 3 | 3 | 3 | 2 | |
| 6 | P-BJ-DB0-013 | 1-PCR | 4 | 2,8 | 3,40 | 3,48 | 3,53 | 3,51 | 2,55 | |
| 6 | P-BJ-DB0-013 | 2-PCREN | 4 | 3 | 3,50 | 3 | 3 | 3 | 2 | |
| 7 | P-BJ-IB0-006 | 1-PCR | 3 | 3 | 3,00 | 3 | 4 | 3 | 2 | |
| 7 | P-BJ-IB0-006 | 2-PCREN | 3 | 2 | 2,50 | 3 | 3 | 3 | 2 | |
| 8 | P-CF-KZ0-002 | 1-PCR | 4 | 3 | 3,50 | 3 | 3 | 3 | 4 | |
| 8 | P-CF-KZ0-002 | 2-PCREN | 4 | 4 | 4,00 | 4 | 3 | 3 | 4 | |
| 9 | P-CV-FA0-001 | 1-PCR | 4 | 3 | 3,50 | 4 | 4 | 4 | 1 | |
| 9 | P-CV-FA0-001 | 2-PCREN | 4 | 2 | 3,00 | 3,57 | 4 | 3 | 1 | |
| 10 | P-DJ-EAZ-001 | 1-PCR | 4 | 3 | 3,50 | 3 | 3 | 3 | 1 | |
| 10 | P-DJ-EAZ-001 | 2-PCREN | 4 | 2 | 3,00 | 3 | 3 | 3 | 1 | |
| 11 | P-DJ-IE0-002 | 1-PCR | 4 | 3 | 3,50 | 4 | 3 | 3 | 3 | |
| 11 | P-DJ-IE0-002 | 2-PCREN | 4 | 3 | 3,50 | 3 | 3 | 3 | 3 | |
| 12 | P-DJ-KF0-007 | 1-PCR | 4 | 4 | 4,00 | 3 | 3 | 3 | 1 | |
| 12 | P-DJ-KF0-007 | 2-PCREN | 4 | 3 | 3,50 | 3 | 2 | 2 | 1 | |
| 13 | P-ER-IAD-001 | 1-PCR | 4 | 4 | 4,00 | 3 | 4 | 3,5 | 4 | |
| 13 | P-ER-IAD-001 | 2-PCREN | 4 | 3 | 3,50 | 2 | 3 | 2 | 3 | |
| 14 | P-GA-AAF-002 | 1-PCR | 4 | 3 | 3,50 | 3 | 3 | 3,5 | 2 | |
| 14 | P-GA-AAF-002 | 2-PCREN | 3 | 2 | 2,50 | 2 | 3 | 2 | 2 | |

| | Resource usage | CBA | Implement Progress | AVE EFFICIENCY | DIMENSION C | Fin Sust | Inst Sust | Partnership Sust | Env Sust | DIMENSION D | AVE SUST | AVE DIMS | SUMMARY RATING | BANK PERFORMANCE | BORROWER PERFORMANCE | OTHER STAKEHOLDERS | PCR QUALITY |
|--|----------------|-----|--------------------|----------------|-------------|----------|-----------|------------------|----------|-------------|----------|----------|----------------|------------------|----------------------|--------------------|-------------|
| | 4 | | 3 | 3,00 | 3 | 3 | 3 | 4 | 4 | 3,50 | 3,25 | 3 | 3 | 3 | 3 | | |
| | 3 | | 3 | 2,67 | 3 | 3 | 3 | 3 | | 3,00 | 3,04 | 3 | 3,71 | 2,83 | 3 | 3,56 | |
| | 4 | | 3 | 3,67 | 4 | 4 | 4 | 4 | | 4,00 | 3,67 | 4 | 4 | 4 | | | |
| | 4 | | 3 | 3,67 | 4 | 4 | 4 | 4 | 3 | 3,75 | 3,48 | 4 | 4 | 4 | | 2,13 | |
| | 4 | | 3 | 3,00 | | 3 | 3 | | | 3,00 | 3,00 | 3 | 4 | 3 | 4 | | |
| | 2 | | 3 | 2,33 | | 2 | 3 | 2 | | 2,33 | 2,42 | 2 | 3 | 2,2 | 3 | 2,25 | |
| | 4 | | 4 | 3,67 | | 3 | 3 | | | 3,00 | 3,54 | 4 | 4 | 3 | 3 | | |
| | UTS | | 3 | 3,00 | UTS | 3 | UTS | | | 3,00 | 3,25 | 3 | 3 | 3 | 3 | 2,33 | |
| | 4 | | 3 | 3,33 | | 3 | 3 | | | 3,00 | 3,08 | 3 | 4 | 3 | 3 | | |
| | UTS | | 3 | 2,50 | | 3 | UTS | | | 1,50 | 2,50 | 3 | 3 | 2 | 3 | 2,33 | |
| | 2,65 | 4 | 3,53 | 3,18 | 2 | 2 | 2,8 | 2,5 | | 2,33 | 3,10 | 3 | 3,17 | 3,44 | 2,4 | | |
| | 3 | 3 | 3 | 2,75 | 2 | 2 | 2 | 2 | | 2,00 | 2,81 | 3 | 3 | 3 | 2 | 3,85 | |
| | 3 | | 3 | 2,67 | 2 | 2 | 2 | 4 | | 2,50 | 2,79 | 3 | 3 | 1 | 2 | | |
| | 3 | | 3 | 2,67 | 2 | 2 | 2 | 3 | | 2,25 | 2,60 | 3 | 3 | 1 | 2 | 2,44 | |
| | | | 3 | 3,50 | 3 | 3 | 3 | 3 | | 3,00 | 3,25 | 3 | 4 | 4 | | | |
| | | | 3 | 3,50 | 3 | 3 | 3 | 3 | 2 | 2,75 | 3,31 | 3 | 3,83 | 4 | | 2,89 | |
| | 4 | 3 | 3 | 2,75 | 2 | 3 | 3 | 3 | 2 | 2,50 | 3,19 | 3 | 3 | 3 | 3 | | |
| | 4 | UTS | 3 | 2,67 | UTS | 3 | 2 | 2 | | 2,33 | 2,75 | 3 | 3 | 2,66 | 3 | 2,88 | |
| | 3 | | 3 | 2,33 | 2 | 4 | 4 | 4 | 3 | 3,25 | 3,02 | 3 | 3 | 3 | 3 | | |
| | 3 | | 2 | 2,00 | 2 | 2 | 3 | 3 | 2 | 2,25 | 2,56 | 3 | 3 | 3 | 3 | 2,44 | |
| | | | 3 | 3,00 | 2 | 4 | 3 | 3 | 3 | 3,00 | 3,13 | 3 | 3 | 2 | 2 | | |
| | 3 | | 3 | 3,00 | 1 | 3 | 3 | 3 | 3 | 2,50 | 3,00 | 3 | 2,86 | 2,17 | 2 | 2,56 | |
| | 3 | | 3 | 2,33 | | 3 | 3 | | | 3,00 | 3,08 | 3 | 3 | 2 | 3 | | |
| | 2 | | 2 | 1,67 | | 2 | 2 | | | 2,00 | 2,29 | 2 | 2,2 | 2,17 | 3 | 2,22 | |
| | 4 | 3 | 3,5 | 3,63 | 3 | 3,5 | 4 | 3 | | 3,38 | 3,63 | 4 | 4 | 4 | 3 | | |
| | 3 | UTS | 3 | 3,00 | 3 | 3 | 3 | 3 | 3 | 3,00 | 2,88 | 3 | 3,4 | 3,25 | 3 | 2,38 | |
| | 3 | 3 | 2,5 | 2,63 | 2,5 | 3 | 3 | 3 | 2 | 2,63 | 3,06 | 3 | 3 | 2 | 2,7 | | |
| | 3 | 1 | 2 | 2,00 | 2 | 2 | 3 | 3 | 2 | 2,25 | 2,19 | 2 | 2,29 | 1,75 | 2 | 2,11 | |

| Project Number | Project Ref | Evaluation | PDO Relevance | Design Relevance | OVERALL RELEVANCE DIMENSION A | Average Outcomes | Average Outputs | DEVT OBJECTIVE DIMENSION B | Timeliness | |
|----------------|--------------|------------|---------------|------------------|----------------------------------|------------------|-----------------|-------------------------------|------------|--|
| 15 | P-GA-EB0-002 | 1-PCR | 4 | 3 | 3,50 | 3 | 3 | 3 | 1 | |
| 15 | P-GA-EB0-002 | 2-PCREN | 4 | 3 | 3,50 | 3 | 3 | 3 | 1 | |
| 16 | P-GH-ID0-003 | 1-PCR | 4 | 3 | 3,50 | 2 | 2 | 3 | 2 | |
| 16 | P-GH-ID0-003 | 2-PCREN | 4 | 3 | 3,50 | 2 | 2 | 2 | 2 | |
| 17 | P-GM-AZ0-001 | 1-PCR | 4 | 4 | 4,00 | 3 | 3 | 3 | 3 | |
| 17 | P-GM-AZ0-001 | 2-PCREN | 3 | 3 | 3,00 | 3 | 3 | 3 | 3 | |
| 18 | P-KE-DB0-019 | 1-PCR | 4 | 3 | 3,50 | 3 | 3 | 3 | 3 | |
| 18 | P-KE-DB0-019 | 2-PCREN | 4 | 3 | 3,50 | 3 | 3 | 3 | 3 | |
| 19 | P-KE-IAE-001 | 1-PCR | 4 | 4 | 4,00 | 3 | 3 | 3 | 2 | |
| 19 | P-KE-IAE-001 | 2-PCREN | 3 | 2 | 2,50 | 3 | 2 | 2 | 2 | |
| 20 | P-KE-IZ0-001 | 1-PCR | 4 | 3 | 3,50 | 3 | 3 | 3 | 2 | |
| 20 | P-KE-IZ0-001 | 2-PCREN | 4 | 3 | 3,50 | 3 | 2 | 2 | 2 | |
| 21 | P-KM-KF0-001 | 1-PCR | 3 | 4 | 3,50 | 3 | 3 | 3 | 2 | |
| 21 | P-KM-KF0-001 | 2-PCREN | 3 | 4 | 3,50 | 3 | 3 | 3 | 2 | |
| 22 | P-KM-KF0-007 | 1-PCR | 4 | 3 | 3,50 | 3 | 3 | 3 | 4 | |
| 22 | P-KM-KF0-007 | 2-PCREN | 4 | 2 | 3,00 | 2 | 2 | 2 | 4 | |
| 23 | P-LS-FA0-001 | 1-PCR | 3 | 3 | 3,00 | 3 | 3,86 | 3 | 3 | |
| 23 | P-LS-FA0-001 | 2-PCREN | 3 | 3 | 3,00 | UTS | 3,86 | 3 | 3 | |
| 24 | P-MA-HZ0-011 | 1-PCR | 4 | 4 | 4,00 | 4 | 4 | 4 | 4 | |
| 24 | P-MA-HZ0-011 | 2-PCREN | 4 | 4 | 4,00 | 4 | 4 | 4 | 4 | |
| 25 | P-MG-AAB-002 | 1-PCR | 4 | 3 | 3,50 | 3 | 4 | 3 | 4 | |
| 25 | P-MG-AAB-002 | 2-PCREN | 4 | 2 | 3,00 | 3 | 4 | 3 | 4 | |
| 26 | P-MG-AAF-001 | 1-PCR | 4 | 2 | 3,00 | 2 | 3 | 3 | 1 | |
| 26 | P-MG-AAF-001 | 2-PCREN | 3 | 2 | 2,50 | 2 | 3 | 2 | 2 | |
| 27 | P-MG-K00-010 | 1-PCR | 4 | 3 | 3,50 | 3 | 3 | 3 | 4 | |
| 27 | P-MG-K00-010 | 2-PCREN | 3 | 3 | 3,00 | 2 | 3 | 2 | 3 | |
| 28 | P-ML-EA0 004 | 1-PCR | 4 | 3 | 3,50 | 3 | 3 | 3 | 1 | |
| 28 | P-ML-EA0 004 | 2-PCREN | 4 | 3 | 3,50 | 3 | 3 | 3 | 2 | |
| 29 | P-MR-EA0-005 | 1-PCR | 4 | 3 | 3,50 | 2 | 3 | 3 | 2 | |
| 29 | P-MR-EA0-005 | 2-PCREN | 4 | 3 | 3,50 | 3 | 3 | 3 | 2 | |
| 30 | P-MW-E00-004 | 1-PCR | 4 | 3 | 3,50 | 3 | 3 | 3 | 4 | |
| 30 | P-MW-E00-004 | 2-PCREN | 4 | 3 | 3,50 | 2 | 3 | 2 | 3 | |

| | Resource usage | CBA | Implement Progress | AVE EFFICIENCY | DIMENSION C | Fin Sust | Inst Sust | Partnership Sust | Env Sust | AVE SUST | DIMENSION D | AVE DIMS | AVE OF DIMENSIONS | SUMMARY RATING | BANK PERFORMANCE | BORROWER PERFORMANCE | OTHER STAKEHOLDERS | PCR QUALITY |
|--|----------------|-----|--------------------|----------------|-------------|----------|-----------|------------------|----------|----------|-------------|----------|-------------------|----------------|------------------|----------------------|--------------------|-------------|
| | 3 | | 3 | 2,33 | 3 | 3 | 3 | 3 | 3 | 3,00 | 2,96 | 3 | 3,5 | 3 | 3 | | | |
| | 3 | | 3 | 2,33 | 3 | 3 | 3 | 3 | 2 | 2,75 | 2,90 | 3 | 3 | 3,17 | 3 | 3,11 | | |
| | 2 | | 2 | 2,00 | 1 | 2 | 2 | 2 | 4 | 2,25 | 2,69 | 3 | 2 | 1 | 2 | | | |
| | 1 | | 2 | 1,67 | 1 | 2 | 2 | 2 | 3 | 2,00 | 2,29 | 2 | 2 | 1 | 2 | 2,33 | | |
| | 4 | 3 | 3 | 3,25 | 4 | 3 | 4 | 4 | 3 | 3,50 | 3,44 | 3 | 4 | 3 | 3 | | | |
| | UTS | UTS | UTS | 3,00 | UTS | UTS | UTS | UTS | 3 | 3,00 | 3,00 | 3 | UTS | UTS | UTS | 2,14 | | |
| | 3 | 3 | 3,5 | 3,13 | 4 | 3 | 3 | 3 | 3 | 3,25 | 3,22 | 3 | 4 | 3 | 3 | | | |
| | 3 | 3 | 3 | 3,00 | 3 | 3 | 3 | 3 | 3 | 3,00 | 3,13 | 3 | 4 | 3 | 3 | 3,75 | | |
| | 3 | | 3 | 2,67 | 4 | 4 | 4 | 4 | 3 | 3,75 | 3,35 | 3 | 3 | 3 | 3 | | | |
| | 3 | | 2 | 2,33 | 3 | 3 | 3 | 3 | 3 | 3,00 | 2,46 | 2 | 2 | 2 | 3 | 2,43 | | |
| | 4 | 3 | 3 | 3,00 | 4 | 3 | 3 | 3 | | 3,33 | 3,21 | 3 | 4 | 3 | 3 | | | |
| | 3 | UTS | 3 | 2,67 | 4 | 2 | 2 | 2 | | 2,67 | 2,71 | 3 | 3 | 2 | 3 | 2,38 | | |
| | 4 | | 3 | 3,00 | 3 | 3 | 3 | 3 | | 3,00 | 3,13 | 3 | 3 | 3 | 3 | | | |
| | 3 | | 3 | 2,67 | 3 | 3 | 3 | 3 | 3 | 3,00 | 3,04 | 3 | 3 | 3 | 3 | 2,25 | | |
| | 3 | | 3 | 3,33 | 3 | 4 | 4 | 4 | | 3,67 | 3,38 | 3 | 3 | 2 | 3 | | | |
| | 2 | | 2 | 2,67 | 3 | 3 | 3 | 3 | | 3,00 | 2,67 | 3 | 3 | 2 | 4 | 2,38 | | |
| | 4 | 3 | 3 | 3,25 | 2 | 2 | 3 | 3 | 3 | 2,50 | 2,94 | 3 | 3 | 3 | 3 | | | |
| | 4 | UTS | 3 | 3,33 | 2 | 2 | 3 | 3 | 2 | 2,25 | 2,90 | 3 | 3 | 3 | 3 | 3,11 | | |
| | 4 | | 4 | 4,00 | 4 | 4 | 4 | 4 | 4 | 4,00 | 4,00 | 4 | 4 | 4 | 4 | | | |
| | 4 | | 4 | 4,00 | 4 | 4 | 4 | 4 | 4 | 4,00 | 4,00 | 4 | 4 | 4 | 4 | 3,57 | | |
| | 4 | 4 | 3 | 3,75 | 3 | 3 | 3 | 3 | 3 | 3,00 | 3,31 | 3 | 3 | 3 | | | | |
| | 4 | 4 | 3 | 3,75 | 2 | 2 | 3 | 2 | 2 | 2,25 | 3,00 | 3 | 3 | 3 | | 2,56 | | |
| | 3 | 2 | 2 | 2,00 | 2 | 2 | 2 | 2 | 3 | 2,25 | 2,56 | 3 | 3 | 2 | 3 | | | |
| | 4 | 2 | 2 | 2,50 | 2 | 2 | 2 | 2 | 3 | 2,25 | 2,31 | 2 | 3 | 2 | 3 | 3 | | |
| | | | 3 | 3,50 | 3 | 3 | 3 | 3 | | 3,00 | 3,25 | 3 | 4 | 3 | 3 | | | |
| | | | 3 | 3,00 | UTS | 3 | 3 | 3 | | 3,00 | 2,75 | 3 | 4 | 3 | 3 | 3,14 | | |
| | 3 | 3 | 4 | 2,75 | 3 | 3 | 3 | 3 | 3 | 3,00 | 3,06 | 3 | 3 | 3 | 3 | | | |
| | 4 | 3 | 3 | 4,00 | 2 | 3 | 3 | 3 | 3 | 2,75 | 3,31 | 3 | UTS | UTS | UTS | 2,44 | | |
| | 4 | 3 | 3 | 3,00 | 2 | 3 | 3 | 3 | 3 | 2,75 | 3,06 | 3 | 3 | 3 | 3 | | | |
| | 4 | | 3 | 3,00 | 2 | 2 | 3 | 3 | 3 | 2,50 | 3,00 | 3 | 2,86 | 2,83 | 3 | 3 | | |
| | 4 | 4 | 3 | 3,75 | 3 | 3 | 3 | 3 | 2 | 2,75 | 3,25 | 3 | 3 | 2 | 3 | | | |
| | | | 3 | 3,00 | 3 | 3 | 3 | 3 | 2 | 2,75 | 2,81 | 3 | 2,86 | 2,33 | 2,67 | 2,78 | | |

| Project Number | Project Ref | Evaluation | PDO Relevance | Design Relevance | OVERALL RELEVANCE DIMENSION A | Average Outcomes | Average Outputs | DEVT OBJECTIVE DIMENSION B | Timeliness | |
|----------------|---------------|------------|---------------|------------------|----------------------------------|------------------|-----------------|-------------------------------|------------|--|
| 31 | P-MW-IE0-002 | 1-PCR | 4 | 3 | 3,50 | 4 | 3 | 4 | 2 | |
| 31 | P-MW-IE0-002 | 2-PCREN | 4 | 2 | 3,00 | 3 | 3 | 3 | 2 | |
| 32 | P-RW-IZ0-003 | 1-PCR | 4 | 4 | 4,00 | 3 | 3 | 3 | 3 | |
| 32 | P-RW-IZ0-003 | 2-PCREN | 4 | 3 | 3,50 | 3 | 3 | 3 | 3 | |
| 33 | P-TZ-IE0-002 | 1-PCR | 4 | 4 | 4,00 | 3 | 3 | 3 | 3 | |
| 33 | P-TZ-IE0-002 | 2-PCREN | 4 | 3 | 3,50 | 2 | 3 | 2 | 3 | |
| 34 | P-UG-AAZ-001 | 1-PCR | 4 | 4 | 4,00 | 4 | 3,5 | 3,75 | 4 | |
| 34 | P-UG-AAZ-001 | 2-PCREN | 3 | 2 | 2,50 | 2 | 2 | 2 | 3 | |
| 35 | P-UG- IAC-001 | 1-PCR | 4 | 4 | 4,00 | 4 | 4 | 3 | 3 | |
| 35 | P-UG- IAC-001 | 2-PCREN | 4 | 3 | 3,50 | 3 | 3 | 3 | 3 | |
| 36 | P-UG-IE0-003 | 1-PCR | 3 | 3 | 3,00 | 3 | 3 | 3 | 4 | |
| 36 | P-UG-IE0-003 | 2-PCREN | 3 | 2 | 2,50 | 2 | 2 | 2 | 4 | |
| 37 | P-ZI-AA0-075 | 1-PCR | 3 | 3 | 3,00 | 3 | 3 | 3 | 2 | |
| 37 | P-ZI-AA0-075 | 2-PCREN | 3 | 3 | 3,00 | 3 | 3 | 3 | 2 | |
| 38 | P-Z1-AA0-090 | 1-PCR | 4 | 3 | 3,50 | 4 | 3 | 3 | 3 | |
| 38 | P-Z1-AA0-090 | 2-PCREN | 4 | 3 | 3,50 | 3 | 3 | 3 | 3 | |
| 39 | P-Z1-AAF-001 | 1-PCR | 4 | 3 | 3,50 | 3 | 3 | 3 | 3 | |
| 39 | P-Z1-AAF-001 | 2-PCREN | 4 | 2 | 3,00 | 3 | 3 | 3 | 2 | |
| 40 | P-Z1-C00-008 | 1-PCR | 3 | 3 | 3,00 | 3 | 3 | 3 | 2 | |
| 40 | P-Z1-C00-008 | 2-PCREN | 2 | 3 | 2,50 | 2 | 3 | 2 | 2 | |
| 41 | P-Z1-C00-015 | 1-PCR | 4 | 2 | 3,00 | 2,5 | 2,5 | 2,5 | 2 | |
| 41 | P-Z1-C00-015 | 2-PCREN | 2 | 2 | 2,00 | 2 | 2,84 | 2 | 2 | |
| 42 | P-Z1-C00-039 | 1-PCR | 4 | 2,5 | 3,25 | 1 | 3 | 1 | 4 | |
| 42 | P-Z1-C00-039 | 2-PCREN | 4 | 1 | 2,50 | 1 | 3 | 1 | 4 | |
| 43 | P-Z1-C00-041 | 1-PCR | 3 | 2 | 2,50 | 1 | 2 | 1 | 2 | |
| 43 | P-Z1-C00-041 | 2-PCREN | 3 | 1 | 2,00 | 1 | 2 | 1 | 2 | |
| 44 | P-Z1-DB0-067 | 1-PCR | 3,5 | 3 | 3,25 | 2,5 | 3 | 3 | 2,5 | |
| 44 | P-Z1-DB0-067 | 2-PCREN | 3 | 3 | 3,00 | 2 | 3 | 2 | 2 | |
| 45 | P-ZI-E00-001 | 1-PCR | 4 | 3 | 3,50 | 2 | 3 | 3 | 1 | |
| 45 | P-ZI-E00-001 | 2-PCREN | 3 | 3 | 3,00 | 2 | 3 | 2 | 1 | |
| 46 | P-Z1-IB0-007 | 1-PCR | 4 | 3 | 3,50 | 3 | 3 | 4 | 2 | |
| 46 | P-Z1-IB0-007 | 2-PCREN | 4 | 3 | 3,50 | 2 | 3 | 2 | 2 | |

| | Resource usage | CBA | Implement Progress | AVE EFFICIENCY | DIMENSION C | Fin Sust | Inst Sust | Partnership Sust | Env Sust | AVE SUST | DIMENSION D | AVE DIMS | AVE OF DIMENSIONS | SUMMARY RATING | BANK PERFORMANCE | BORROWER PERFORMANCE | OTHER STAKEHOLDERS | PCR QUALITY |
|--|----------------|-----|--------------------|----------------|-------------|----------|-----------|------------------|----------|----------|-------------|----------|-------------------|----------------|------------------|----------------------|--------------------|-------------|
| | 3 | | 3 | 2,67 | 3 | 3 | 3 | 3 | 3 | 3,00 | 3,29 | 3 | 3 | 3 | 3 | | | |
| | 3 | | 3 | 2,67 | 2 | | | | | 2,00 | 2,67 | 3 | 3 | 2 | 3 | | | 2,78 |
| | | | 3 | 3,00 | 3 | 3 | 3 | | | 3,00 | 3,25 | 3 | 4 | 3 | 3 | | | |
| | | | 3 | 3,00 | 3 | 3 | 2 | | | 2,67 | 3,04 | 3 | 3 | 3 | 3 | | | 3,22 |
| | 3 | | 3 | 3,00 | 3 | 3 | 3 | 3 | 3 | 3,00 | 3,25 | 3 | 3 | 3 | 3 | | | |
| | 3 | | 2 | 2,67 | 2 | 3 | 2 | UTS | | 2,33 | 2,63 | 3 | 3 | 2 | 2 | | | 2,78 |
| | 4 | 4 | 4 | 4,00 | 3 | 3 | 3 | 4 | 4 | 3,25 | 3,75 | 4 | 4 | 4 | | | | |
| | 2 | 4 | 3 | 3,00 | 2 | 2 | 1 | 3 | 3 | 2,00 | 2,38 | 2 | 2,17 | 1,75 | | | | 1,67 |
| | 4 | | 4 | 3,67 | 3 | 4 | 4 | 3 | 3 | 3,50 | 3,54 | 4 | 4 | 4 | 4 | | | |
| | 4 | | 3 | 3,33 | 3 | 3 | 4 | 3 | 3 | 3,25 | 3,27 | 3 | 4 | 3 | 3 | | | 2,71 |
| | 3 | 3 | 3 | 3,25 | 2 | 3 | 4 | 4 | 4 | 3,25 | 3,13 | 3 | 3 | 2 | 2 | | | |
| | 3 | na | 3 | 3,33 | 2 | 2 | 4 | 4 | 4 | 3,00 | 2,71 | 3 | 3 | 2 | 2 | | | 1,83 |
| | 3 | 4 | 3 | 3,00 | 2 | 3 | 3 | 3 | 3 | 2,75 | 2,94 | 3 | 3 | 3 | 3 | | | |
| | 3 | 3 | 2 | 2,50 | 2 | 3 | 3 | 3 | 3 | 2,75 | 2,81 | 3 | 3 | 3 | 3 | | | 2,75 |
| | 4 | | 3 | 3,33 | 3 | 3 | 4 | 3 | 3 | 3,25 | 3,27 | 3 | 3 | 3 | 3 | | | |
| | 4 | | 3 | 3,33 | 3 | 3 | 3 | | | 3,00 | 3,21 | 3 | 2,86 | 3,17 | 3 | | | 3,78 |
| | 3 | 3 | 3 | 3,00 | 3 | 3 | 2 | 3 | 3 | 2,75 | 3,06 | 3 | 3 | 2 | 3 | | | |
| | 3 | 3 | 2 | 2,50 | 3 | 3 | 2 | 3 | 3 | 2,75 | 2,81 | 3 | 2,57 | 1,83 | 2 | | | 2,44 |
| | 3 | | | 2,50 | 3 | 3 | 3 | | | 3,00 | 2,88 | 3 | 3 | 3 | 3 | | | |
| | 3 | | | 2,50 | 3 | 3 | 3 | | | 3,00 | 2,50 | 3 | 2 | 3 | 3 | | | 2,86 |
| | 3 | | | 2,50 | 2 | 3 | 3 | | | 2,67 | 2,67 | 3 | 3 | 3 | 3 | | | |
| | 3 | | | 2,50 | 2 | 3 | 3 | | | 2,67 | 2,29 | 2 | 2 | 2 | 3 | | | 2,86 |
| | 3 | | 3 | 3,33 | 2 | 4 | 3 | | | 3,00 | 2,65 | 3 | 3 | 4 | 3 | | | |
| | 3 | | 2 | 3,00 | 1 | 3 | 3 | | | 2,33 | 2,21 | 2 | 2,25 | 2 | 3 | | | 3 |
| | 2 | | 2,7 | 2,23 | 1 | 2,5 | 2,5 | | | 2,00 | 1,93 | 2 | 2,5 | 2 | 3 | | | |
| | 1 | | 2 | 1,67 | 1 | 2 | 2 | 1 | 1 | 1,50 | 1,54 | 2 | 2 | 1 | 3 | | | 2,86 |
| | 3 | 4 | 2,5 | 3,00 | 3,5 | 3,5 | 3 | 3 | 3 | 3,25 | 3,13 | 3 | 3,5 | 3 | 3 | | | |
| | 3 | 4 | 2 | 2,75 | 3 | 3 | 3 | 3 | 3 | 3,00 | 2,69 | 3 | 3 | 3 | 3 | | | 2,25 |
| | 3 | | 4 | 2,67 | 2 | 3 | 3 | | | 2,67 | 2,96 | 3 | 3 | 3 | | | | |
| | 1 | | 3 | 1,67 | 2 | 2 | 2 | | | 2,00 | 2,17 | 2 | 2,86 | 2,67 | | | | 2,67 |
| | 4 | | 3 | 3,00 | 3 | 4 | 4 | 4 | 4 | 3,75 | 3,56 | 4 | 3 | 3 | 3 | | | |
| | 3 | | 3 | 2,67 | 3 | 3 | 4 | | | 3,33 | 2,88 | 3 | 3 | 3 | 3 | | | 2,63 |

| Project Number | Project Ref | Evaluation | PDO Relevance | Design Relevance | OVERALL RELEVANCE DIMENSION A | Average Outcomes | Average Outputs | DEVT OBJECTIVE DIMENSION B | Timeliness | |
|----------------|--------------|------------|---------------|------------------|----------------------------------|------------------|-----------------|-------------------------------|------------|--|
| 47 | P-ZM-E00-008 | 1-PCR | 4 | 3 | 3,50 | 3 | 3 | 3 | 2 | |
| 47 | P-ZM-E00-008 | 2-PCREN | 4 | 3 | 3,50 | 2 | 3 | 2 | 2 | |
| 48 | P-ZM-E00-009 | 1-PCR | 3 | 3 | 3,00 | 3 | 3 | 3 | 2 | |
| 48 | P-ZM-E00-009 | 2-PCREN | 3 | 3 | 3,00 | 3 | 2 | 2 | 2 | |
| 49 | P-ZW-E00-002 | 1-PCR | 4 | 4 | 4,00 | 3 | 3 | 3 | 2 | |
| 49 | P-ZW-E00-002 | 2-PCREN | 4 | 4 | 4,00 | 3 | 3 | 3 | 2 | |

| | Resource usage | CBA | Implement Progress | AVE EFFICIENCY | DIMENSION C | Fin Sust | Inst Sust | Partnership Sust | Env Sust | DIMENSION D | AVE OF DIMNSIONS | SUMMARY RATING | BANK PERFORMANCE | BORROWER PERFORMANCE | OTHER STAKEHOLDERS | PCR QUALITY |
|--|----------------|-----|--------------------|----------------|-------------|----------|-----------|------------------|----------|-------------|------------------|----------------|------------------|----------------------|--------------------|-------------|
| | 3 | 3 | 3 | 2,75 | 2 | 3 | 3 | 3 | 3 | 2,75 | 3,00 | 3 | 3 | 3 | 3 | |
| | 4 | | 2 | 2,67 | 2 | | 3 | 3 | 3 | 2,67 | 2,71 | 3 | 2,71 | 2,83 | 3 | 2,89 |
| | 3 | 2 | 3 | 2,50 | 3 | 3 | 3 | 3 | 3 | 3,00 | 2,88 | 3 | 3 | 3 | 2 | |
| | 4 | 3 | 2 | 2,75 | 3 | 3 | 3 | 3 | 3 | 3,00 | 2,69 | 3 | 2,71 | 2,33 | 2 | 3 |
| | 3 | 3 | 3 | 2,75 | 3 | 3 | 2 | 4 | 3 | 3,00 | 3,19 | 3 | 4 | 2 | 3 | |
| | 3 | 3 | 3 | 2,75 | 2 | 3 | 2 | 3 | 3 | 2,50 | 3,06 | 3 | 3,57 | 3 | 3 | 2,89 |

Endnotes

1. The WB project performance rating includes only the relevance, effectiveness and efficiency (not sustainability). The “disconnect” is no longer reported, since a 2016 independent evaluation of the World Bank Group’s self-evaluation systems, the evaluators lamented an excessive focus on minimising the disconnect between self-evaluation and IEG ratings. An unintended result of focusing on this indicator was that this encouraged gaming rather than learning.
2. Nine months stated in IDB and IIC Project Performance: OVE’s Review of 2016 Project Completion Reports and Expanded Supervision Reports (2017)





IDEV

Independent Development Evaluation
African Development Bank



About this Evaluation

All African Development Bank Group (AfDB) operations are self-evaluated through a Project Completion Report (PCR) prepared by Bank operations staff. The PCRs are then independently reviewed and validated by IDEV, which produces a PCR evaluation note for each project. In 2016, AfDB staff prepared PCRs for 49 completed projects. This report synthesises the findings of the PCR evaluation notes that reviewed those 49 projects.

The main aim of the independent validation process was to draw pertinent lessons and make recommendations to improve both the management of current projects as well as the design and implementation of future projects. The 2016 PCRs related to multi-sector projects (governance, social, finance sectors) as well as some in the infrastructure (power, transport, water supply and sanitation), agriculture and environmental sectors. The validation examined project performance (in terms of the relevance, effectiveness, efficiency, efficiency and sustainability of the project, and the performance of project partners), PCR quality, and project monitoring and evaluation systems, including gender sensitivity.

This synthesis report gives an overview of the results of the PCR evaluation notes and compares them with the results obtained by the PCRs. It also makes recommendations to the Bank aimed at improving project performance, the quality of PCRs, and the validation process.



IDEV

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