



**MOPAN
COMMON
APPROACH**

**African
Development Bank
(AfDB) 2009**

February 19, 2010

Preface

This report on the African Development Bank was prepared for the Multilateral Organisation Performance Assessment Network (MOPAN), an informal network of 15 donor countries with a common interest in assessing the organisational effectiveness of multilateral organisations.

For more information on MOPAN and the Common Approach, please visit the MOPAN website (www.mopanonline.org)

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We thank all participants in the African Development Bank assessment. Each of the respondents, partners and MOPAN donors alike, contributed valuable insights and time to respond to the survey. The MOPAN Country Leads¹ in each country oversaw the process and ensured its success. The institutional lead Sweden oversaw the process at institutional level and was in direct dialogue with the African Development Bank on behalf of MOPAN. Representatives of the African Development Bank offered their support by providing complete lists of their partners in each country. Research firms in each country provided vital in-country research support by following up with partners to ensure adequate response rates.

Roles of Authors and the MOPAN Secretariat

The MOPAN Secretariat, in close cooperation with the MOPAN Technical Working Group, initiated and managed the survey. MOPAN developed the Key Performance and Micro-indicators, designed the survey methodology, coordinated the development of lists of survey respondents, and approved the final survey questionnaire. MOPAN also oversaw the design, structure, tone, and content of the reports.

GlobeScan developed the survey instrument and conducted the survey and analysis.

Universalialia, GlobeScan, and several consultants wrote the reports.

¹ France (Senegal), Netherlands and Germany (Mozambique), Norway and Denmark (Uganda), United Kingdom (Ethiopia).

Acronyms

AAA	Accra Agenda for Action
ADF	African Development Fund
AfDB	African Development Bank
COMPAS	Common Performance Assessment System
CSP	Country Strategy Paper
IRR	Internal Rate of Return
KPI	Key Performance Indicator (of the MOPAN Common Approach)
MDB	Multilateral Development Banks
MfDR	Managing for Development Results
MOPAN	Multilateral Organisation Performance Assessment Network
MTS	Medium Term Strategy
NPV	Net Present Value
NTF	Nigeria Trust Fund
OECD-DAC	Organisation for Economic Cooperation and Development – Development Assistance Committee
OPEV	Operational Evaluation Department
PIU	Project Implementation Units
RMF	Results Measurement Framework
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund

Contents

1. Introduction	1
2. The African Development Bank	7
3. Main Findings	10
3.1 Overview	10
3.2 Performance in Strategic, Operational, Relationship, and Knowledge Management	12
3.2.1 Overview	12
3.2.2 Strategic Management	12
3.2.3 Operational Management	15
3.2.4 Relationship Management	18
3.2.5 Knowledge Management	20
3.3 Respondents' Views on the AfDB's Strengths and Areas for Improvement	21
4. Conclusion	24

Figures

Figure 1.1 Dimensions of Organisational Effectiveness in the MOPAN Common Approach	3
Figure 1.2 Band Ranges and Descriptors	4
Figure 1.3 Number of Respondents and Quotas for the AfDB by Country and Respondent Group	6
Figure 3.1 Overall Ratings of AfDB's Internal Effectiveness by Respondent Group	10
Figure 3.2 Overall Ratings on Key Performance Indicators (mean scores, all respondents)	11
Figure 3.3 Distribution of Ratings across all Micro-Indicators, by Respondent Group	12
Figure 3.4 Strategic Management Performance, Mean Scores by Respondent Group	13
Figure 3.5 Operational Management Performance, Mean Scores by Respondent Group	15
Figure 3.6 Relationship Management Performance, Mean Scores by Respondent Group	18
Figure 3.7 Knowledge Management Performance, Mean Scores by Respondent Group	20
Figure 4.1 AfDB's Greatest Strengths, by Respondent Group *	25
Figure 4.2 AfDB's Greatest Strengths, by Respondent Group *	26

Appendices

Appendix I Respondent Profile	27
Appendix II Respondent Base and Don't Know Response	28
Appendix III KPI and MI Data – by Quadrant	33
Appendix IV KPI Mean Score by Respondent Group	42

Executive Summary

Background

The AfDB in 2009

- Stronger on strategic management
- Ongoing limitations in its capacity to deliver
- Partners and donors at headquarters are more positive about its performance than donors at country level

The MOPAN Common Approach assesses the *organisational effectiveness* of multilateral organisations based on the perceptions of MOPAN members and direct partners of these organisations. It is an exercise developed by a group of donor countries in order to contribute to improved performance of multilateral organisations.²

In an ideal world, the effectiveness of multilateral organisations would be assessed by their contributions to the results achieved by developing countries. While many multilaterals are improving their results frameworks and data-gathering systems, these are not yet developed enough across organisations to be used as the basis of a systematic effectiveness assessment. As a proxy, the MOPAN Common Approach therefore measures the effectiveness of multilateral organisations by seeking perceptions of respondents on behaviours, systems and processes that should enable these organisations to contribute to the achievement of development results at a country level.³

The MOPAN Common Approach is the successor to the Annual MOPAN Survey, conducted annually since 2003; however, it is broader and deeper than the previous surveys. It brings in the views of the national partners of multilateral organisations and those of multilateral donors, that is, MOPAN members at both headquarters and country level.⁴ The MOPAN Common Approach takes a more systematic look at organisational effectiveness organised around the widely recognised balanced scorecard approach that examines four dimensions of organisational effectiveness – strategic management, operational management, relationship management, and knowledge management.⁵ Within each of these dimensions, or “quadrants”, the MOPAN Common Approach has developed key performance indicators (KPIs) of organisational effectiveness, as well as micro-indicators (MIs) that specify the measurement criteria for the KPIs.

The MOPAN Common Approach is intended to generate relevant and credible information to assist MOPAN members in meeting domestic accountability requirements and to support dialogue between MOPAN members, multilateral organisations and their direct partners, with a specific

² MOPAN is an informal network of 15 donor countries. In 2009, members include Australia, Austria, Canada, Denmark, Finland, France, Germany, Ireland, The Netherlands, Norway, The Republic of Korea, Spain, Sweden, Switzerland and the United Kingdom. For more information on MOPAN, please visit www.mopanonline.org.

³ Whether or not a multilateral organisation does in fact contribute to the achievement of development results, will also depend on whether or not it is addressing the right development issues, with the right instruments, and at an appropriate scale, given the country context in which it operates.

⁴ The terms “donors” and “MOPAN members” are used interchangeably in this report and refer only to the respondents in this assessment.

⁵ Organisational effectiveness is defined by MOPAN as “being organised to support clients/partners to produce and deliver expected results.”

focus on improving organisational learning and effectiveness over time. The Common Approach complements other ongoing assessment processes such as the bi-annual Survey on Monitoring the Paris Declaration and the annual reports of the Common Performance Assessment System (COMPAS) published by the Multilateral Development Banks.

In 2009, the AfDB was assessed at an institutional level and across four countries: Ethiopia, Mozambique, Senegal, and Uganda.

The assessment draws on the perceptions of three groups of respondents: MOPAN members in-country and at headquarters, as well as direct partners (both governmental and NGOs) of multilateral organisations. These were collected through a stakeholder survey, which was primarily conducted online, with a small proportion of direct partners completing it via a face-to-face interview for practical reasons. A total of 94 respondents participated in the survey on the AfDB.

Main Findings

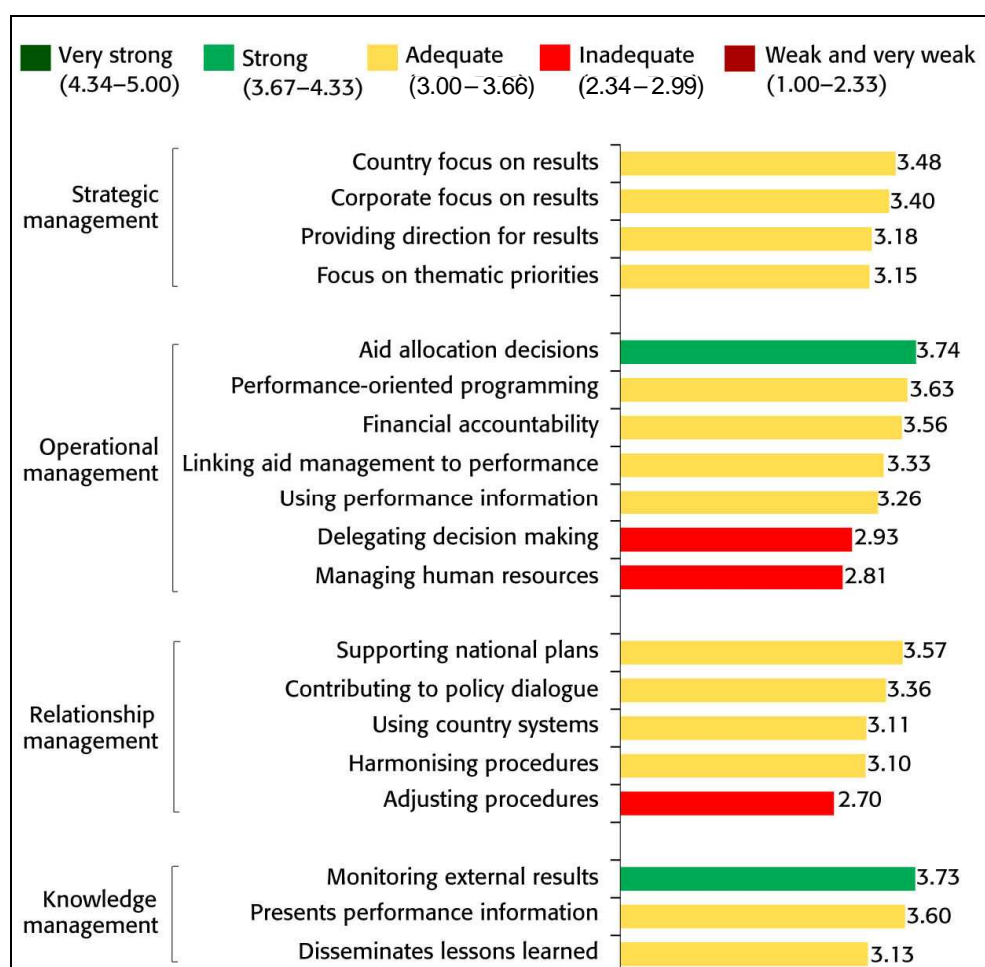
The AfDB continues to be recognised for its strong African identity and regional ownership, with the positive effects that has on its legitimacy among African governments and its understanding of regional needs and priorities. It is not surprising, therefore, that among its greatest perceived strengths are the way that it aligns with national strategies, its use and transparency with respect to the criteria for allocating African Development Fund (ADF) resources, and the favourable views of donors with respect to its strategy and the clarity of its mandate.

The Bank is in the midst of implementing an ambitious set of reforms in the way that it operates. The three performance areas of greatest concern to respondents – delegating decision making, managing human resources, and adjusting procedures to take account of local conditions – relate to operational areas that have significant implications for efficient and effective delivery of aid at the country level. In addition, survey results suggest that although the Bank has introduced improvements in strategy and policy, as well as reforms to many of its business processes, these are not yet perceived in how it is operating at a country level.

“The AfDB has come a long way and deserves some credit for this, without losing sight on the work that still lies ahead.” (Donor at HQ)

“While responses seem to be average, we are encouraged that changes are happening at the Bank and it seems to be on an improving trend”. (Donor at HQ)

Overall, the AfDB is seen to perform adequately in the four management areas of the MOPAN Common Approach. This is based on total survey mean scores that show adequate or better management performance of the AfDB in 16 out of the 19 areas assessed. The following chart provides the mean scores calculated for each of the 19 performance indicators based on ratings given by the total group of respondents. In general, AfDB’s partners assess its performance more positively than donors in country and at headquarters in each of these areas.

Performance across all indicators (mean scores, all respondents)

AfDB's Strategic Management

- High ratings on: The Bank's strategy, which is linked to a clear mandate
- Low ratings on: The Bank's capacity to apply results-based management across the organisation and having an institutional culture that reinforces the focus on results
- Mixed ratings on: the integration of thematic priorities, viewed as a strength by partners (governance), and as inadequate by donors (gender equality and environment)

Strategic Management

The AfDB is seen to be performing adequately in the area of strategic management. The findings indicate that the Bank is adopting results-oriented approaches, although progress is viewed to be uneven across the organisation.

In its corporate focus on results, the AfDB is seen to have an organisational strategy that is based on a clear mandate. The HQ-based donors suggest that organisational strategy is an area of strength for the AfDB. They underline the clarity of the Bank's mandate and note improvements in the quality of the Bank's strategy and policy documents in recent years.

"The Bank's strategic management is very good and puts focus on the right issues. The various strategies drafted during the last 2–3 years are of high quality and well aligned with the Bank's overall strategy and vision." (Donor at HQ)

But culture and capacity gaps are also perceived, which may limit the implementation of results-based management. Donor responses tend to suggest that the Bank is still in transition between a culture that emphasises approvals and disbursements to a culture where what matters are results on the ground. They are uncertain about the Bank's capacity to ensure consistent application of results-based management practices and a more results-oriented culture in the Bank.

"The Bank is ambitiously trying to move from an approval culture to a results culture. The Bank has the right tools. This transition takes time, and it is still too early to say whether the results are visible and can be sustained." (Donor at HQ)

While the results-orientation of the Bank's country strategy papers is generally considered to be adequate, donors see a potential to improve its country results frameworks. According to respondents, quality improvements should be made in the integration of results for cross-cutting thematic priorities and in creating a stronger linkage between results articulated for projects, programs, and at the country level. Donor responses indicate that the quality could also be improved via greater consultation with beneficiaries in the framing of country results.

The AfDB is rated strongly by partners for its strategic focus on thematic priorities, but it is not always meeting the expectations of donors with respect to its focus on gender equality and environmental protection. In its Medium Term Strategy (2008–2012), the AfDB defines gender equality and environmental protection as thematic priorities. In the AfDB, these thematic areas are treated differently than the area of good governance, which is a focal area in the Bank's Medium Term Strategy. While partners in particular view the AfDB's focus on good governance as a strength, donors see the integration of gender equality and, to a lesser extent, environmental protection as a real weakness for the AfDB.

"They are advocates of good governance and anti corruption among African countries. Reducing poverty and improve peoples living conditions by mobilising resources for social and economic development (health, infrastructure etc)." (Partner)

AfDB's Operational Management

- High ratings on Allocating ADF resources in a way that is transparent and predictable
- Low ratings on: Managing human resources and delegating decision making
- Mixed ratings on: the AfDB's practices for financial accountability

Operational Management

The AfDB is seen to face a number of challenges in its operational management.

The ratings provided by respondents suggest that the Bank can benefit from more effective and thorough decentralisation. The opening of operational field offices may be facilitating interactions between the AfDB and its national partners and other development agencies, but this is not perceived to be accompanied by a transfer of decision-making authority to the field level. In their responses to the survey's open-ended question on the greatest area for improvement at the AfDB, a quarter of the respondents emphasised aspects of decentralisation, noting that staffing is thin at the country level and that too many decisions are still taken centrally.

"They should try to bring down operations to country level management and not at Headquarters...as this delays decision making process" (Partner)

And donors continue to see the management of human resources as an area for improvement. The Bank has made efforts to adopt performance-oriented human resource management systems, but donor perceptions indicate that the system is not being managed to its full potential. The primary concerns of the donors at headquarters are with respect to the use of results-focused performance agreements for senior staff and the transparency of the incentives system to reward staff for performance.

"The Bank has got new Human Resources with necessary skills, but so far the Bank has not been able to manage this resource to its full potential. This is shown for example in the Bank's decentralisation strategy and opening of the field offices." (Donor at HQ)

The AfDB is perceived to perform strongly in allocating its concessional (ADF) resources in a way that is both transparent and predictable. This is the clearest area of strength for the AfDB out of the 19 key performance indicators assessed in the 2009 MOPAN Common Approach. The Bank is perceived to publish these criteria – although donor responses in country suggest this could be done better. It is also seen to allocate resources according to the criteria.

The AfDB is viewed to implement several programming processes that are performance oriented. There is less certainty among donors about its use of performance information as a management tool to improve project and program performance. The Bank is perceived to have some of the practices that can positively affect quality at entry (such as subjecting new operations to impact analysis prior to approval) and setting milestones to assess progress of project implementation. Yet during implementation, its use of performance information for proactively managing projects that have been "unsatisfactory" is noted as an area of inadequate performance. Donors are also more critical or unaware of the Bank's follow up on evaluation recommendations to improve programming.

"Operational management can still be improved. The portfolio of problematic projects is still large. That being said, the AfDB operates in a geographic area that is particularly difficult, where operational management cannot be perfect" (Donor at country level).

The Bank is acknowledged for linking aid management to performance. The Bank is perceived to perform adequately in linking loans and credit to expected development results.

The Bank is recognised by respondents for its audit practices. Donors and national partners are confident in the AfDB's audit requirements at the corporate and project levels. In addition, HQ donors perceive that the internal audit function is providing objective information to the Board of Governors. Almost all of the audit-related indicators are rated strongly by respondents.

But the Bank is viewed less positively on how it implements risk management strategies, manages irregularities identified at the country level, and implements its institutional policy addressing corruption. AfDB performance in these areas is rated as adequate by donors who interact with HQ, but as inadequate or weak by donors in country.

Relationship Management

AfDB's Relationship Management

- High ratings on: Alignment with national plans
- Low ratings on: Adjusting and harmonising procedures
- Mixed ratings on: Use of country systems, where performance is judged to be inadequate in several areas

The Bank is viewed to manage relationships with partners in a way that supports national plans and policy dialogue. It is rated less well in using national systems, harmonising its approaches, and in adapting flexible procedures.

The Bank is perceived to be well aligned with national development strategies. MOPAN Common Approach findings suggest that the AfDB's operations and country results frameworks are well aligned with country strategies. Of particular merit is that its conditionality is generally seen to reflect governments' own goals and benchmarks.

Donors recognise its respectful approach to policy dialogue, while expressing the need for better quality of inputs. Donors at headquarters and in country consider the AfDB to respect client views during the dialogue process. However, donors at the country level question the value of its inputs to that dialogue.

Yet the Bank is viewed as lagging behind in the use of country systems. Respondents suggest that the AfDB is not doing enough to use financial reporting procedures and national procurement systems. Partners perceive that the Bank is still using Project Implementation Units (PIUs) that operate in parallel to the government, despite the reported decline in its overall use of PIUs according to the Survey on Monitoring the Paris Declaration (2008).

Donor respondents suggest that the Bank needs to improve its performance on harmonisation. The perceptions of respondents in this year's assessment suggest that the AfDB is inconsistent in its participation in joint missions and participating in program-based approaches, other than through budget support. Donors at the country level are the most concerned about the Bank's role in donor harmonisation. In the survey's open-ended question on the greatest area for improvement in the way that the AfDB operates, it is the theme most often identified by country donors. Paris Declaration monitoring data also confirms that the AfDB does not meet expectations in this area.

The perceived inflexibility and inefficiency of the Bank's procedures is a major cause for concern, particularly for its national partners.

Although the Bank's national partners tend to be more positive about the Bank in this performance area, they express clear discontent with the Bank's capacity to adjust portfolios to respond to

changes in the national context, and to adjust projects/programs based on learning that occurs during their implementation.

Efficiency is also a problem: respondents at country level indicate that the length of time it takes to complete procedures impacts implementation negatively.

"It is a heavy machine in terms of rules and procedures. Decisions are collegiate so there are no immediate answers to problems or requests. There is an office in Maputo, but it has no decision-making power. Communication is still by letter, while other banks use e-mail, and this takes a long time." (Partner)

Knowledge Management

AfDB's Knowledge Management

- High ratings on: An independent evaluation unit
- Low ratings on: Sharing lessons and engaging clients and beneficiaries in monitoring and evaluation

The Bank is considered to perform reasonably well in knowledge management, with a clear strength in its independent evaluation unit and room to improve on some aspects of monitoring and evaluation and learning.

In its monitoring of external results, an independent evaluation unit is seen as a strength of the AfDB. The donors based at headquarters value the independence of the Bank's Operational Evaluation Department (OPEV).

But donors at the country level suggest that the AfDB can be more consistent in involving clients and beneficiaries in monitoring and evaluation activities At country level, donors perceive that the Bank inadequately engages its national partners in monitoring and evaluation processes. This practice receives a rating of adequate from the Bank's national partners.

Donors at headquarters provide a positive assessment of the Bank's efforts to report on effectiveness. A majority of the donors at headquarters consider that the AfDB does report to the governing body on performance, including the outcomes achieved. They provide a rating of strong on this micro-indicator. They also provide a rating of adequate on the Banks reporting on its Paris Declaration commitments.

The donor perspectives on disseminating lessons learned suggest that the Bank does adequately in providing support for learning from operational experience. Learning has been emphasised by the Bank's reforms, and donors provide an adequate rating of the Bank's performance in sharing lessons from practical experience.

Key Strengths and Areas for Improvement

Based on the findings of the MOPAN Common Approach, several key strengths and areas for improvement were identified.

Key strengths

The AfDB's key strengths are based on the indicators that are rated as "strong" by more than one respondent group or have received a rating of "strong" overall. These include:

- Aid allocation decisions: the Bank's transparent and predictable allocation of ADF resources is considered to be a strength by partners and MOPAN members at headquarters. Country based donors perceive the Bank favourably for allocating concessional aid funding according to published criteria, although they are less certain about the extent to which it publishes those criteria.

- Financial accountability: partners and MOPAN members at headquarters have confidence in the AfDB's audit requirements at the corporate and project level. Partners also acknowledge that the AfDB ensures timely action in the handling of irregularities, while HQ donors recognise the AfDB's internal audit function.
- Monitoring external results: This area is particularly strong due to the views of donors at HQ, who see the independence of OPEV as a key strength.

Key Areas for Improvement

The key areas for improvement for the AfDB are drawn from those indicators rated as inadequate by more than one respondent group or where they have received an overall rating of inadequate:

- Adjusting procedures: both partners and MOPAN members at country level indicate that the AfDB needs greater flexibility and efficiency in the procedures that it uses – adapting better to local conditions and capacities.
- Focus on thematic priorities: this is seen to be an area for improvement by MOPAN members at headquarters and country level. In particular, donors signal a need for greater emphasis on thematic priorities such as gender equality and environmental protection. As noted earlier, however, the Bank's focus on thematic priorities is perceived as a strength by its partners.
- Managing human resources: is indicated as an area for improvement by MOPAN members at headquarters and country level. In particular, country donors see a need for the AfDB to keep international staff in country offices long enough to maintain effective partnerships, while donors at headquarters suggest a need for the AfDB to strengthen the transparency of its systems for recruiting and rewarding staff.
- Using performance information: MOPAN members at headquarters and country level suggest that there is room for the Bank to improve in this area; both groups highlight the need for better tracking of the implementation of evaluation recommendations reported to the Board, while donors at country level indicate a need for the AfDB to better manage 'unsatisfactory' activities. Partners on the other hand, provide a more positive view on its practices in this area.
- Using country systems: a number of attributes within this area are seen to be problematic by partners and MOPAN members at country level. Both groups indicate that the AfDB needs to better use government systems for national procurement and to reduce the use of PIUs that run in parallel to government. In addition, partners are particularly concerned about its use of national budget execution procedures while donors see a need for improvement in its use of national financial reporting procedures.
- Delegation of decision making: the ability to propose loan activities locally is indicated as an area for improvement by both partners and MOPAN members at country level.

1. Introduction

The MOPAN Common Approach assesses the *organisational effectiveness* of multilateral organisations based on the perceptions of MOPAN members and direct partners of these organisations. In an ideal world, the effectiveness of multilateral organisations would be assessed by their contributions to the results achieved by developing countries. While many multilaterals are improving their results frameworks and data-gathering systems, these are not yet developed enough across organisations to be used as the basis of a systematic effectiveness assessment. As a proxy, the MOPAN Common Approach therefore measures the effectiveness of multilateral organisations by seeking perceptions of respondents on behaviours, systems and processes that should enable these organisations to contribute to the achievement of development results at a country level. Whether or not a multilateral organisation does in fact contribute to the achievement of development results will also depend on whether or not it is addressing the right development issues, with the right instruments, and at an appropriate scale given the country context in which it operates.

The MOPAN Common Approach is the successor to the Annual MOPAN Survey, conducted annually since 2003; however, it is broader and deeper than the previous surveys. During the first year of implementation, it brings in the views of the national partners of multilateral organisations and those of multilateral donors, that is, MOPAN members at both headquarters and country level.⁶ The MOPAN Common Approach takes a more systematic look at organisational effectiveness organised around the widely recognised balanced scorecard approach that examines four dimensions of organisational effectiveness – strategic management, operational management, relationship management, and knowledge management.⁷ Within each of these dimensions or “quadrants”, the MOPAN Common Approach has developed key performance indicators (KPIs) of organisational effectiveness, as well as micro-indicators (MIs) that specify the measurement criteria for the KPIs.

The MOPAN Common Approach is intended to generate relevant and credible information to assist MOPAN members in meeting domestic accountability requirements and to support dialogue between MOPAN members, multilateral organisations and their direct partners that focuses on improving organisational learning and effectiveness over time. The Common Approach complements other ongoing assessment processes such as the bi-annual Survey on Monitoring the Paris Declaration and the annual reports of the Common Performance Assessment System (COMPAS) published by the Multilateral Development Banks.

In 2009, MOPAN used the newly developed Common Approach to assess the effectiveness of four multilateral organisations: the World Bank, the African Development Bank (AfDB), the United Nations Development Program (UNDP), and United Nations Children’s Fund (UNICEF). The Common Approach was carried out at an institutional level and across nine developing countries: Ethiopia, Guatemala, Mozambique, Pakistan, Peru, Thailand, Senegal, Serbia, and Uganda.⁸

Methodology

The Common Approach in 2009 used an online survey (as well as face-to-face interviews) conducted in June and July.

⁶ The terms “donors” and “MOPAN members” are used interchangeably in this document and refer only to the respondents in this assessment.

⁷ Organisational effectiveness is defined by MOPAN as “being organised to support clients/partners to produce and deliver expected results.”

⁸ For more information on MOPAN and the Common Approach, please visit the MOPAN website (www.mopanonline.org)

Sampling

The Common Approach seeks to access respondents identified either by MOPAN members or the multilateral organisations as having an expert opinion on the multilateral organisation being assessed. This purposive sampling method is called 'expert sampling'.

The identification process (involving all MOPAN members in collaboration with the four multilateral organisations assessed) resulted in a master list of over 1,000 names that defined the universe of potential respondents. Following the identification process, respondents were invited to participate in the survey.

MOPAN set quotas for the percentage of respondents that would be considered satisfactory for each group:

- 50% response rate among direct partners of multilateral organisations
- 75% response rate among MOPAN members in country offices and at headquarters

The strength of this approach lies in the views of respondents who are considered qualified to assess the multilateral organisation. However, since the MOPAN Common Approach allows MOPAN members and the organisations assessed to identify the most relevant individuals to complete the survey, MOPAN does not have a way of determining the knowledge and qualifications of the selected survey respondents. In addition, MOPAN was unable to meet the established quotas in some countries, despite efforts to follow up with respondents (see Figure 1.3).

Although the sample size limits the use of statistical analysis on these data, the procedures for respondent identification and recruitment, and overall survey response rate, allows for conclusions that are indicative of perceptions among the stakeholder groups.⁹ Comparisons across countries and respondent groups are provided as indicative information that can be used as a basis for discussion.

Survey Instrument

The survey consists primarily of a series of statements on the effectiveness of an organisation's systems and behaviours. Respondents were asked to rate the extent to which they believe each statement describes the multilateral organisation, using a 5-point scale where "1" represents very little and "5" very much. The three numerical points between these two end points were not specified to the respondent.¹⁰ Respondents were also given the opportunity to provide written comments following their numerical rating of each micro-indicator.

A core set of questions was developed for all respondents and additional questions were designed for specific respondents (reflecting their functional responsibility or relationship with the organisations). For example, questions relating to corporate issues, such as reporting to the Executive Board, were asked only of donors at headquarters. Questions on country-specific issues, such as the use of country systems, were asked only of donors in country and national partners of multilateral organisations.

At the beginning of the survey, respondents were invited to assess the overall internal effectiveness of the multilateral organisation and were asked two open-ended questions on their views of the organisation's overall strengths and areas for improvement.

⁹ Out of the 1000 individuals invited to complete the survey, 524 completed it, resulting in an overall response rate of 52%.

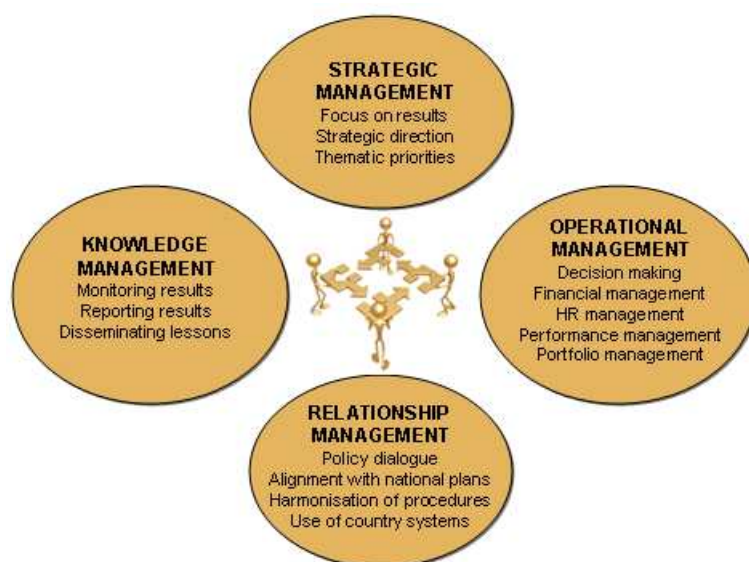
¹⁰ This is a common methodological procedure in multinational survey research due to the difficulties in finding verbal anchors for each survey language that capture the same degree of difference between each point on the scale. Verbally specifying the end points only has also been shown to lead to them being utilised more often than if all points are verbally specified. This counteracts the phenomenon where, sometimes, respondents will tend to avoid the use of end points to avoid appearing 'extreme.' Copies of the surveys are available on the MOPAN web site (www.mopanonline.org).

All respondents had the opportunity to complete the online survey in English, French, Spanish or Portuguese, and partners in Serbia and Thailand had the opportunity to complete the survey in Serbian or Thai.

Data Analysis

For analytical purposes, the 63 questions (i.e., micro-indicators) in the survey were rolled up into the 19 key performance indicators. These, in turn, were clustered together in the four organisational performance areas of the balanced scorecard as shown below.

Figure 1.1 Dimensions of Organisational Effectiveness in the MOPAN Common Approach



SPSS Version 17.0 statistical software was used to analyse the data collected and calculate an overall mean score for each question (micro-indicator). For each question, respondents had the option to indicate that they 'don't know' and these responses were not incorporated into the calculation of mean scores. As a result, some mean scores are based on fewer responses than others.¹¹ The respondent base size and rate of "don't know" response by KPI are provided in Appendix II.

Due to the fact that the numbers of respondents answering differs – both between respondent types and between survey countries – the means were calculated to give equal weight to:

- the views of each of the three respondent groups;¹²
- the countries where the survey took place;¹³
- donors in country and direct partners within each country where the survey took place.¹⁴

¹¹ Although this reduces the respondent base, the results can still be taken to be indicative of perceptions of those who provided an answer and are presented as a basis for discussion between MOPAN and the multilateral organisation.

¹² This is via the application of individual weights, whereby in-country donors, headquarter-level donors, and direct partners are given different weights in order to account for the fact that different numbers of each group were interviewed.

¹³ In-country donor and direct partner weights are also determined by the total number of respondents from each group who answered in their country, relative to the total number answering in other countries. Thus, a respondent in a country with a lower number of respondents carries a higher individual weight than the equivalent respondent from a country with a higher number of respondents.

Mean scores for each KPI were then calculated by taking the mean of the scores for each question (micro-indicator) within that KPI. For example, a KPI consisting of three micro-indicators which individually scored 2, 3, and 4 has a KPI mean of 3.

The resulting mean scores are in turn interpreted according to which of the bands outlined below they fall into. This system assigns mean scores (which potentially range from 1 to 5) into six bands. The band ranges, and descriptors attached to them, are set on the basis of an examination of the overall spread of mean scores in the study and also by examining the written comments that respondents offered following their numerical rating. These responses show that a rating of 3 indicates that a respondent considered the multilateral organisation to be not exhibiting the particular system or behaviour consistently throughout the organisation. A six-band system is thus employed to interpret mean scores so that any mean score below 3.0 is interpreted as, at best, inadequate.

Figure 1.2 Band Ranges and Descriptors

Band	Range	Descriptors
1	1 to 1.66	Very Weak
2	1.67 to 2.33	Weak
3	2.34 to 2.99	Inadequate
4	3.00 to 3.66	Adequate
5	3.67 to 4.33	Strong
6	4.34 to 5.00	Very Strong

Content analysis was applied to responses to open-ended questions using an emergent coding technique to organise the data into themes, and then the frequency of occurrence of each theme was calculated.

Section 3.3 of the report summarises findings based on the data from the two open-ended questions on areas of strength and areas for improvement for the multilateral organisation. Respondent comments on individual survey questions were also analysed in order to put the ratings into context. Respondent quotes were drawn from open-ended questions in order to illustrate tendencies in the ratings and the comments, wherever possible illustrating the positive and negative points of view provided on the theme.

Some of the findings presented in this report have been triangulated by examining COMPAS reports and the Survey on Monitoring the Paris Declaration.. The highlights from previous MOPAN surveys are presented in Section 2 of the report and where relevant, they are referenced in the context of the main findings.¹⁵

Strengths and Limitations of the Approach

MOPAN recognises that there are both strengths and limitations to the MOPAN Common Approach.

Its strengths include:

- The Common Approach seeks information from two different perspectives: MOPAN members (both at headquarters and country level) and direct partners of the multilateral organisation. This is in line with the commitments made by donors to the Paris

¹⁴ The terms “Direct Partners” and “National Partners” are used interchangeably in this report.

¹⁵ This varies from the approach taken in the reports on the Annual MOPAN Survey, which included a separate section with a comparison of the multilateral organisation’s partnership performance from one survey year to another.

Declaration on Aid Effectiveness and the Accra Agenda for Action regarding harmonisation, partner voice, and mutual accountability

- It uses a mix of quantitative and qualitative information (through close- and open-ended questions) which strengthen the accuracy of measurement. It provides a basis for discussion about improving agency effectiveness
- Where possible, it compares findings with other sources (for example Paris Declaration Survey results)
- It is customised to take into account the differences between the different types of multilateral organisations
- The MOPAN Common Approach webtool improves the efficiency of data collection and data analysis, and reduces the burden on survey respondents.

Its limitations include:

- Because the MOPAN Common Approach allows MOPAN members and the organisations assessed to choose the most relevant individuals to complete the survey, MOPAN does not have a way of determining if the most knowledgeable and qualified individuals are the ones completing the survey.
- The approach is based on a perception survey and not an actual analysis of the behaviours, systems and procedures. It produces numerical scores with a high degree of precision. However, the scores only provide a picture of effectiveness in priority areas, not deep insight into the different dimensions of organisational effectiveness.
- Findings are based on a single line of evidence (perception data) but these are compared to (and triangulated with) other findings where possible.¹⁶
- As a rapid assessment, some compromises must be made between cost, timeframes, and methodology.

As a learning organisation, MOPAN will continue to make improvements in the methodology based on the experience in each year of implementation.

AfDB Respondents

The table below shows the quotas and actual number of respondents in each country, from each respondent group, who assessed the AfDB. On an overall basis, the quota for AfDB respondents (92) was exceeded by the total number of respondents (94).

As noted in Appendix I, in 79 percent of cases, partners indicated a good level of familiarity with the AfDB, with a majority noting daily or weekly contact with the Bank. In 36 percent of cases, country-based donors indicated that they have a good level of familiarity with the AfDB; their frequency of contact is lower than that of the partners, with less than one-third reporting daily or weekly contact with the Bank. Donors based at headquarters had the highest level of familiarity with the Bank, with 79 percent indicating a good level of familiarity and 65 percent interacting with the organisation either daily or weekly.

¹⁶ Findings from COMPAS, the results of the Survey on Monitoring the Paris Declaration, and previous MOPAN surveys, where relevant.

Figure 1.3 Number of Respondents and Quotas for the AfDB by Country and Respondent Group

Country	Country-based Donors		Direct Partners		Headquarter-based Donors		Total Respondents
	Respondents	Quota	Respondents	Quota	Respondents	Quota	
Ethiopia	8	10	10	8	-	-	18
Mozambique	10	10	9	8	-	-	19
Senegal	7	4	3	6	-	-	10
Uganda	9	8	4	6	-	-	13
Sub-total	34	32	26	28	34	32	
Total							94

Within the country-level sample, there are more donors than direct partners. Donors say that they “don’t know” for 30 percent of their answers. Partners say they “don’t know” in only 10 percent of responses. At headquarters, donor respondents indicate they “don’t know” in 14 percent of their answers. Further detail on ‘don’t know’ responses is provided in Appendix II .

2. The African Development Bank

This section provides a brief overview of the AfDB and its mandate, areas of work, and recent organisational improvement processes. In addition, it summarises the results of previous MOPAN surveys on the AfDB and highlights the Bank's performance in COMPAS and the Survey on Monitoring the Paris Declaration. This information is intended to provide background and context for the MOPAN Common Approach findings on the AfDB in 2009.

Background on the AfDB

The African Development Bank Group aims to contribute to the sustainable economic development and social progress of its regional members.¹⁷ The Group comprises the AfDB, which began operations in 1967; the African Development Fund (ADF), which began operations in 1974; and the Nigeria Trust Fund (NTF), established in 1976. The 2009 MOPAN assessment was undertaken only in ADF countries, but since management structures are the same for ADB countries, the assessment covers the entire AfDB.

As of December 2008, the AfDB's shareholders included 53 African countries (i.e., regional member countries) and 24 non-African countries (i.e., non-regional member countries). The AfDB headquarters is based in Abidjan, Côte d'Ivoire, and temporarily located in Tunis, Tunisia, since 2003. The Bank has 25 field offices across Africa. All member countries are represented in the Board of Executive Directors in which the voting power is split according to each member country's financial share. Currently, African member countries possess approximately 60 of the shares with Nigeria as the largest single shareholder representing approximately 9 percent of the vote¹⁸. The Bank is thereby mainly controlled by its regional member countries and aspires to be the most important finance institution of the continent.

The AfDB provides African countries with ordinary (Bank) and concessional (Fund) loans, as well as with grants and technical assistance. In 2008, the AfDB approved 42 loans and grants, 28 loans totalling UA 1509.28 million and 14 grants totalling UA 13.57 million. Approvals increased in 2008, rising 8.4 per cent from UA 1.67 billion in 2007 to UA 1.81 billion in 2008. From 2006–2008, most of the resources were invested in the focal areas of infrastructure, governance, private sector development, and regional integration.¹⁹

The AfDB's reform agenda

The AfDB has been implementing a series of results-oriented reforms throughout the 10th and 11th replenishment cycles of the ADF. Broadly speaking, the emphasis of these reforms has been to improve the Bank's:

- **Results orientation:** The Bank introduced its results measurement framework (RMF) for its ADF in 2003 (during ADF-9). It has continued to strengthen the RMF in ADF-11 and has proposed to apply it across the Bank for the purposes of reporting on results during the implementation of its Medium Term Strategy 2008–2012. Results-based Country Strategy Papers (CSP) were introduced during ADF-10 and the format is undergoing further revision in ADF-11.

¹⁷ For more information on the African Development Bank, please visit the AfDB website (www.afdb.org)

¹⁸ AfDB, 2009, Statement of voting power as at: 31 July 2009

¹⁹ Other focal areas included agriculture and food security, social and human development, gender mainstreaming, environmental sustainability, and support to middle-income countries (MICs) and fragile states.

- Quality at entry: Within the framework of ADF-11, the Bank also committed to strengthening the quality at entry of operations through improved project logical frameworks, strengthened monitoring and evaluation systems, and baseline data availability.
- Results-focused supervision: Under ADF-11, the Bank continues its efforts to improve quality and frequency of supervision and strengthen its portfolio management system. In this respect, one of the most crucial reforms in progress is the improvement of the supervision reporting system and formats, which shifts the monitoring emphasis from process to quantitative outputs and outcomes progress.
- Decentralisation and harmonisation: The AfDB opened and staffed additional field offices between 2004 and 2007 and committed, under ADF-11, to transfer decision-making authority and task management as part of its decentralisation strategy. The four countries participating in this MOPAN survey (Ethiopia, Mozambique, Senegal, and Uganda) have country offices that were opened within the last five years. The transfer of decision making and task management remains a challenge in the institution. However, a major step has recently been taken in that direction, in allowing mid-term reviews to make significant changes in the project design and budgeting allocations in order to put problematic projects back on track.
- Learning and accountability: The Bank committed to preparing timely project completion reports and to harmonising its systems for rating performance of ADF operations. The new format and system for project supervision is expected to make a significant contribution in this process.
- Culture for managing for results: The AfDB proposed measures to strengthen the institutional arrangements to manage for results, the incentives and accountability measures to encourage results-orientation, and its reporting on results. In 2008, the AfDB created a Quality Assurance and Results Department, which has assumed overall leadership for the Bank's results agenda.
- Human resource management: For several years, the Bank has been undertaking human resources reforms that address recruitment, performance management, compensation and benefits framework, among other areas. In ADF 10, particular emphasis was placed by the Bank on reducing the institution-wide vacancy rate. Significant recruitment has taken place in recent years.

These components of the AfDB reform agenda are at different stages of implementation and their tangible effects on the way the Bank works will take time. The MOPAN survey results illustrate perceptions about the current state of the AfDB's performance in several of these areas, with the intent of supporting dialogue between donors and the Bank that can improve organisational learning and effectiveness.

Previous MOPAN surveys on the AfDB

The AfDB was surveyed by MOPAN in 2004 and 2007. The comparison of findings on AfDB partnership performance between these two surveys indicates a positive change in AfDB partnership behaviour. The findings in 2007 suggest that MOPAN members:

- Continued to perceive the AfDB's contribution to national policy dialogue as weak, particularly with respect to the involvement of civil society;
- Had diverse views and limited information on the AfDB's performance on capacity development of different national stakeholders (public institutions, national NGOs, and the private sector);
- Still did not observe AfDB to be actively involved in advocacy activities;
- Perceived improvement in the alignment of the AfDB's work with national poverty reduction strategies, but expressed concerns about its alignment with government modalities and procedures;
- Expressed diverse views on the AfDB's information sharing with other international development agencies, but noted improvements in the AfDB's participation in inter-agency coordination and in its contribution to donor harmonisation.

Other recent assessments of the African Development Bank

The Paris Declaration on Aid Effectiveness, launched in March 2005, and the subsequent Accra Agenda for Action provide a framework within which donors and partner countries have committed to strengthening their efforts in harmonisation, alignment, and managing aid for results with a set of actions and indicators that can be monitored. The OECD-DAC is responsible for bi-annual monitoring and periodic evaluation of the implementation of the Paris Declaration. The AfDB was surveyed in both the 2006 and 2008 Survey on Monitoring the Paris Declaration. In the 2008 survey, the results for the AfDB illustrate that the Bank is progressing slowly on most indicators and that it will likely fall short of meeting most of the targets that have been set for 2010.

The Bank also participates in the Multilateral Development Banks' (MDBs) Common Performance Assessment System (COMPAS), an approach to self-assessment that provides annual joint reports on the MDBs and their institutional effectiveness in managing for results. In 2008, the AfDB performance on the Managing for Development Results (MfDR) indicators was reported to be satisfactory. The AfDB fared well on the indicator of harmonisation among development agencies and was stable in four categories: country capacity to manage for development results, allocation of concessional resources, project management systems, and institutional learning from operational experience.

3. Main Findings

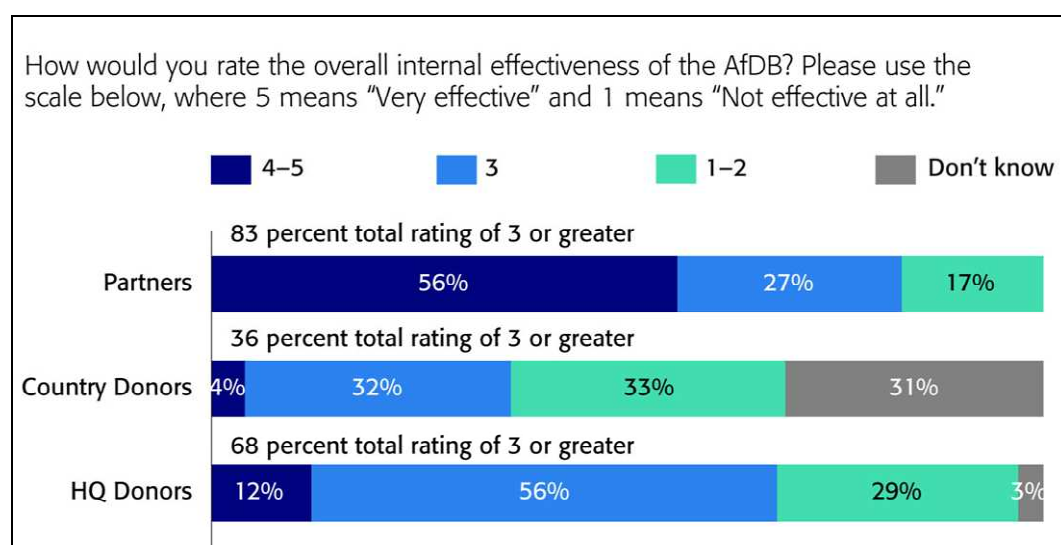
This chapter presents the main findings of the 2009 MOPAN Common Approach assessment. The first section presents findings that give an overview of the perceptions on the organisational effectiveness of the African Development Bank. Subsequent sections provide the assessment results in each of the dimensions (strategic, operational, relationship, and knowledge management) analysed by the MOPAN Common Approach and highlight respondent views on the Bank's main strengths and areas for improvement.

3.1 Overview

Finding 1: Respondents' perceptions of the AfDB's internal effectiveness signal mid-level performance.

The respondents in the 2009 MOPAN survey were asked to comment on the overall internal effectiveness of the AfDB.²⁰ The question asked them to rate the overall internal effectiveness of the Bank using a scale from 5 meaning "very effective" to 1 meaning "not at all effective." The figure below shows a mixed picture of responses. Overall, the effectiveness of the AfDB is seen as falling into the middle ground. Partners rate the AfDB more positively, with 56 percent giving it a rating of 4 or 5. Donors give a more mixed assessment.

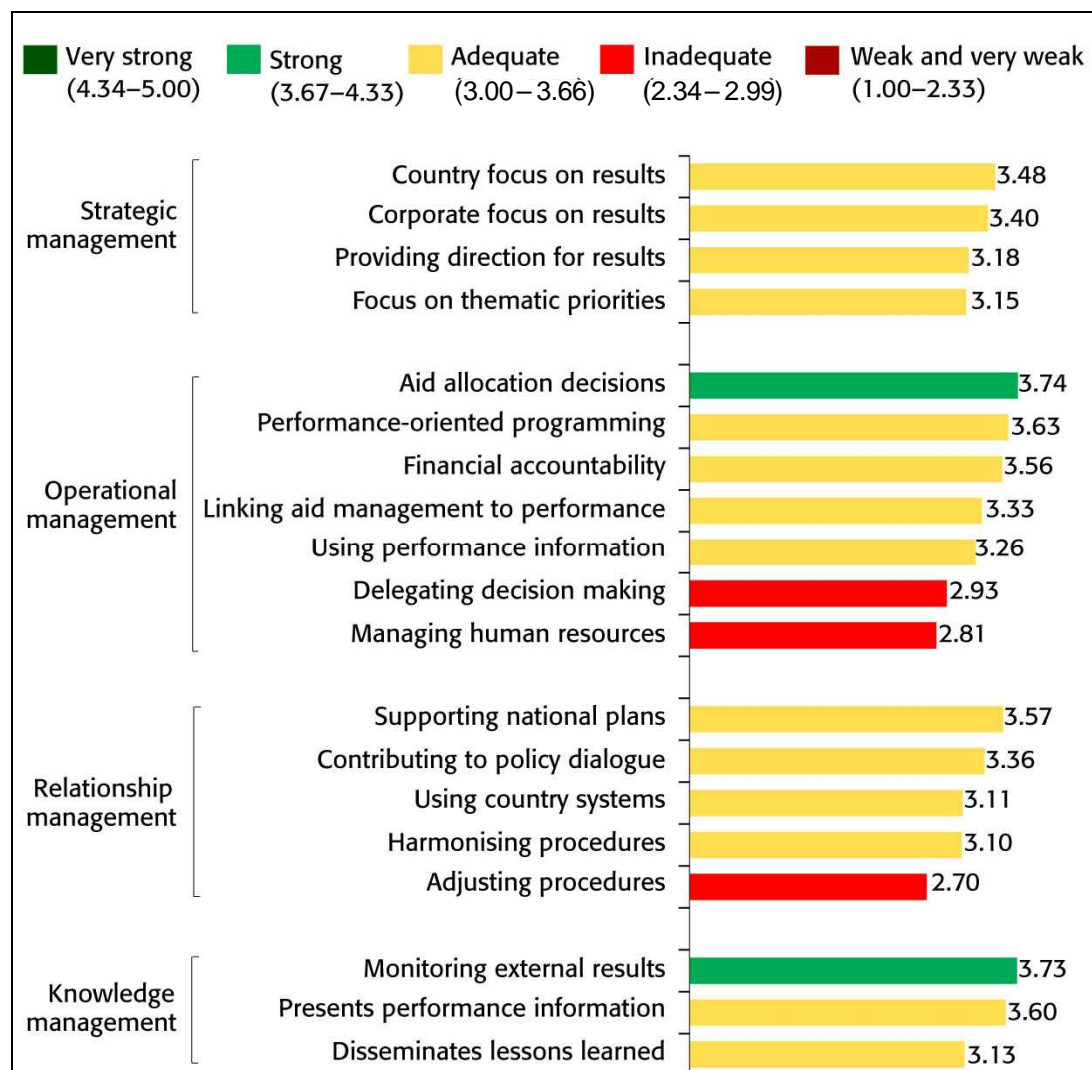
Figure 3.1 Overall Ratings of AfDB's Internal Effectiveness by Respondent Group



²⁰ Internal effectiveness is defined as being organised to support clients/partners to produce and deliver expected results.

Finding 2: The AfDB is seen as strong in the way it makes aid allocation decisions and monitors external results. But it is seen as inadequate in the way it adjusts procedures to take account of local conditions and capacities, manages human resources, and delegates decision making.

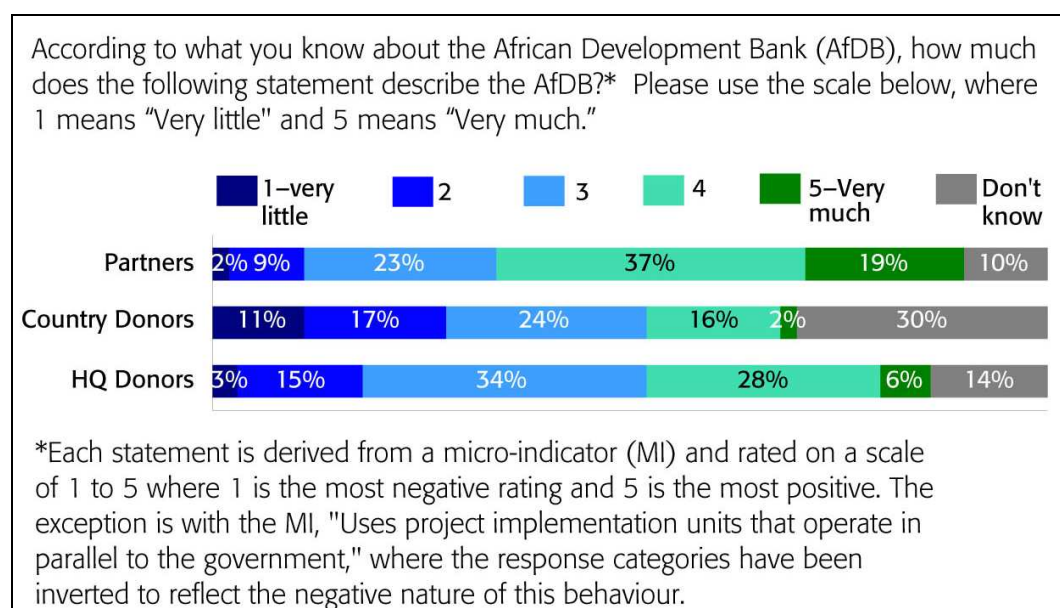
Figure 3.2 Overall Ratings on Key Performance Indicators (mean scores, all respondents)



Finding 3: Partners assess the AfDB's performance more positively than donors in country and at headquarters.

As illustrated in the chart on the following page, partners say that the AfDB measures up in 56 percent of their responses across all micro-indicators, whereas donors in country do so in only 18 percent of their responses. Donors at headquarters fall in between, giving the AfDB a positive assessment in 34 percent of their responses. The "Don't Know" responses, which tend to be higher for MOPAN members at the country level, were not incorporated in the calculation of the mean scores.²¹

²¹ Although this reduces the respondent base, the results can still be taken to be indicative of perceptions of those who provided an answer and are presented as a basis for discussion between MOPAN and the multilateral organisation.

Figure 3.3 Distribution of Ratings across all Micro-Indicators, by Respondent Group

3.2 Performance in Strategic, Operational, Relationship, and Knowledge Management

3.2.1 Overview

The following sections present the assessment results for key performance indicators in the areas of Strategic, Operational, Relationship, and Knowledge Management.

The findings are drawn from an analysis of the ratings of the key performance indicators and micro-indicators by the different respondent groups. Strengths are drawn from key performance indicators that achieve the highest mean scores and areas of improvement are drawn from the indicators that are assigned the lowest scores. Findings also highlight areas where there is a mixed picture of performance, i.e., where there are divergent perspectives among the respondent groups or where there are differences in the rating among individual criteria, within any one key performance indicator.²² Appendix III provides the data for each key performance indicator and micro-indicator, by each dimension or quadrant of the MOPAN Common Approach. In Appendix IV, the mean scores for each of the key performance indicators are presented by respondent group.

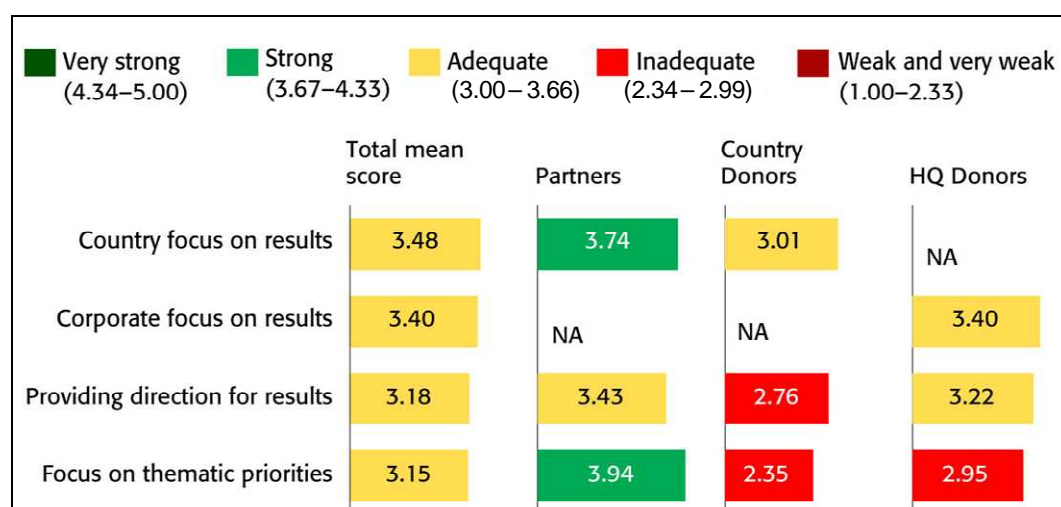
3.2.2 Strategic Management

The AfDB receives overall ratings of adequate on the key performance indicators assessed in strategic management is rated as adequate. For country donors, the Bank's focus on results at the country level is the highest rated area of performance in terms of strategic management. Donors at headquarters provide a positive assessment of the Bank's corporate focus on results, and within this area, are particularly impressed by the clarity of mandate and its links to the Bank's corporate strategies, yet there are still some concerns expressed by donors at both levels about the Bank's progress in creating an institutional culture that reinforces management for results. There are divergent views with respect to the Bank's integration of thematic

²² In general, the findings are presented in the order from strongest to weakest areas of performance within each of the quadrant areas.

priorities. Partners view it as a strength, while donors perceive much weaker performance in this area.

Figure 3.4 Strategic Management Performance, Mean Scores by Respondent Group



Finding 4: The Bank's country focus on results is the highest rated area in terms of strategic management, but donors at country level express some reservations about the quality of its country results frameworks.

The Bank introduced results-based Country Strategy Papers (CSP) during the 10th replenishment cycle of the ADF. The AfDB receives an overall rating of adequate in this key performance indicator. National partners consider the AfDB to perform strongly in relation to its country focus on results, and provide more positive views than donors at the country level on each of the questions in this category.

Both groups rated the Bank similarly on the extent to which its country strategies contain statements of expected results that are consistent with national development strategies.

Donors, however, have concerns about the following aspects of the results focus and frameworks at country level: the Bank's consultation with beneficiaries on the framing of results, the linkages of results across different levels (project, sector, and country), and the integration of results for thematic priorities in its results frameworks. Donors consider the Bank's performance to be inadequate on each of these items and rate them less favourably than do partners.

The donors' inadequate assessment, and their discrepancy with national partners on the integration of cross-cutting issues into results frameworks, is consistent with donors' less favourable views on the AfDB's overall strategic focus on thematic priorities (discussed below).

Finding 5: At the corporate level, the greatest strength of the AfDB's focus on results is seen to be the quality of its strategy, which is linked to a clear organisational mandate. However, some concern is expressed about its capacity to apply results management across the organisation.

The AfDB receives an overall rating of adequate in terms of its corporate focus on results. The Bank is perceived to perform particularly well on the assessment of the characteristics of its strategy, one of the dimensions of a corporate focus on results. Donors at headquarters, the only ones consulted on this issue, view the Bank's strategy and its link to the institutional mandate as a strength, with 79 percent in clear agreement. At the same time, the headquarter-based donors are concerned about the Bank's capacity to apply results management across the organisation. All of the other micro-indicators in this area, which address the quality of organisation-wide results frameworks, are rated adequately.

"The Bank's strategic management is very good and puts focus on the right issues. The various strategies drafted during the last 2 to 3 years are of high quality and well aligned with the Bank's overall strategy and vision." (Donor at HQ)

"The Medium Term Strategy of the Bank is a very readable document with clear selectivity and strategic focus. To what extent implementation will measure up to the objectives remains to be seen." (Donor at HQ)

Finding 6: The Bank is rated adequately overall for providing direction for results, but donors express concern about the extent to which it has an institutional culture that reinforces a focus on results.

The Bank is rated adequately overall on most of the criteria assessed in the area of providing direction for results. Its senior management is viewed to be providing adequately leadership on results management, according to headquarter-based donors. And its institutional culture is seen to have an adequate focus on the client/ partner. Some discrepancies exist between the groups on the extent to which the Bank makes key documents easily accessible to the public, with country donors providing an inadequate rating on this point. Its only inadequate rating, in this performance area, is for the extent to which its institutional culture reinforces a focus on results. Both donor groups see its performance here as inadequate, while partners, on the other hand see this as adequate. Although the AfDB has taken steps to strengthen the institutional arrangements and culture to support management for results, donors indicate that the Bank still has room to improve in creating a culture that focuses on achieving results.

Finding 7: There are divergent views with respect to the Bank's strategic focus on thematic priorities. Partners view it as a strength. Donors in country and at headquarters perceive its performance to be inadequate with regard to gender equality and environmental protection.

In the key performance indicator that assesses the Bank's focus on thematic priorities, partners rate its performance to be strong while donors at both levels see it as inadequate. This is the area which shows the most strikingly divergent views between donors and national partners. National partners consider the Bank's strategic focus on thematic areas to be one of its most positive areas of performance, particularly in relation to its focus on good governance. Donors, on the other hand, express concern about the Bank's strategic focus on gender, and to a lesser extent, its focus on environmental protection. Donors at the country level are particularly critical of the Bank's integration of gender equality; this micro-indicator is the most poorly rated out of the 43 indicators assessed by this group.

The thematic areas of gender equality, environment, and governance are treated differently in the context of the AfDB Medium Term Strategy. While governance is one of the sectors of focus for the 2008–2012 strategy²³, gender equality and environment and climate change are described as cross-cutting themes.

"The AfDB most needs improvement with respect to accountability for results, particularly related to gender equality and social issues." (Donor at HQ)

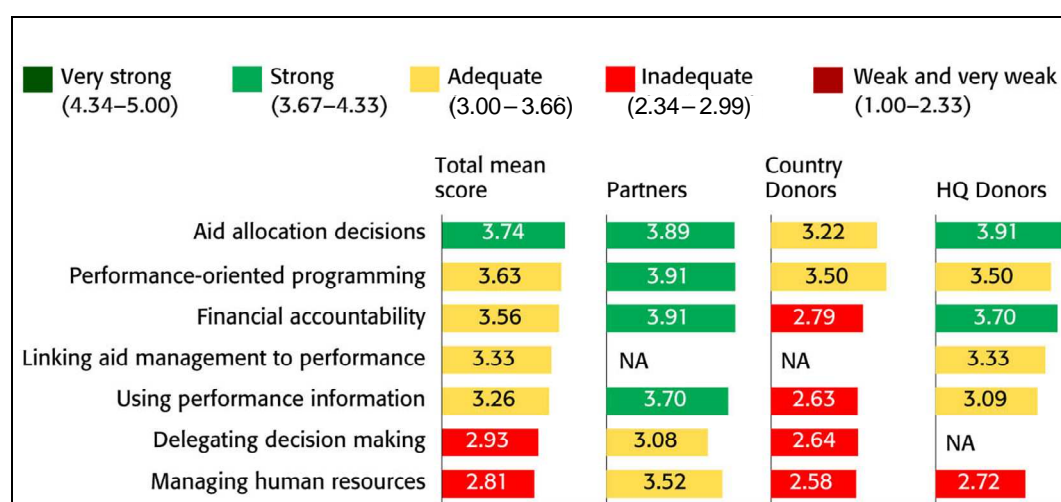
"Greater emphasis needed to improve quality at entry, particularly with respect to gender equality. Management must do more to ensure gender equality and social analysis translates into implementation, and that safeguard/operational policies are respected." (Donor at HQ)

²³ According to the AfDB Medium Term Strategy, the Bank's selective operational focus in 2008–2012 is in: infrastructure; governance; private sector development; and higher education, technology, and vocational training.

3.2.3 Operational Management

There are mixed ratings of the performance of the AfDB in terms of its operational management. The AfDB is rated strongly for the way it makes aid allocation decisions and is noted for doing adequately in the performance-orientation of its programming. The use of performance information is perceived to be inconsistent, with the Bank doing better in its use of information for planning projects and revising strategy, and doing less well in using information to actively manage unsatisfactory projects during implementation. The AfDB performance is considered to be inadequate in managing human resources and delegating decision making in ways that facilitate its internal effectiveness. There are differences in the perceptions about the Bank's performance on financial accountability issues, with stronger assessments provided on external (corporate/project) audit and internal audit practices, and weaker assessments provided on implementing a policy addressing corruption and risk management strategies, as well as in its approaches to addressing irregularities at the country level. For several questions in the area of operational management, there was also a high rate (33 percent or more) of "Don't Know" responses. Where relevant, this is highlighted in the findings.²⁴

Figure 3.5 Operational Management Performance, Mean Scores by Respondent Group



Finding 8: The AfDB is recognised for making transparent and predictable decisions about the allocation of its concessional resources and in particular for allocating ADF resources according to established criteria.

Both partners and donors at headquarter level provide an overall rating of strong in this area. Country donors rate its performance as adequate.

The partners and donors at headquarters perceive that the AfDB adequately publishes its criteria for allocating concessional resources, whereas donors in country rate this as inadequate. However, on this question there is limited awareness among the donors in country with 50 percent answering that they "don't know" if the AfDB publishes its criteria. Among those respondents who do believe that the Bank publishes its funding criteria, most agree that the AfDB allocates concessional resources according to these criteria. The micro-indicator on the allocation of concessional resources according to published criteria receives a rating of strong by all respondent groups.

²⁴ Although this reduces the respondent base, the results can still be taken to be indicative of perceptions of those who provided an answer and are presented as a basis for discussion between MOPAN and the multilateral organisation.

Finding 9: The AfDB is viewed to implement several programming processes that are performance-oriented and support quality at entry.

The Bank's performance is rated as adequate overall. The AfDB is recognised for certain practices that can positively affect quality at entry. Partners rate the AfDB strongly on the practice of setting targets to monitor progress of project implementation at the country level. Country donors are more modest in their assessment on this micro-indicator but still give a rating of adequate.

Donors at headquarters, who were not asked about country-level issues, were asked instead about the AfDB's practice of conducting environmental, economic, and social impact analysis of proposed new loans, which they rated as adequate. In the 2008 COMPAS report, the AfDB notes that a new review process ensures that 100 percent of public sector projects will have economic analysis, including IRR/NPV analysis or a description of benefits.

The COMPAS report, however, does not comment on the incorporation of social or environmental impact assessments.

Finding 10: The AfDB is perceived to use performance information for planning purposes, but donors are less certain about its use of performance information in other areas.

On the use of performance information, the AfDB is rated differently by each of the respondent groups, depending on the question they were asked. While it receives an adequate score overall, partners rate it strongly, donors at headquarter level rate it adequately and donors at country level provide a rating of inadequate.

The AfDB is perceived to do adequately or better on its use of performance information for planning new interventions at the country level and for revising corporate strategies.

Greater concern and discrepancy across the respondent groups is reflected in the assessment of the AfDB practices of tracking management's uptake of evaluation recommendations and proactively managing projects with unsatisfactory performance. Donors perceive that the Bank performs inadequately in its tracking of the implementation of evaluation recommendations reported to the Board. Partners consider the AfDB strong on this micro-indicator. On this question there is limited awareness, with 32 percent of donors at headquarters and 66 percent of donors in country responding "don't know" and a high "don't know" rate for national partners (23 percent).

The extent to which "unsatisfactory" activities from the previous fiscal year are proactively managed is a key concern for donors at the country level. In the 2008 COMPAS report, the AfDB reported that action is taken on all projects with unsatisfactory implementation progress or with development objectives not likely to be achieved, suggesting a high level of proactive management.

Finding 11: The Bank is perceived to link aid management to performance.

Donors at headquarter level, the only respondent group to assess this area, consider the Bank's performance in linking loans and credit to expected development results to be adequate.

Finding 12: The delegation of decision-making authority is considered to be a challenge for the AfDB.

AfDB's performance in delegating decision-making authority is rated as inadequate overall, although partners provide a rating of adequate.

Donors provide a more negative assessment than partners on each of the questions in this area. Responses of both groups indicate that the Bank has not sufficiently devolved decision making on loan/credit activities to local AfDB officials. Similarly, country donors' views suggest that the Bank has not consistently implemented a country-based approach to project task management. This area is also characterised by a limited awareness among donors at the country level with 68 percent saying that they "don't know" whether new loan/credit activities can be proposed locally.

"They should try to bring down operations to country level management and not at Headquarters in Abidjan as this delays decision-making process. Decentralisation of authorities from HQ to country offices." (Partner)
"Despite progress during the last year, the country offices still need to be further strengthened and AfDB needs to become a more visible and active partner." (Donor at country level)

Finding 13: The AfDB is perceived to have gaps in its performance-oriented human resource management system.

The Bank is rated inadequately overall although partners consider its performance to be adequate. As noted in Section 2, the AfDB has taken steps to reform its human resource management in recent years, addressing performance management, recruitment, and other areas. Donors, however, continue to see this as an area where improvements can be made – it is the second-lowest rated area of performance for the AfDB overall, and the lowest rated key performance indicator out of the 13 indicators assessed by donors based at headquarters. The primary concerns of donors at headquarters are about the use of results-focused performance agreements for senior staff and the transparency of the incentives system to reward staff for performance. The respondents may also have limited awareness about progress in these areas, with 35 - 50 percent answering "don't know" on these two questions.

"The Bank has got new human resources with necessary skills, but so far the Bank has not been able to manage this resource to its full potential. This is shown for example in the Bank's decentralisation strategy and opening of the field offices." (Donor at HQ)

Finding 14: The perceptions of AfDB's performance on financial accountability issues are mixed. The Bank is seen to perform strongly in terms of its audit practices, but is viewed more critically by donors at country level on other areas.

Although the Bank receives a total score of adequate, it is rated strongly by partners and donors at headquarter level while donors at country level rate it inadequately. Donors at headquarters find that the Bank does particularly well in relation to its practice of performing corporate audits that adhere to international standards.

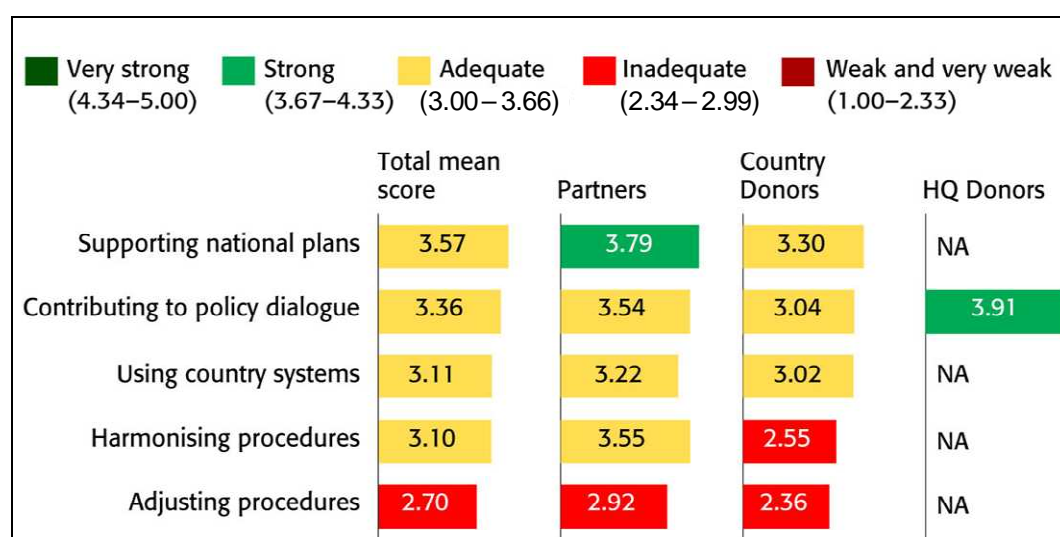
With the exception of the AfDB's use of external audits for projects and programs at the country level (which is rated as adequate), donors at the country level view its practices within financial accountability to be inadequate or weak. They express particular concern about the Bank's implementation of a policy addressing corruption and the extent to which it ensures timely action when irregularities are identified at the country level. National partners on the other hand, consider that the Bank performs strongly with regard to identifying and handling irregularities.

The data also highlight limited awareness among donors at the country level on several of these issues: the implementation of a policy addressing corruption (63 percent in country report that they "don't know") and the implementation of strategies and plans for risk management (54 percent in country report that they "don't know").

3.2.4 Relationship Management

The AfDB is perceived to perform adequately in most areas of relationship management, except on its ability to adjust procedures in response to the national or project context. On this one indicator it is considered to perform inadequately. However, there are some different points of view among respondents about the Bank's performance on each of the indicators. Both country donors and partners provide a positive assessment of the Bank's alignment with national strategies. Its contribution to policy dialogue is also rated strongly by the donors based at headquarters, while considered to be adequate at country level. The greatest areas of concern for country donors and partners relate to Bank procedures, harmonisation, and use of country systems.

Figure 3.6 Relationship Management Performance, Mean Scores by Respondent Group



Finding 15: Both country donors and partners indicate that the AfDB adequately aligns its operations with national development strategies.

The Bank receives adequate ratings overall in terms of supporting national plans, but while donors are more moderate, the AfDB's partners consider its performance to be strong. The finding illustrates continuity in the perceptions of AfDB's alignment with national strategies or plans. In the MOPAN 2007 survey, the AfDB was seen to support the national Poverty Reduction Strategy or national strategies and to be thematically well aligned with government development policies and plans. In the MOPAN 2009 survey, the questions on alignment with national priorities were only asked of respondents at the country level. Partners consider that the AfDB funds projects that the national partners have designed and developed. They also rate the AfDB positively on the conditionality applied to operations and its relation to the government's own goals or benchmarks. Donors at the country level provide a more modest rating on both of these questions.

Finding 16: In the area of policy dialogue, the AfDB is recognised for its respect of client views during the dialogue process, but country donors consider the value of its technical inputs to that process to be inadequate.

Overall, the Bank is rated adequately in this area, but donors at headquarter level consider its performance to be strong. This group indicates that the Bank performs strongly with regard to its respect for the views of partners and clients when it undertakes policy dialogue. Donors in country and partners view the Bank's performance as adequate on this point.

Country donors give an adequate assessment of the value of the AfDB's inputs to policy dialogue. In the MOPAN 2007 survey, MOPAN country teams also considered the AfDB contribution to policy dialogue to be modest, although with signs of improvement in countries where the Bank had recently established or strengthened its country presence.

"AfDB has a structure with gives ownership to regional countries in Africa. AfDB has a good understanding of the most actual topics to address. AfDB has a good reputation amongst Governments in African countries. Many skilled employees work in the bank." (Donor at headquarter level).

Finding 17: The is AfDB rated adequately overall for its use of country systems, even though it is viewed to be inadequate or weak on several dimensions.

The AfDB's use of country systems is assessed only at country level and both respondent groups rate its performance to be adequate overall. The AfDB is considered to do well with respect to ensuring that expected disbursements are recorded in national budgets. However, there are three areas where the Bank's use of country systems is considered to be inadequate or weak by national partners: the extent to which it uses project implementation units that operate in parallel to the government, its use of national procurement systems, and its use of national budget execution procedures in making loans/credits. Country donors share a number of these concerns, and signal additional areas for improvement such as the Bank's use of financial reporting procedures and its encouragement of mutual accountability assessments of Paris Declaration and the Accra Agenda for Action (AAA) commitments.

These results for the AfDB are not surprising in light of the findings of other recent assessments. The 2008 Survey on Monitoring the Paris Declaration shows mixed results for the AfDB on the use of country systems indicator. In the countries surveyed, the Bank's use of Public Financial Management (PFM) systems increased from 33 percent in 2005 to 44 percent in 2007. On the use of procurement systems, the rate for the AfDB remained almost the same between the two periods (moving from 43 to 42 percent). On the other hand, the AfDB reduced its number of PIUs per country from an average of 7.8 in 2005 to less than 5 in 2007.

Finding 18: Respondents indicate that the AfDB needs to improve its performance with regard to harmonising procedures; this is one of the greatest concerns for donors at the country level.

Only respondents at country level were asked about the AfDB's performance in this area. It receives an overall rating of adequate although donors consider its performance to be inadequate. The Bank's role in harmonisation is one of the greatest areas of concern for donors at the country level. The Bank receives an inadequate rating from donors with regards to providing technical assistance through coordinated programs, its participation in program-based approaches (other than through budget support), and its participation in joint missions. Partners are notably more positive on these points.

Other sources of evidence shed additional light on the AfDB's performance in this area. The 2007 MOPAN survey noted that the AfDB appeared to contribute to donor harmonisation, particularly to local harmonisation plans, but was rather weak in joint country analytic work and programming, and in harmonising procedures and reporting formats.

The 2008 Survey on Monitoring the Paris Declaration reports that only 17 percent of the AfDB's missions are organised as joint missions, which falls short of the Paris Declaration 2010 target of 40 percent. Further, with regard to the Bank's level of participation in program-based approaches, the monitoring report indicates that in 2007, 37 percent of the AfDB's total amount of aid was disbursed through program-based approaches, still far below the 2010 target of 66 percent for this indicator.

When respondents to the survey were asked to identify the greatest areas for improvement of the Bank, this is the area that receives the most comments from donors at country level.

Decentralisation still ongoing, which means that the Bank is not fully taking part in the coordination and dialogue on the country level (HQ donor) "Very little progress on harmonising its operations, with either Government or other donors; still largely in "project mode." (Country donor)

Finding 19: The AfDB is seen to perform inadequately at adjusting procedures according to local conditions and capacities. This is the greatest cause for concern among its national partners.

Only respondents at the country level were queried for their views on the Bank's procedures and both groups provide an overall assessment of inadequate. The AfDB's performance is rated lower on this key performance indicator than on any other included in this assessment. For national partners, it is the lowest rated performance area of the 15 key performance indicators assessed by this group.

The responses from country donors and partners regarding the AfDB's performance in this area indicate consistent inadequacy, with only one exception: national partners tend to perceive that the AfDB's procedures are easily understood, while very few donors clearly agree on this point.

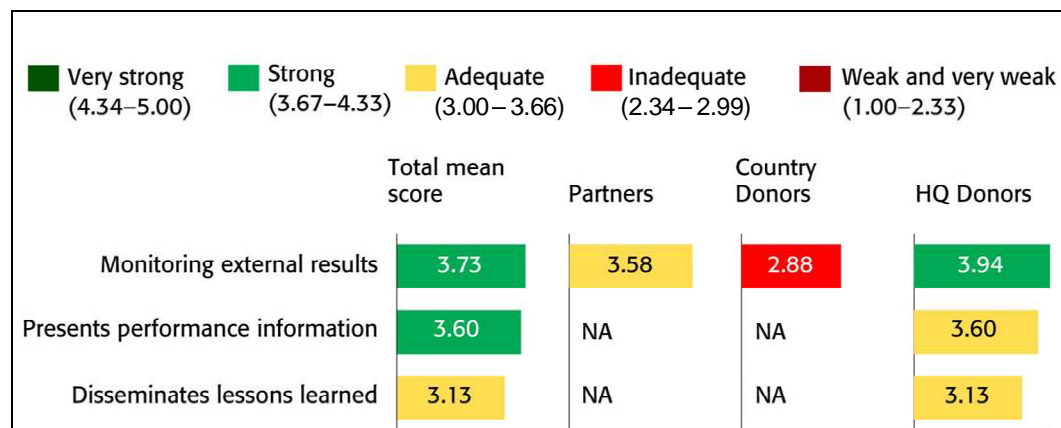
Both respondent groups consider the Bank's performance to be inadequate in regard to its capacity to adjust the implementation of individual projects/programs as learning occurs and to adjust the country portfolio in response to changing circumstances. They also suggest that the time it takes to complete procedures negatively affects implementation.

When asked for their overall opinion about the main weaknesses of the AfDB, many respondents – mainly national partners – express concerns about the inflexibility and inefficiency of its procedures.

3.2.5 Knowledge Management

The AfDB is seen to perform reasonably well with regards to knowledge management. It is considered to be strong in terms of its monitoring of external results, largely because of the value given by donors at headquarters to the independence of OPEV. There are differences of perception among the partners and the donors at country level with regard to the involvement of clients and beneficiaries in monitoring and evaluation functions. The Bank is rated adequately on its presentation of performance information on effectiveness and its dissemination of lessons learned.

Figure 3.7 Knowledge Management Performance, Mean Scores by Respondent Group



Finding 20: The Bank's monitoring of external results is seen to be supported by the strength of having an independent evaluation unit, but could benefit from greater involvement of partners and clients in the monitoring and evaluation function.

While the Bank's performance is rated to be strong overall, there are mixed opinions between the three respondent groups, which also reflect the questions they were asked. Donors at headquarters consider its performance to be strong, partners provide an adequate assessment while donors at country level rate its performance as inadequate.

Donors at headquarters consider monitoring and evaluation (M&E) to be an area of strength for the AfDB, largely driven by their perception that the Operations Evaluation Department (OPEV) operates independently from operational departments and reports directly to the Board of the AfDB. They also consider the Bank to perform adequately with respect to the number of the AfDB's operations that are covered by the evaluation function. Other evidence suggests that evaluation coverage may be more modest than the picture provided by donors at headquarters. For example, the AfDB reported on evaluation coverage in the COMPAS survey with its data suggesting that 13 percent of completed projects are subject to ex-post evaluation. This percentage rises to 40 if independent Project Completion Report review notes are included in the calculation.

There are mixed views, however, on the extent to which the Bank involves clients and beneficiaries in its M&E functions. Partners consider that it performs adequately in this regard, but donors at the country level are more negative, giving it an inadequate assessment on this indicator.

Finding 21: Donors at headquarters view the Bank's efforts to report on performance positively.

Donors at headquarters, the only group to assess the key performance indicator on presenting performance information, provide ratings that give an overall score of adequate. A majority of the donors at headquarters consider that the AfDB does report to the governing body on performance, including the outcomes achieved, rating the Bank as strong on this micro-indicator. They also perceive that the Bank is adequately reporting on its Paris Declaration commitments.

Finding 22: Their perspectives on disseminating lessons learned suggest that the Bank does adequately in providing opportunities for learning from operational experience.

The Bank receives a rating of adequate for its dissemination of lessons learned, which is an area only assessed by donors. It is seen to provide adequate opportunities to share lessons from practical experience and identifying and disseminating lessons learned from performance information.

3.3 Respondents' Views on the AfDB's Strengths and Areas for Improvement

Prior to rating the AfDB on the series of MOPAN Common Approach micro-indicators, all respondents were asked two open-ended questions. The questions asked respondents to identify key strengths and areas for improvement in the way that the AfDB operates. While 93 respondents commented on the key areas of strength, 91 respondents gave comments on the areas for improvement. Many of the comments received are consistent with other survey findings. Often, however, the comments about strengths relate to issues of mandate, legitimacy, and aid instruments. These factors are likely to enable the AfDB to contribute to the

achievement of development results at a country level, but they do not fall within the dimensions of organisational effectiveness assessed through the MOPAN survey.

Finding 23: Respondents value the AfDB for its African identity, the sense of ownership from African governments, and its technical expertise.

More than one-third of the 93 comments on the strengths of the AfDB speak to its African identity and the effects that has on its legitimacy among African governments, and understanding of regional needs and priorities. Another area which is seen as a major strength by almost one-third of the respondents is the technical expertise that the AfDB brings to projects. Close to 25 percent of the 93 respondents commenting on strengths consider the sense of ownership from its regional member countries to be among its greatest strengths. Further, several respondents mention its financial clout, easy access, and its support for regional and country priorities as strengths.

"As an African institution with African shareholder majority, it has greater legitimacy in policy advice than the Bretton Woods institutions." (Donor at HQ)

"Leadership and staff have strong knowledge and understanding of the development challenges and political economy context." (Donor at country level)

"The ADB is among the top 4 and therefore one of the very significant financiers of the government of Uganda. Their ability to influence the government for the above reasons and other political consideration [being an African Bank] has continued to grow." (Donor at country level)

Donors and national partners tend to have different views on the AfDB's strengths.

The main strength from the point of view of donors at headquarters is the AfDB's African identity, its regional ownership and strong relationships with governments. Country donors also value its experience or understanding of the context in Africa, its access to governments and potential for influence, its financial strength, and the Pan-African nature of the Bank, including the networking that it facilitates. For partners, the main strengths are the technical expertise and skills of its staff, the financial clout of the Bank, the clarity of its procedures, and the easy access to the Bank (often related to the existence of country offices).

Finding 24: Respondents see a need for improvement in the areas of efficiency of procedures, decentralisation, donor/partner coordination, and human resource management.

The level of overall efficiency is the area that receives the most comments. More than one-third of the 91 respondents providing comments about the potential areas for improvement consider this area to be among the main weaknesses of the Bank. Respondents are particularly critical towards the procurement procedures, the internal bureaucracy, and management processes in general. Several respondents also argue that the cost-effectiveness of the interventions could be improved. More than one-quarter of the 91 respondents consider the decentralisation process to be among the main areas for improvement of the Bank. Donor/partner coordination is another area of concern for approximately one-quarter of this group.

Many comments also relate to management issues and to human resource management in particular. Some respondents consider the recruitment process to be less efficient than it should be which has resulted in a lack of staff particularly in the country offices. Furthermore, the management culture is criticised for being too hierarchical. Finally, the level of competence among staff is the area of concern mentioned by close to one-quarter of the respondents. From this perspective, several respondents comment that the country offices need to be reinforced with a better mix of skills. In addition, several respondents address the issue of results focus and note that there is a need to change the culture of both staff and managers in this area.

"The question of human resources needs to be addressed. I am informed that there are 420 vacant positions in the bank. This must be solved swiftly. All the good work in the bank suffers from the present understaffing". (Donor at HQ)

"The ADB lacks the in-country technical capacity to develop and oversee it's growing investment portfolio. It continues to perform very poorly in coordinating and seeking to join up with other key donors." (Donor at country level)

"The frequent changes in task managers at times retards [delays] development programs ..." (Partner)

Again, donors and partners have different views about the key weaknesses of the Bank.

HQ donors are most concerned about human resource and management issues and the overall efficiency of the organisation. Country donors identify weaknesses on issues pertaining to donor co-ordination, decentralisation, and competence and experience of the Bank. National partners mainly view areas for improvement on the level of efficiency, the decentralisation process, and the level of competence of the Bank.

4. Conclusion

The AfDB continues to be recognised for its strong African identity and regional ownership, with the positive effects that has on its legitimacy among African governments and its understanding of regional needs of priorities. It is not surprising, therefore, that some of its highest ratings are for indicators that speak to the way that it aligns with national strategies, its use and transparency with respect to the criteria for allocating ADF resources, and having a strategy that is linked to a clear mandate.

The Bank is in the midst of implementing an ambitious set of reforms in the way that it operates. The two performance areas (Key Performance Indicators of the Common Approach) of greatest concern – delegation of decision-making and managing of human resources - relate to operational areas that have significant implications for efficient and effective delivery of aid at the country level. In addition, survey results suggest that although the Bank has introduced improvements in strategy and policy, as well as reforms to many of its business processes, these have not yet fully influenced how it is operating at a country level. The divergent points of view between the donors and partners help to illustrate the ways in which the Bank's stakeholders are viewing its progress.

In the following sections, key strengths and areas for improvement are identified based on respondents' ratings on the Common Approach indicators.

Strengths

The AfDB's key strengths are based on the indicators that are rated as "strong" by more than one respondent group or have received a rating of "strong" overall. These include:

- Aid allocation decisions: the Bank's transparent and predictable allocation of ADF resources is considered to be a strength by partners and MOPAN members at headquarters. Country based donors perceive the Bank favourably for allocating concessional aid funding according to published criteria, although they are less certain about the extent to which it publishes those criteria.
- Financial accountability: partners and MOPAN members at headquarters have confidence in the AfDB's audit requirements at the corporate and project level. Partners also acknowledge that the AfDB ensures timely action in the handling of irregularities, while HQ donors recognise the AfDB's internal audit function.
- Monitoring external results: This area is particularly strong due to the views of donors at HQ, who see the independence of OPEV as a key strength.

Figure 4.1 reflects those key performance indicators, or micro-indicators, that receive the highest ratings (strong or better) from each of the respondent groups.²⁵

²⁵ Please see Appendix III in order to see all of the items that might have been rated as strong by any of the respondent groups.

Figure 4.1 AfDB's Greatest Strengths, by Respondent Group *

MOPAN members at country level	MOPAN members at headquarters	AfDB partners
<ul style="list-style-type: none"> Allocates concessional aid funding according to the criteria mentioned above (Aid allocation decisions) 	<ul style="list-style-type: none"> Monitoring external results Aid allocation decisions Contributing to policy dialogue Financial accountability Organisation-wide strategy/strategies are based on a clear mandate. (Corporate focus on results) 	<ul style="list-style-type: none"> Focus on thematic priorities Performance-oriented programs Financial accountability Aid allocation decisions Supporting national plans

*Only KPIs or Micro-Indicators which are rated as "strong" or better (3.67 or higher) are listed. Only the 5 highest rated items are listed.

Areas for Improvement

The key areas for improvement for the AfDB are drawn from those indicators rated as inadequate by more than one respondent group or where they have received an overall rating of inadequate:

- Adjusting procedures: both partners and MOPAN members at country level indicate that the AfDB needs greater flexibility and efficiency in the procedures that it uses – adapting better to local conditions and capacities.
- Focus on thematic priorities: this is seen to be an area for improvement by MOPAN members at headquarters and country level. In particular, donors signal a need for greater emphasis on thematic priorities such as gender equality and environmental protection. As noted in Figure 4.1 above, however, the Bank's focus on thematic priorities is perceived as a strength by its partners.
- Managing human resources: is indicated as an area for improvement by MOPAN members at headquarters and country level. In particular, country donors see a need for the AfDB to keep international staff in country offices long enough to maintain effective partnerships, while donors at headquarters suggest a need for the AfDB to strengthen the transparency of its systems for recruiting and rewarding staff.
- Using performance information: MOPAN members at headquarters and country level suggest that there is room for the Bank to improve in this area; both groups highlight the need for better tracking of the implementation of evaluation recommendations reported to the Board, while donors at country level indicate a need for the AfDB to better manage 'unsatisfactory' activities. Partners on the other hand, provide a more positive view on its practices in this area.
- Using country systems: a number of attributes within this area are seen to be problematic by partners and MOPAN members at country level. Both groups indicate that the AfDB needs to make better use government systems for national procurement and to reduce the use of PIUs that run in parallel to government. In addition, partners are particularly concerned about its use of national budget execution procedures while donors see a need for improvement in its use of national financial reporting procedures.
- Delegation of decision making: the ability to propose loan activities locally is indicated as an area for improvement by both partners and MOPAN members at country level.

Figure 4.2 reflects those key performance indicators, or micro-indicators, that receive the lowest ratings (inadequate or lower from each of the respondent groups).²⁶

Figure 4.2 AfDB's Greatest Strengths, by Respondent Group *

MOPAN members at country level	MOPAN members at headquarters	AfDB partners
<ul style="list-style-type: none"> • Focus on thematic priorities • Adjusting procedures • Harmonising procedures • Managing human resources • Using performance information 	<ul style="list-style-type: none"> • Managing human resources • Focus on thematic priorities • Institutional culture reinforces a focus on results. (Providing direction for results) • Ensures the application of results management across the organisation. (Corporate focus on results) • Tracks implementation of evaluation recommendations reported to the Board (Using performance information) 	<ul style="list-style-type: none"> • Adjusting procedures • Uses project implementation units that operate in parallel to the government (Using country systems) • Uses national procurement systems in making loans/credits. (Using country systems) • Can propose new loan/credit activities locally, within budget cap. (Delegating decision making) • Uses national budget execution procedures in making loans/credits. (Using country systems)

*Only KPIs or Micro-Indicators which are rated as "inadequate" (2.99 or less) are listed. Only the 5 lowest rated items are listed.

²⁶ Please see Appendix III in order to see all of the items that might have been rated as inadequate by any of the respondent groups.

Appendix I Respondent Profile

Familiarity with AfDB	HQ	CD	DP	Total
Not at all familiar	0	2	0	2
2	2	5	2	9
3	5	15	4	24
4	9	8	7	24
Very familiar	18	4	13	35
Total	34	34	26	94

Frequency of contact with AfDB	HQ	CD	DP	Total
Daily	14	1	4	19
Weekly	8	8	11	27
Monthly	7	20	6	33
A few times per year or less	5	4	5	14
No answer	0	1	0	1
Total	34	34	26	94

Types of respondents	Frequency
HQ Respondents	
Not specified	1
Representative within a MOPAN Member's office in the AfDB	10
MOPAN Member HQ Representative	23
Country Donor Respondents	
MOPAN Embassy and agency officials based in country	34
AfDB Direct Partners	
Government - Ministry of Finance/Statistics/Planning/Economics	4
Government – Line ministry	15
Parastal	2
Not specified	5

Appendix II Respondent Base and Don't Know Response

N (#) = number of respondents who are asked the question

% DK = percentage of respondents who indicate "don't know" to the question

N/A = the question was not asked among a particular respondent group

STRATEGIC MANAGEMENT

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
Country focus on results	60	22		N/A	34	43	26	1
[MO] country strategies contain statements of expected results consistent with those in the country's national development strategies	60	17		N/A	34	33	26	0
[MO] consults with beneficiaries to develop its expected results	60	23		N/A	34	43	26	3
[MO] has results frameworks which link results across project, sector and country levels	60	25		N/A	34	50	26	0
[MO]'s results frameworks include indicators at all levels (country, sector, and project)	60	26		N/A	34	50	26	3
[MO]'s country strategies include results for cross-cutting thematic priorities (e.g., gender equality, environment, governance)	60	19		N/A	34	39	26	0
Corporate focus on results	34	9	34	9		N/A		N/A
[MO]'s organisation-wide strategy/strategies are based on a clear mandate.	34	6	34	6		N/A		N/A
[MO]'s strategies contain frameworks of expected management and development results. (Q1-CS-2C)	34	15	34	15		N/A		N/A
[ASK ONLY IF 3,4 OR 5 IN Q1-CS-2C] [MO]'s results frameworks in strategies include measurable indicators at output and outcome levels	25	4	25	4		N/A		N/A
[ASK ONLY IF 3,4 OR 5 IN Q1-CS-2C] [MO]'s results frameworks in strategies have causal links from outputs through to outcomes and impact	25	8	25	8		N/A		N/A
[MO] ensures the application of results management across the organisation	34	15	34	15		N/A		N/A

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
Providing direction for results	94	11	34	10	34	21	26	2
ii) [MO]'s institutional culture is focused on client/partner	94	11	34	6	34	21	26	6
[MO]'s senior management shows leadership on results management	34	12	34	12		N/A		N/A
[MO] makes key documents easily accessible to the public	94	8	34	9	34	16	26	0
i) [MO]'s institutional culture reinforces a focus on results.	94	13	34	12	34	27	26	0
Focus on thematic priorities	94	15	34	15	34	25	26	5
[MO] has a significant strategic focus on good governance.	94	11	34	15	34	15	26	3
[MO] has a significant strategic focus on environmental protection.	94	13	34	18	34	20	26	0
[MO] has a significant strategic focus on gender equality.	94	21	34	12	34	39	26	13

OPERATIONAL MANAGEMENT

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
Aid allocation decisions	94	19	34	19	34	25	26	11
[MO] publishes its criteria for allocating concessional aid funding	94	33	34	29	34	50	26	18
[ASK ONLY IF 3-5 in Q2-FR-1A] [MO] allocates concessional aid funding according to the criteria mentioned above	52	5	23	9	10	0	19	4
Performance-oriented programming	94	25	34	29	34	40	26	3
[MO] sets targets to enable monitoring of progress in project implementation at country level	60	21		N/A	34	40	26	3
[MO] subjects new loans and credits to impact analysis prior to approval	34	29	34	29		N/A		N/A
Financial accountability	94	30	34	23	34	53	26	4
[MO] performs corporate audits according to international standards	34	26	34	26		N/A		N/A
[MO] requires external audits (meeting international standards) to be performed for financed programs and projects at a country level	60	23		N/A	34	46	26	0

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
[MO] conducts internal financial audits to provide objective information to its governing body	34	26	34	26		N/A		N/A
[MO] ensures timely action when irregularities are identified at the country level	60	28		N/A	34	48	26	8
[MO] implements strategies and plans for risk management	68	37	34	21	34	54		N/A
[MO] implements a policy addressing corruption within the institution	68	39	34	18	34	63		N/A
Linking aid management to aid performance								
[MO] links loans and credit to expected development results	34	21	34	21		N/A		N/A
Using performance information	94	27	34	28	34	46	26	14
[MO] uses information on country performance to plan new interventions at country level	60	18	34	N/A	34	26	26	11
[MO] uses project, sector and country information on performance to revise corporate strategies	34	24	34	24		N/A		N/A
[MO] tracks implementation of evaluation recommendations reported to the Board	94	41	34	32	34	66	26	23
[MO] actively manages 'unsatisfactory' activities from the previous fiscal year	60	27	34	N/A	34	44	26	9
Delegating decision-making	60	27		N/A	34	48	26	6
[MO]'s project tasks are managed at a country level	60	14		N/A	34	28	26	0
[MO] can propose new loan/credit activities locally, within a budget cap	60	40		N/A	34	68	26	12
Managing human resources	94	34	34	37	34	25	26	20
[MO] keeps deployed international staff in country offices for a sufficient time to maintain effective partnerships at country level	60	23		N/A	34	25	26	20
[MO] transparently recruits and promotes staff based upon merit	34	26	34	26		N/A		N/A
[MO] uses a transparent system of incentives and rewards to manage staff performance	34	50	34	50		N/A		N/A
[MO] uses results-focused performance agreements for senior staff	34	35	34	35		N/A		N/A

RELATIONSHIP MANAGEMENT

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
Supporting national plans	60	10		N/A	34	19	26	1
[MO] supports funding proposals designed and developed by the national government or clients /partners	60	7		N/A	34	14	26	0
[MO] applies conditionality that corresponds with the national government's goals and benchmarks	60	13		N/A	34	24	26	3
Contributing to policy dialogue	94	14	34		34	14	26	20
[MO] respects the views of clients/partners when it undertakes policy dialogue	94	17	34	6	34	21	26	24
[MO] provides valuable inputs to policy dialogue	60	11		N/A	34	6	26	16
Using country systems	60	24		N/A	34	36	26	12
[MO]'s expected disbursements are recorded in governments' national budgets	60	13		N/A	34	13	26	14
[MO] encourages mutual accountability assessment of Paris Declaration and AAA commitments	60	24		N/A	34	28	26	19
iv) [MO] uses national auditing procedures in making loans/Credits	60	27		N/A	34	46	26	8
i) [MO] uses national budget execution procedures in making loans/credits	60	26		N/A	34	30	26	22
iii) [MO] uses national financial reporting procedures in making loans/credits	60	26		N/A	34	47	26	5
[MO] uses project implementation units that operate in parallel to the government	60	26		N/A	34	46	26	5
ii) [MO] uses national procurement systems in making loans/credits	60	25		N/A	34	42	26	8
Harmonising procedures	60	11		N/A	34	20	26	3
[MO] participates in program-based approaches (other than through budget support)	60	10		N/A	34	18	26	3
[MO] participates in joint missions	60	6		N/A	34	9	26	3
[MO]'s technical assistance is provided through coordinated programs in support of capacity development	60	17		N/A	34	32	26	3
Adjusting procedures	60	20		N/A	34	37	26	2
[MO] uses procedures that can be easily understood and followed by clients/partners	60	17		N/A	34	32	26	3
[MO] adjusts overall portfolio in country quickly, to respond to changing circumstances	60	18		N/A	34	34	26	3

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
The length of time it takes to complete [MO] procedures does not negatively affect implementation	60	20		N/A	34	40	26	0
[MO] flexibly adjusts its implementation of individual projects/programs as learning occurs	60	23		N/A	34	44	26	3

KNOWLEDGE MANAGEMENT

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
Monitoring external results	94	23	34	22	34		26	
[MO] has an independent evaluation unit that reports directly to the Board or Governing Council	34	21	34	21		N/A		N/A
[MO] ensures that an adequate proportion of completed programs and projects are subject to independent evaluation	34	24	34	24		N/A		N/A
[MO] requires the involvement of key clients and beneficiaries in monitoring and evaluation functions	60	25		N/A	34	47	26	3
Presents performance information on effectiveness	34	18	34	18		N/A		N/A
[MO] reports to the governing body on performance, including on outcomes achieved	34	12	34	12		N/A		N/A
[MO] reports to the governing body on performance in relation to its Paris Declaration commitments	34	24	34	24		N/A		N/A
Disseminates lessons learned	34	37	34	37		N/A		N/A
[MO] identifies and disseminates lessons learned from performance information	34	29	34	29		N/A		N/A
[MO] provides opportunities at all levels of the organisation to share lessons from practical experience	34	44	34	44		N/A		N/A

Appendix III KPI and MI Data – by Quadrant

Legend – Mean Score

Very strong (4.34-5.00)
Strong (3.67-4.33)
Adequate (3.00-3.66)
Inadequate (2.34-2.99)
Weak and Very Weak (1.00-2.33)

Mean Score: calculation of mean scores includes the application of weighting factors to the respondent sample as follows:

- a) equal weight is given to the views of each of the three respondent groups;
- b) equal weight is given to each of the countries where the survey took place;
- c) equal weight is given to donors in country and direct clients/partners within each country where the survey took place

Number of KPIs and MIs assessed by respondent groups

	Total	HQ	CD	NP	Country Level
# of KPIs (indicators) assessed	19	13	15	15	15
# of micro-indicators assessed	63	32	43	41	43

Key to abbreviations in the appendix:

HQ = Headquarter-based donors

CD = Country-based donors

NP = National partners

Total = all respondents

Total 4 = all country-based donors and national partners in all 4 countries (Ethiopia, Mozambique, Senegal, Uganda) surveyed for the AfDB

n/a = the question was not asked among a particular respondent group

Strategic Management

	Mean Scores				
	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Country focus on results	3.48	n/a	3.01	3.74	3.48
Corporate focus on results	3.40	3.40	n/a	n/a	n/a
Providing direction for results	3.18	3.22	2.76	3.43	3.13
Focus on thematic priorities	3.15	2.95	2.35	3.94	3.24

	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Country focus on results	3.48	n/a	3.01	3.74	3.48
Country strategies contain statements of expected results consistent with those in the country's national development strategies	3.61	n/a	3.52	3.67	3.61
Consults with beneficiaries to develop its expected results	3.60	n/a	2.96	3.97	3.60
Has results frameworks which link results across project, sector and country levels	3.49	n/a	2.99	3.74	3.49
Results frameworks include indicators at all levels (country, sector, and project)	3.41	n/a	3.08	3.59	3.41
Country strategies include results for cross-cutting thematic priorities (e.g., gender equality, environment, governance)	3.28	n/a	2.53	3.74	3.28

	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Corporate focus on results	3.40	3.40	n/a	n/a	n/a
Organisation-wide strategy/strategies are based on a clear mandate	4.06	4.06	n/a	n/a	n/a
Strategies contain frameworks of expected management and development results	3.55	3.55	n/a	n/a	n/a
Results frameworks in strategies include measurable indicators at output and outcome levels	3.33	3.33	n/a	n/a	n/a
Results frameworks in strategies have causal links from outputs through to outcomes and impact	3.22	3.22	n/a	n/a	n/a
Ensures the application of results management across the organisation	2.83	2.83	n/a	n/a	n/a

	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Providing direction for results	3.18	3.22	2.76	3.43	3.13
Institutional culture is focused on client/partner	3.38	3.47	3.30	3.37	3.34
Senior management shows leadership on results management	3.23	3.23	n/a	n/a	n/a
Makes key documents easily accessible to the public	3.15	3.39	2.55	3.43	3.03
Institutional culture reinforces a focus on results.	2.96	2.63	2.63	3.50	3.13

	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Focus on thematic priorities	3.15	2.95	2.35	3.94	3.24
Has a significant strategic focus on good governance	3.39	3.28	2.74	4.06	3.45
Has a significant strategic focus on environmental protection	3.09	2.79	2.38	3.91	3.23
Has a significant strategic focus on gender equality	2.96	2.80	1.93	3.85	3.05

Operational Management

	Mean Scores				
	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Aid allocation decisions	3.74	3.91	3.22	3.89	3.65
Performance-oriented programming	3.63	3.50	3.50	3.91	3.75
Financial accountability	3.56	3.70	2.79	3.91	3.07
Linking aid management to aid performance	3.33	3.33	n/a	n/a	n/a
Using performance information	3.26	3.09	2.63	3.70	3.30
Delegating decision making	2.93	n/a	2.64	3.08	2.93
Managing human resources	2.81	2.73	2.58	3.52	3.07

	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Aid allocation decisions	3.74	3.91	3.22	3.89	3.65
Publishes its criteria for allocating concessional aid funding	3.51	3.88	2.65	3.72	3.31
Allocates concessional aid funding according to the criteria mentioned above	3.98	3.95	3.79	4.07	3.99

	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Performance-oriented programming	3.63	3.50	3.50	3.91	3.75
Sets targets to enable monitoring of progress in project implementation at country level	3.75	n/a	3.50	3.91	3.75
Subjects new loans and credits to impact analysis prior to approval	3.50	3.50	n/a	n/a	n/a

	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Financial accountability	3.56	3.70	2.79	3.91	3.07
Performs corporate audits according to international standards	4.08	4.08	n/a	n/a	n/a
Requires external audits (meeting international standards) to be performed for financed programs and projects at a country level	3.81	n/a	3.66	3.90	3.81
Conducts internal financial audits to provide objective information to its governing body	3.68	3.68	n/a	n/a	n/a
Ensures timely action when irregularities are identified at the country level	3.39	n/a	2.43	3.92	3.39
Implements strategies and plans for risk management	3.23	3.48	2.76	n/a	2.76
Implements a policy addressing corruption within the institution	3.19	3.57	2.30	n/a	2.30

	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Linking aid management to aid performance	3.33	3.33	n/a	n/a	n/a
Links loans and credit to expected development results	3.33	3.33	n/a	n/a	n/a

	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Using performance information	3.26	3.09	2.63	3.70	3.30
Uses information on country performance to plan new interventions at country level	3.62	n/a	3.24	3.94	3.62
Uses project, sector and country information on performance to revise corporate strategies	3.31	3.31	n/a	n/a	n/a
Tracks implementation of evaluation recommendations reported to the Board	3.18	2.87	2.63	3.69	3.37
Actively manages “unsatisfactory” activities from the previous fiscal year	2.93	n/a	2.04	3.47	2.93

	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Delegating decision making	2.93	n/a	2.64	3.08	2.93
Project tasks are managed at a country level	3.01	n/a	2.76	3.20	3.01
Can propose new loan/credit activities locally, within a budget cap	2.84	n/a	2.52	2.96	2.84

	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Managing human resources	2.81	2.73	2.58	3.52	3.07
Keeps deployed international staff in country offices for a sufficient time to maintain effective partnerships at country level	3.07	n/a	2.58	3.52	3.07
Transparently recruits and promotes staff based upon merit	2.84	2.84	n/a	n/a	n/a
Uses a transparent system of incentives and rewards to manage staff performance	2.71	2.71	n/a	n/a	n/a
Uses results-focused performance agreements for senior staff	2.64	2.64	n/a	n/a	n/a

Relationship Management

	Mean Scores				
	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Supporting national plans	3.57	n/a	3.30	3.79	3.57
Contributing to policy dialogue	3.36	3.91	3.04	3.54	3.28
Using country systems	3.11	n/a	3.02	3.22	3.11
Harmonising procedures	3.10	n/a	2.55	3.55	3.10
Adjusting procedures	2.70	n/a	2.36	2.92	2.70

	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Supporting national plans	3.57	n/a	3.30	3.79	3.57
Supports funding proposals designed and developed by the national government or clients/partners	3.69	n/a	3.46	3.89	3.69
Applies conditionality that corresponds with the national government's goals and benchmarks	3.45	n/a	3.15	3.69	3.45

	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Contributing to policy dialogue	3.36	3.91	3.04	3.54	3.28
Respects the views of clients/partners when it undertakes policy dialogue	3.64	3.91	3.44	3.52	3.48
Provides valuable inputs to policy dialogue	3.07	n/a	2.64	3.55	3.07

	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Using country systems	3.11	n/a	3.02	3.22	3.11
Expected disbursements are recorded in governments' national budgets	3.68	n/a	3.46	3.90	3.68
Encourages mutual accountability assessment of Paris Declaration and AAA commitments	3.28	n/a	2.92	3.60	3.28
Uses national auditing procedures in making loans/credits	3.27	n/a	3.02	3.41	3.27
Uses national budget execution procedures in making loans/credits	3.00	n/a	3.01	2.99	3.00
Uses national financial reporting procedures in making loans/credits	2.97	n/a	2.74	3.10	2.97
Uses project implementation units that operate in parallel to the government	2.54	n/a	2.92	2.33	2.54
Uses national procurement systems in making loans/credits	2.53	n/a	2.34	2.65	2.53

	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Harmonising procedures	3.10	n/a	2.55	3.55	3.10
Participates in program-based approaches (other than through budget support)	3.16	n/a	2.62	3.62	3.16
Participates in joint missions	3.14	n/a	2.63	3.62	3.14
Technical assistance is provided through coordinated programs in support of capacity development	3.00	n/a	2.41	3.41	3.00

	Total	HQ	CD	NP	Total 4
Base <i>n</i> =	94	34	34	26	60
Adjusting procedures	2.70	n/a	2.36	2.92	2.70
Uses procedures that can be easily understood and followed by clients/partners	2.93	n/a	2.44	3.28	2.93
Adjusts overall portfolio in country quickly, to respond to changing circumstances	2.65	n/a	<u>2.20</u>	2.96	2.65
The length of time it takes to complete procedures does <i>not</i> negatively affect implementation	2.65	n/a	2.38	2.81	2.65
Flexibly adjusts its implementation of individual projects/programs as learning occurs	2.56	n/a	2.41	2.65	2.56

Knowledge Management

	Mean Scores				
	Total	HQ	CD	NP	Total 4
Base <i>n</i> =	94	34	34	26	60
Monitoring external results	3.73	3.94	2.88	3.58	3.33
Presents performance information	3.60	3.60	n/a	n/a	n/a
Disseminates lessons learned	3.13	3.13	n/a	n/a	n/a

	Total	HQ	CD	NP	Total 4
Base <i>n</i> =	94	34	34	26	60
Monitoring external results	3.73	3.94	2.88	3.58	3.33
Has an independent evaluation unit that reports directly to the Board or Governing Council	4.37	4.37	n/a	n/a	n/a
Ensures that an adequate proportion of completed programs and projects are subject to independent evaluation	3.50	3.50	n/a	n/a	n/a
Requires the involvement of key clients and beneficiaries in monitoring and evaluation functions	3.33	n/a	2.88	3.58	3.33

	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Presents performance information	3.60	3.60	n/a	n/a	n/a
Reports to the governing body on performance, including on outcomes achieved	3.70	3.70	n/a	n/a	n/a
Reports to the governing body on performance in relation to its Paris Declaration commitments	3.50	3.50	n/a	n/a	n/a

	Total	HQ	CD	NP	Total 4
Base n=	94	34	34	26	60
Disseminates lessons learned	3.13	3.13	n/a	n/a	n/a
Identifies and disseminates lessons learned from performance information	3.25	3.25	n/a	n/a	n/a
Provides opportunities at all levels of the organisation to share lessons from practical experience	3.00	3.00	n/a	n/a	n/a

Appendix IV KPI Mean Score by Respondent Group

Key Performance Indicator	Mean Scores			
	Total	HQ	CD	NP
Base n=	94	31	31	31
Aid allocation decisions	3.74	3.91	3.22	3.89
Monitoring external results	3.73	3.94	2.88	3.58
Performance-oriented programming	3.63	3.5	3.5	3.91
Presents performance info	3.6	3.6	n/a	n/a
Supporting national plans	3.57	n/a	3.3	3.79
Financial accountability	3.56	3.7	2.79	3.91
Country focus on results	3.48	n/a	3.01	3.74
Corporate focus on results	3.4	3.4	n/a	n/a
Contributing to policy dialogue	3.36	3.91	3.04	3.54
Linking aid management to performance	3.33	3.33	n/a	n/a
Using performance information	3.26	3.09	2.63	3.7
Providing direction for results	3.18	3.22	2.76	3.43
Focus on thematic priorities	3.15	2.95	2.35	3.94
Disseminates lessons learned	3.13	3.13	n/a	n/a
Using country systems	3.11	n/a	3.02	3.22
Harmonising procedures	3.1	n/a	2.55	3.55
Delegating decision-making	2.93	n/a	2.64	3.08
Managing human resources	2.81	2.73	2.58	3.52
Adjusting procedures	2.7	n/a	2.36	2.92