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# **Managing for Development Results The One-Bank Results Measurement Framework (2013-2016)**

**Discussion Paper**

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ADF-13 Second Replenishment Meeting  
June 2013  
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**AFRICAN DEVELOPMENT FUND**

## Executive Summary

### FIRST CONSULTATIVE DRAFT (May 2013)

This paper presents for consultative purposes an early draft of the Bank's new Results Measurement Framework (2013-2016). A final version will be presented to the Board in September 2013 for approval. This new RMF builds on previous ones while making adjustments that bring it in line with the Bank's Strategy (2013-2022). The indicators, baselines and targets suggested in this paper **are all tentative** and subject to further adjustments. Additional work will be required in order to firm up baselines and set targets. A revised draft with a final list of indicators, baselines and targets will be circulated by July 2013.

Africa is the rising continent. With around one-third of its countries growing by more than 6%, it has become the world's fastest-growing continent. This new economic dynamism is more than just a resource boom; it is the result of dramatic improvements in economic management. More than two-thirds of African countries have improved their quality of governance, leading to a better business climate, improved basic services and expanded economic opportunities. Today, one of Africa's main development challenges is sustaining the pace of growth over the long term. The African Development Bank's Strategy (2013-2022) is designed to support Africa's continued growth in ways that are inclusive and sustainable over time.

As the Bank embarks on this strategy, it needs a management tool that will help it meet its new goals; a tool that brings together evidence of the Bank's strengths and weaknesses so that Management can chart a course of action that helps it implement its strategy and improve the lives and livelihoods of its clients.

The Bank's new Results Measurement Framework (2013-2016) is such a tool, designed to assess and track the Bank's performance in contributing to Africa's development. Measuring this contribution is not a simple task. To capture the Bank's contribution to Africa's development across its many dimensions, the Results Measurement Framework (RMF) is structured in four levels, with each level answering a different question:

- **Level 1**—What development progress is Africa making?
- **Level 2**—How well is AfDB contributing to development in Africa?
- **Level 3**—Is AfDB managing its operations effectively?
- **Level 4**—Is AfDB, as an organisation, managing itself efficiently?

This is the fifth RMF since 2003, when the Bank first introduced this corporate management tool. Since then Africa has grown considerably, and so has the Bank. In 2003, the Bank had field presence in eight countries, fewer than 1000 staff and an active portfolio of UA 8 billion. Today, the Bank operates on a much larger scale: it has field presence in 34 countries, more than 2000 staff and an on-going portfolio worth UA 22 billion.

This means that the Bank is now dealing with a different set of operational challenges. The new RMF has been adjusted to address them.

- **Enhanced strategic focus.** The RMF is engineered to better track and support Africa's emerging development challenges in the key areas where the Bank has a comparative advantage, as identified in the Strategy. Level 1 reflects the two objectives through which the Bank will improve the quality of Africa's growth: inclusive growth, and the transition to green growth. Level 2 captures the five operational priorities through which the Bank supports Africa's transformation with unmatched advantage, expertise, access and trust.
- **Outcome orientation.** The new RMF is better geared towards demonstrating the Bank's development impact. This is not an easy task, because development is a complex business involving many different actors. To address this challenge we continue to mainstream core sector indicators that help us capture a broader range of outcomes and emerging areas of focus. In addition, we have introduced a number of methodological innovations to strengthen the focus on outcomes rather than outputs.
- **Stronger focus on gender.** Without greater equality between women and men, it will be much more difficult for Africa to sustain its growth and meet its development objectives. This is why the new RMF has strengthened its gender focus at all four levels: more gender-specific

indicators have been introduced, and wherever feasible, indicators are disaggregated by sex.

- **Value-for-money.** Delivering better value-for-money to the Bank's stakeholders is central to the Bank's development mandate. It means ensuring that every Unit of Account we spend delivers the greatest value for our clients. It also means that we keep our costs under constant scrutiny and make sure that all our resources—human and financial—are used efficiently and economically to deliver effective results.
- **Ambitious targets.** Our clients expect the Bank to be Africa's premier development institution. To help us meet these expectations, we have set ourselves exacting standards of performance. Our targets for operational performance (Level 3) and organisational efficiency (Level 4) are ambitious and will further stretch our performance.

Moving forward, one challenge will be to step up a results-oriented management culture that shifts the Bank's focus from measuring results to managing for results. The Bank has been developing a suite of tools, processes and systems that will equip it to achieve this.

- **Project-level tools.** At the project level, we have entirely revamped the suite of tools we use to track results from project inception to project completion. Our Readiness Reviews scrutinise all our public sector operations to make sure they are fit for their purpose and designed in ways that are most likely to achieve their development outcomes. A recent independent evaluation of our operations shows that 81% of our operations achieved their development objectives.
- **Information systems.** We are developing information systems that will improve the Bank's portfolio performance. The Results Reporting System, which was piloted in 2012 and will be rolled out in 2013, will provide Management with real-time information on key measures of portfolio performance by sector, region and country.
- **Mapping for results.** Our new geocoding tool—*MapAfrica*—has already mapped our entire on-going portfolio (732 operations). It allows the Bank to improve the geographic allocations of its resources, and it will provide our stakeholders with a better understanding of the Bank's activities and their impact on local development. A web-based interface of Map-Africa will go live in 2013.
- **Development Effectiveness Reviews.** Finally, to capture our contribution to Africa's development dynamics, we have launched a series of Development Effectiveness Reviews. Each review focuses on the fundamental challenges of development on the African continent; the first set focused on governance, regional integration and countries in situations of fragility, and future editions will focus on other themes and groups of countries.

None of our development goals for Africa will be achieved overnight. To achieve its development goals, the African Development Bank has to be a learning organisation committed to improving its operations continuously. The RMF is a management tool that will help us with this learning process. With the new RMF we are better equipped and committed to keeping our operations under constant scrutiny to ensure that we keep moving in the right direction.

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## Abbreviations

AfDB	African Development Bank
ADF	African Development Fund
ADER	Annual Development Effectiveness Review
CPIA	Country Policy and Institutional Assessment
CSP	Country strategy paper
IATI	International Aid Transparency Initiative
PIU	Project Implementation Unit
RMF	Results Measurement Framework

## **MANAGING FOR DEVELOPMENT RESULTS**

### **THE ONE-BANK RESULTS MEASUREMENT FRAMEWORK (2013-2016)**

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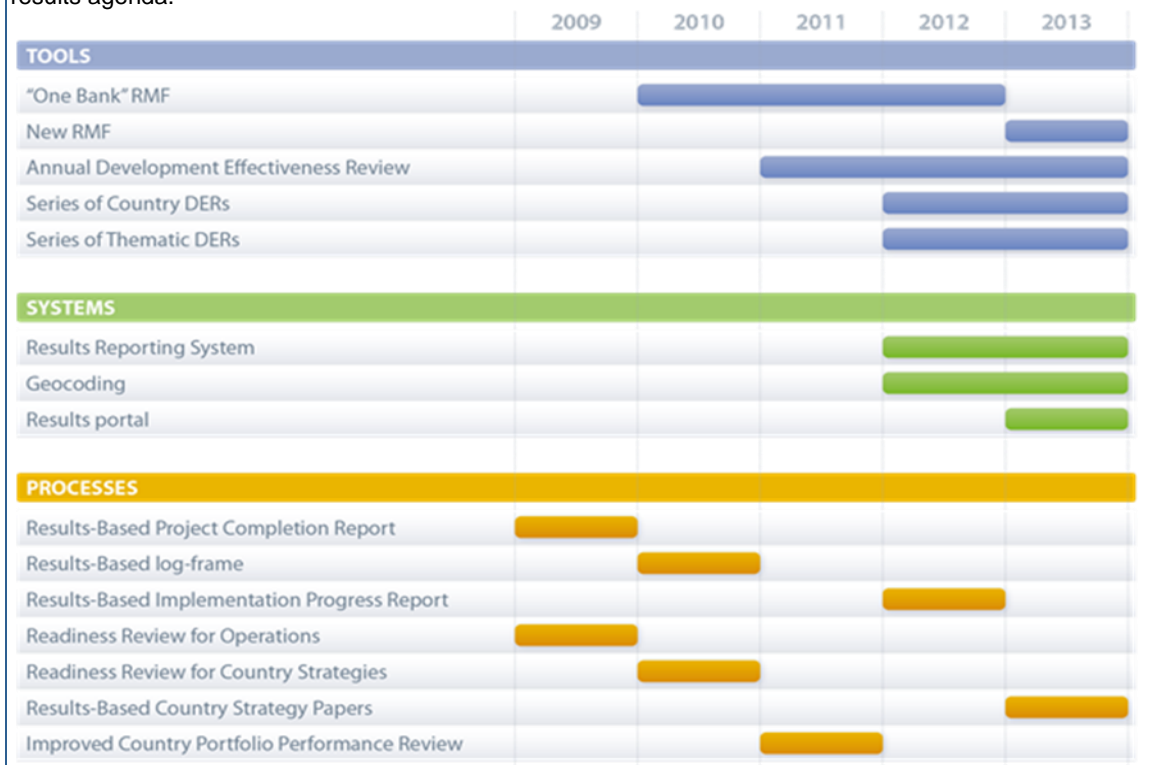
## **1. Introduction**

*The Bank is making significant progress in implementing the results agenda*

- 1.1. In recent years the African Development Bank (AfDB or the Bank) has laid out robust foundations in managing for development results, making significant progress in meeting its development mandate and contributing to Africa's development. It has created the necessary institutional structures, improved its operational processes to better plan and manage for outcomes, and developed tools and systems to better monitor and report on results across the institution. This has put the Bank in a position to systematically capture and report on development results and to use this information to improve the way it manages its operations and implement strategies for development results.
- 1.2. The Bank first adopted a Results Measurement Framework (RMF) in 2003. Since then Africa has grown considerably, and so has the Bank. In 2003, the Bank had field presence in eight countries, fewer than 1000 staff and an active portfolio of UA 8 billion. Today, the Bank operates on an altogether different scale: it has 34 field presences, more than 2000 staff and an on-going portfolio worth UA 22 billion.
- 1.3. This means that the Bank is now dealing with a different set of operational challenges. To address these new challenges it has introduced a number of important innovations in the way it manages and reports on results.
- 1.4. In 2010 the Bank launched the One Bank RMF for 2010-2012 to monitor progress toward the vision described in the Bank's Medium-Term Strategy 2008-2012. The RMF offered a concise set of metrics against which to measure the Bank's performance, and it set out ambitious targets for 2012, reflecting the Bank's reforms to improve institutional effectiveness and efficiency. Now that this framework has come to a close, the Bank has an opportunity to further refine its measurement and align it with the new priorities set out in the Strategy 2013-2022.
- 1.5. Since 2011, the Bank has been reporting its results against this RMF through its Annual Development Effectiveness Review (ADER). It also introduced a new series of thematic and country development effectiveness reviews in 2012, with the aim of deepening the analysis of the Bank's contribution to development results in strategic areas, and improving the results focus at the country level. The four initial reports in this series covered the areas of governance, regional integration, fragile states and operations in Rwanda.
- 1.6. To measure the development impact of each of its operations throughout the project cycle, and keep operations under constant scrutiny, the Bank has revamped the full set of tools and processes it uses to track results from project inception to project completion. As part of this effort, it has: institutionalised readiness reviews to ensure that new operations are technically sound and are designed to maximise development impact and changed the oversight of operations from sporadic supervision to a continuous, field-based approach. The Bank has improved the way it reports on results achieved at completion, to better capture lessons learnt to more systematically feed into the design of new operations.
- 1.7. To support these processes the Bank has developed new systems to track and capture results. The Results Reporting System developed in 2012 provides a robust platform to track projects and results and to build yet better results-based monitoring and management tools. (figure 1 summarises the Bank's progress on its results agenda.)

**Figure 1: Milestones in implementing the results agenda**

The Bank has made significant progress in implementing the results agenda and strengthening its own focus on results. Since the introduction of the first RMF in 2003, the Bank has implemented a number of reforms and launched various products to better measure, report on, and manage for results. The Bank has also launched a number of complementary initiatives, including adjustments in the organisational structure to allow for better management for results and provide organisational support in implementing the results agenda.



- 1.8. Building on the foundation established in the first RMF, the first part of the paper describes the Bank's new RMF and discusses how the Bank will further improve its measurements and set new targets to capture and report on results. The second part of the paper discusses actions the Bank is taking to step up a results-oriented management culture that shifts the Bank's focus from measuring results to managing for results.

## 2. The New Results Measurement Framework

*The new RMF further improves the way the Bank measures its contribution to results*

- 2.1. The Bank's new Results Measurement Framework (2013-2016) is a tool designed to assess and track the Bank's performance in contributing to Africa's development. Measuring this contribution is not a simple task. To capture the Bank's contribution to Africa's development across its many dimensions, the Results Measurement Framework (RMF) is structured in four levels, with each level answering a different question:
- **Level 1**—What development progress is Africa making?
  - **Level 2**—How well is AfDB contributing to development in Africa?
  - **Level 3**—Is AfDB managing its operations effectively?
  - **Level 4**—Is AfDB, as an organisation, managing itself efficiently?
- 2.2. The RMF captures the full set of Bank Group activities—those of the African Development Bank (AfDB), the African Development Fund (ADF), and the Nigeria Trust Fund). It covers both public and private sector operations. Like the previous RMF, it does not report by department or product, but by Bank-wide results and outcomes achieved. The results of private sector

operations are presented as part of the Bank's broader contributions to energy, transport, or microfinance and so on.

- 2.3. Some indicators apply only to specific windows—for example, turnover from investment applies only to private sector operations—but most apply across the Bank, and across financing windows and products. Under the new RMF, the results for ADF will continue to be shown separately to place special emphasis on the achievements in our work in ADF-eligible countries, and to transparently account for the use of ADF resources.
- 2.4. As the Bank continues to adapt its operations to Africa's new and emerging development challenges, the RMF needs to better reflect both the backward looking achievements delivered through operations under the Medium Term Strategy, and the forward-looking Strategy 2013-2022, which sets out new strategic and operational priorities.

### ***Changes to the RMF: lessons learnt and guiding principles***

- 2.5. The new RMF draws on lessons learnt in implementing the previous RMF and on international good practice. The new design and indicators introduce a number of methodological innovations. This section discusses the changes to the new RMF.
- 2.6. The RMF is engineered to better track and support Africa's emerging development challenges in the key areas where the Bank has a comparative advantage, as identified in the Strategy 2013-2022 (see figure 2). Level 1 reflects the two objectives through which the Bank expects to improve the quality of Africa's growth: inclusive growth, and the transition to green growth. Level 2 captures the five operational priorities through which the Bank supports Africa's transformation with unmatched advantage, expertise, access and trust.
- 2.7. Level 3 reflects the quality and effectiveness of the Bank's country engagement and operations. Level 4 captures the ambitious reforms the Bank is undertaking to strengthen its efficiency and economy as a development organisation: moving closer to its clients, becoming the employer of choice by mobilising and engaging staff, and becoming a nimbler institution by focusing on cost-effective processes and organisational structures.

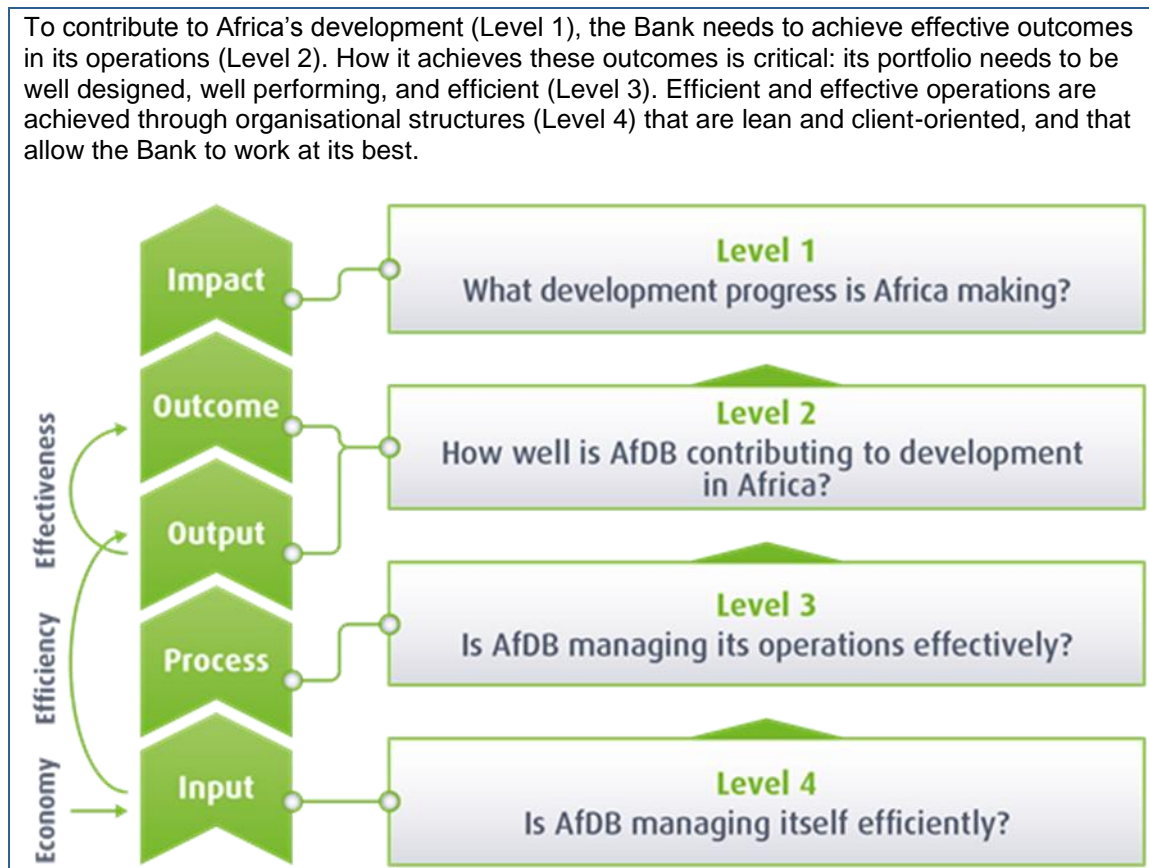


**Figure 2: Aligning the RMF with the Strategy 2013-2022**



- 2.8. Delivering better value-for-money to the Bank's stakeholders is central to the Bank's development mandate. It means ensuring that every Unit of Account we spend delivers the greatest value for our clients. It also means that we keep our costs under constant scrutiny and make sure that all our resources—human and financial—are used efficiently and economically.
- 2.9. The results chain and the four-level results framework reflect a clear focus on value for money (figure 3 illustrates these relationships). This is based on three principles:
- *Effectiveness*: Successfully achieving the intended outcomes from an activity;
  - *Efficiency*: maximising output for a given input while ensuring the same standards of quality;
  - *Economy*: Reducing the cost of resources used for an activity while maintaining the same standards of quality.

**Figure 3: A conceptual model for delivering better value for money**



- 2.10. The new RMF is a concise representation of how the Bank contributes to Africa's development. It is not intended to be exhaustive, but rather to be a corporate-wide overview of key achievement in priority areas, providing a sense of scope and measuring progress toward key targets. With some 100 indicators, it is broad enough to provide an overview and concise enough to be useful.
- 2.11. Results for each project are tracked along the project cycle. For example, a transport project that builds x km of feeder roads generates a range of development benefits: it provides greater access to schools, hospitals, and markets, improves people's lives and so on.<sup>1</sup>
- 2.12. Without achieving greater equality between women and men, Africa will not sustain its growth and meet its development goals. This is why the new RMF has strengthened its gender focus at all four levels: more gender-specific indicators have been introduced, and wherever feasible, indicators are disaggregated by sex.
- 2.13. Greater equality between men and women is a development objective in its own right. Investing in women and girls is also smart economics—it boosts the pace of development progress and has a powerful impact for both women and men. This is why at Level 1 of the RMF, new more robust gender-specific indicators are introduced to highlight specific areas of Africa's development that are particularly relevant to the institution's gender focus. These include, for example, an indicator that measures disparities in the labour market. At Level 2, all beneficiaries are disaggregated by sex, where possible, to track where and how the Bank's work is improving women's lives. At Level 3, gender mainstreaming is measured by how well the design of the Bank's operations takes into account gender aspects. At Level 4 we measure the share of women among professional staff and management to monitor progress towards the Bank's ambitious institutional targets in this area.

<sup>1</sup> While the major results the Bank is contributing to are tracked in the corporate RMF, sectors will also develop specific RMFs to better track their results in more detail, which will be reported through thematic development effectiveness reviews as was done in the 2012 reviews on governance and fragile states.

- 2.14. The new RMF is better geared towards demonstrating the Bank's development impact. This is not an easy task, because development is a complex business involving many different actors. To address this challenge we continue to mainstream core sector indicators that help us capture a broader range of outcomes and emerging areas of focus. In addition, we introduce a number of methodological innovations to strengthen the focus on outcomes rather than outputs.
- 2.15. For Level 1, this means going beyond high-level indices to look at various dimensions of what accounts for impact, and how it can best be achieved. For example, instead of using an overall Doing Business index, we look at the most relevant dimensions of it such as time required to start a business. Level 2 focuses on the impact operations have on improving people's lives; the focus is more on people than on physical outputs. For example in energy the focus is less on distribution substations constructed, but on people benefitting from improved access to electricity. The beneficiaries are key, and the outputs provide some context for how the Bank's work is improving their lives. In Levels 3 and 4, the RMF capture the results of the Bank's reforms rather than the reform activities themselves—for example, to capture the effect of the reforms, we measure staff engagement rather than staff accounting.
- 2.16. Since MDBs have different mandates and corporate challenges, they also have different RMFs. Nonetheless, where the same indicators are used between MDBs, the Bank has, as much as possible harmonised its indicators and methodologies.<sup>2</sup> Even where similar indicators are used, they may not be comparable to that of other institutions. Africa has the largest share of fragile states, and most countries are still ADF-eligible. Thus the Bank operates in very difficult environments, often focusing on complex infrastructure or regional integration projects.
- 2.17. Our clients expect the Bank to be Africa's premier development institution. To help us meet these expectations, we have set ourselves exacting standards of performance. Our targets for operational performance (Level 3) and organisational efficiency (Level 4) are ambitious and will further stretch our performance.
- 2.18. From the previous RMF we have learned to be diligent in our analysis of the data to ensure that we set realistic targets, and also, when assessing baselines, to take into account special historic situations, such as the financial crisis in 2010. The targets reflect what the Bank can realistically achieve by 2016 through its ambitious reforms that will improve the performance of all these indicators.<sup>3</sup>

### ***The New RMF***

- 2.19. This section shows how the new RMF incorporates all these changes. For each of the four levels, it presents the indicators and explains the changes made as compared to the previous RMF.

#### Level 1: What development progress is Africa making?

- 2.20. The new RMF is designed to be fully aligned with the Strategy 2013-2022. Quality of growth is at the centre of the RMF, focusing on inclusive and green growth. The subcategories reflect various dimensions of inclusive and green growth through which we assess the progress the continent is making (see Box 1). To strengthen the focus on gender, where possible relevant indicators (e.g., employment, access to credit) are disaggregated by sex, and gender-specific indicators, such as *gender-sensitive country institutions* or *gender inequality in the labour market*, have been introduced.

<sup>2</sup> However, given the Bank's strategic focus and the data availability for Africa, and given how we measure internal processes, several indicators are different. For example, it would be useful to use the indicator *access to roads*, but in Africa data availability is limited, and consistent reporting is not possible. Other indicators—such as *power capacity installed*, *projects rated satisfactory*, and *staff engagement index*—are fully aligned to other institutions' measurements.

<sup>3</sup> See also the *ADF-13 Institutional Effectiveness and Efficiency* paper for a more detailed account.

## Box 1: Transitioning towards green growth in Africa

To the Bank green growth means focusing on three key areas:

### 1) *Using resources efficiently, adding value, improving competitiveness*

Green growth means ensuring that renewable natural resources, such as land, forests, water resources, fisheries and clean energy sources, are developed and used in a sustainable way. Non-renewables such as oil and minerals must be produced cost-efficiently, to spur innovation and maximise the development return. Using efficient production techniques, especially in manufacturing, will add value and improve Africa's competitiveness.

### 2) *Reducing waste and pollution, avoiding negative impact on communities*












Green growth means managing development processes efficiently, so as to reduce pollution and waste. Damage to the natural environment has extensive costs, both to economic sectors like agriculture or fisheries and to the population directly, through the pollution of air or drinking water. Managing waste products intelligently can help to sustain high growth rates and avoid negative impacts on communities.
































































### 3) *Increasing resilience and adapting to a changing environment*

Green growth also means coping with a changing environment. Africa is already experiencing major changes in the distribution of its natural resources and an increase in severe weather, caused by a combination of climate variability and human activity. Climate change will create many more such challenges. A green growth pathway will build resilience in the agriculture and infrastructure sectors includes building sustainable infrastructure and helping communities deal with natural disasters and the impacts of higher temperatures and changing water distribution.

- 2.21. A major driver for selecting indicators is data availability. Household-survey-based indicators, in particular, are not regularly available and only for a limited set of countries at a time. This makes continuous reporting impossible. Where no alternatives exist—for example, for *income inequality*—we use statistical methods to construct meaningful indicators to compensate for gaps in data. In other cases, we seek close proxies or alternative indicators such as the density of road network rather than access to roads as this data is more readily available; this is especially problematic for indicators on economic resilience. The international community is continuously working to develop new indicators, but so far very few are available.

**Table 1: Level 1: What development progress is Africa making?**

Indicator		All African Countries		Of which ADF Countries	
		Baseline 2012	Latest	Baseline 2012	Latest
<b>Growing African Economies Inclusively</b>					
<b>Growing African Economies Inclusively</b>					
 Gross domestic product (GDP) growth		3.7		5.6	
 GDP per capita (USD)		953		470	
 Population living below the poverty line (%)		37		41	
 Income inequality (Gini index)		46		45	
<b>Sharing the Benefits of Growth</b>					
 Share of population living in fragile countries (%)		22		22	
 Gender inequality in the labour market (%)		0.55		0.59	
 Unemployment rate (%)		14		14	
 Under-five child mortality (per 1000 live births)		117		122	
 Access to improved water source (% population)		66		59	
 Access to improved sanitation facilities (% population)		40		27	
 Enrolment in education (%)		0.46		0.39	
<b>Improving Governance</b>					

	Mo Ibrahim Index of African Governance	51		48	
	Tax and non-tax fiscal revenues (% of GDP)	20		15	
	Index of Effective and Accountable Government	...		...	
	Country Policy and Institutional Assessment (CPIA) score	3.6		3.5	
	Gender-Sensitive Country Institutions (Index)	0.33		0.35	
<b>Diversifying Economies</b>					
	Index of Africa's Global Competitiveness	3.6		3.5	
	Foreign direct investment (%)	2.5		4.0	
	Time required for business start-up (days)	33		30	
	Access to credit	2.3		1.7	
	Index of Economic Diversification	0.75		0.76	
<b>Transitioning To Green Growth</b>					
<b>Managing Natural Assets Efficiently and Sustainably</b>					
	Production of Food Crops (Index)	114		115	
	Agricultural productivity	533		304	
	Sustainable production efficiency	1.4		0.7	
	Institutional capacity for environmental sustainability	3.6		3.5	
	Resilience to water shocks	...		...	
<b>Building Sustainable Infrastructure</b>					
	Africa's share of global trade (%)	3.2		1.4	
	Intra-African trade (billion USD)	130		77	
	Road density	8		22	
	Access to telephone services	559		415	
	Access to electricity	43		32	
	Cost of trading across borders	141		86	

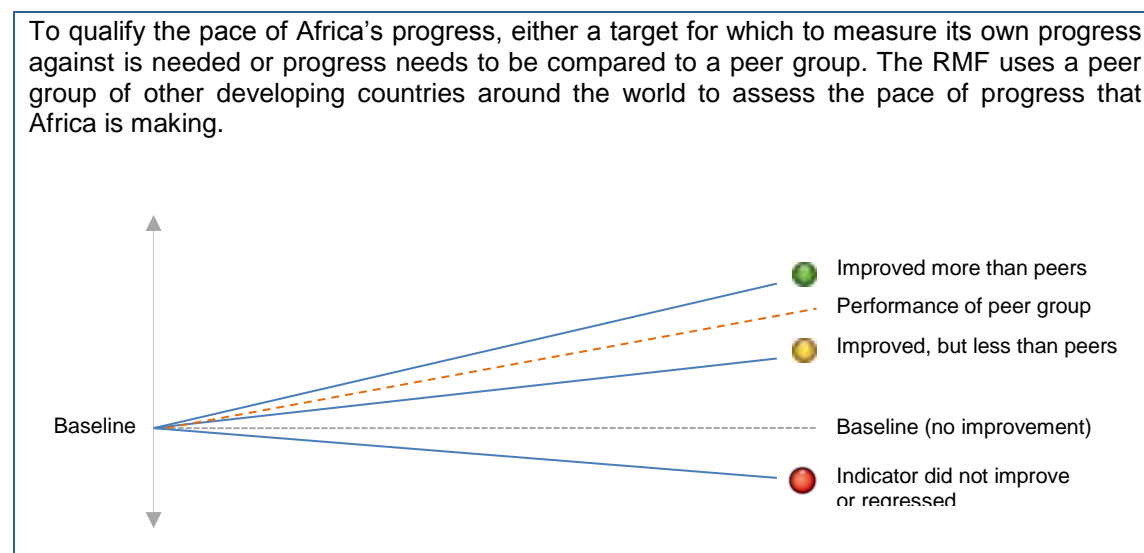
Note: For the purposes of this draft, the traffic light colours are illustrative.

... means further work will be required to establish a robust baseline.

- 2.22. We have improved the traffic-light system we use to flag progress. With the new, more intuitive methodology, indicators showing progress have a green traffic-light if Africa performs better than relevant peer groups, or yellow, if Africa's performance is worse than others'; and deteriorating indicators are red if Africa performs worse than other peer groups, or yellow, if it regresses less (see figure 4).<sup>4</sup>

<sup>4</sup> The previous methodology focused exclusively on peer comparison: when Africa fared better than its global peers, even though that may have meant only that the indicator deteriorated less, progress was shown with a "green light"—which could lead readers to think there had actually been improvement. The revised methodology aims to avoid this kind of confusion.

**Figure 4: How fast is fast? Qualifying the pace of Africa's progress**





























#### Level 2: How well is AfDB contributing to development in Africa?

- 2.23. Level 2 directly captures the five operational priorities set out in the Strategy 2013-2022. These priorities reflect the five main channels the Bank uses to improve the quality of growth in Africa: infrastructure development, regional economic integration, private sector development, skills and technology, and governance and accountability.
- 2.24. Under level 2 the Bank reports on operations undertaken under previous strategies, such as the Medium-Term Strategy. This is why it also includes indicators that track its contribution to development in areas that are no longer part of its Strategy 2013-2022 such as health, primary and secondary education, and agriculture.
- 2.25. The new RMF features fewer indicators in Level 2, with a reduced number of output indicators and more focus on outcomes, especially those that measure how Bank interventions have improved people's lives. Most reflect "mini-results chains," looking at a key physical output with some measure of maintenance/sustainability to ensure effective and lasting use, and focusing on beneficiaries. For example we measure the roads constructed, people trained or recruited to maintain roads, and look at how these interventions have benefitted to population. This ensures that we not only focus on delivering roads, but also put measures in place to keep them intact, reduce future costs, and achieve the maximum benefits for the population. We cannot capture all aspects of our operations, but key areas of the Bank activities can be aggregated to give a sense of how the Bank is contributing to Africa's development.
- 2.26. The new RMF introduces a specific section on the Bank's contribution to governance. In line with the methodology we use to assess progress in delivering our programmed results in operations—comparing actual outcomes to what was planned—we measure the success of the governance reforms we fund. For example, in the countries we conduct budget support to strengthen the quality of public administration we look at the improvement of the CPIA sub score during the operation. If we engage in ten countries to support the quality of public administration and only eight improve during our operation, we score 80%.
- 2.27. To better track the impact our operations have on women and men, the new RMF disaggregates more indicators at Level 2 by sex. In order to strengthen our ability to report on these indicators (and also as a way of incorporating gender in the design of our operations), the new Results Reporting System systematically encourages task managers to disaggregate all Level 2 indicators by sex. As part of these efforts, the Bank continues to strengthen its gender mainstreaming, placing increasing importance on gender-informed design.<sup>5</sup>

<sup>5</sup> The Bank can report only on results actually measured in its operations. While much effort has been put into building updated results frameworks into ongoing operations, it is difficult to change measurement mid-course—baselines are not available, monitoring frameworks were not set up to capture certain aspects—so it is difficult to introduce an



**Table 2: Level 2: How well is AfDB contributing to development in Africa?**

		2010-2012			2013-2015
Indicator		Expected	Delivered*	Percent. delivered	Expected
<b>Infrastructure Development</b>					
<b>Growing African Economies Inclusively</b>					
 Roads/Feeder Roads constructed, rehabilitated or maintained		22 232	18 777	84%	24 917
 Staff trained/recruited for road maintenance		13 848	14 147	102%	8 690
 People educated in road safety and HIV transmission		810 000	828 474	102%	1 241 475
 People with improved access to transport		35 029 000	34 069 000	97%	35 105 000
 - of which women			...		
 Power capacity installed		1 128	1.110	98%	6 846
 Staff trained/recruited in the maintenance of energy facilities		1 963	1 972	100%	2 081
 People benefiting from new or improved electricity connections		6 499 000	7 923 000	122%	29 217 000
 - of which women			...		
 People benefitting from improved access to basic ICT services			83 000*		
 - of which women			...		
 CO <sub>2</sub> emissions reduced			802 031*		
<b>Regional Integration</b>					
<b>Connecting People and Economies</b>					
 Cross-border roads constructed or rehabilitated		471	550	117%	2 698
 Cross-border transmission lines constructed or rehabilitated		597	594	99%	769
<b>Private Sector Development</b>					
<b>Helping Businesses Thrive</b>					
 Government revenue from investee projects and sub-projects			12 528		18 620
 SME effect (turnover from investments)			704		33 205
 Local and regional suppliers of goods and services			...		
 Microcredits granted		644 677	477 112	74%	42 224
 Microfinance clients trained in business management		396 435	397.572	100%	47 010
 Jobs created			233 321		1 545 995
 - Of which jobs for women			28 532		91 244
 People benefiting from investee projects and microfinance		16 928 000	16 746 000	99%	7 633 000
 - of which women			...		
 Land with improved water management developed...		82 161	71 020	86%	365 460
 Land whose use has been improved: replanted, reforested...		1 080 984	1 250 137	116%	1 017 099
 Rural population trained/recruited/using improved		1 586 235	2 313 018	146%	1 620 125

entirely new set of indicators. We are grandfathering in new indicators. Some, such as vocational training, we are confident we can start tracking at once. We are working to build new core sector indicators into new results frameworks and upgrade existing results frameworks, where possible, so that in the next RMF we will be able to introduce a much wider set of indicators and report on additional aspects

	technology				
●	People benefiting from improvements in agriculture	29 593 000	31 672.000	107%	40 266 000
●	- of which women		...		
<b>Skills And Technology</b>					
<b>Investing In People</b>					
●	People benefiting from vocational training		257 932*		
●	- of which women		...		
●	Classrooms and educational support facilities constructed	5 592	4 501	80%	1 533
●	Teachers and other educational staff recruited/trained	65 374	56 767	87%	46 218
●	People benefiting from better access to education	4 565 000	4 138 000	91%	1 125 000
●	- of which women		...		
●	Primary, secondary and tertiary health centres	642	580	90%	656
●	Health workers trained	36 319	35 295	97%	86 334
●	People with access to better health services	27 025 000	26 645 000	99%	18 613 000
●	- of which women		...		
●	Drinking water capacity created (service reservoirs m <sup>3</sup> /day)	3 560	3 358	94%	7 615
●	Workers trained in the maintenance of water facilities	170 214	163 341	96%	351 108
●	People with new or improved access to water and sanitation	14 370 000	14 851 000	103%	42 016 000
●	- of which women		...		
<b>Governance and Accountability</b>					
<b>Promoting Effective Governance and Participation</b>					
	<b>Share of countries with improved:</b>				
	Quality of budgetary and financial management (CPIA)		...		
	Quality of public administration (CPIA)		...		
	Civil service (ISPMS)		...		
	Procurement systems (ISPMS)		...		
	Competitive environment (Ibrahim Index)		...		

Note: For the purposes of this draft, the traffic light colours are illustrative.

\* For vocational training, CO<sub>2</sub>emissions saved, and ICT beneficiaries, the data shown are for 2011-2013.

... means further work will be required to firm up the data. For example to provide sex disaggregated data we are currently going through our project completion reports to validate relevant data.

### Level 3: Is AfDB managing its operations effectively?












- 2.28. The previous RMF demonstrated a sound focus on the way the Bank manages its operations for results. Building on this good practice, only minor changes have been made in the new RMF. The main change regards the architecture of Level 3 to align it with the new Strategy 2013-2022.
- 2.29. Other changes include greater focus on engaging more effectively with client countries; to combine the different aspects of the operations cycle, from concept stage to completion; and to emphasise areas of special focus for the Bank: mainstreaming gender and climate change into our activities.
- 2.30. The Bank remains committed to the Aid Effectiveness agenda and is making good progress in supporting client countries' development and building their capacity. We are using country systems rather than bypassing them and cutting clients' costs of doing business with the Bank by reducing the number of parallel PIUs'. We believe these areas remain critical and therefore,

































consistent with the new post-Busan monitoring framework, indicators on *alignment on budget*, *predictability*, and *use of country systems* will remain as part of the RMF. Additional Busan indicators may be added, if applicable in the Bank context.

- 2.31. Many of the indicators from the previous RMF will continue to be important for the Bank to monitor its operations performance. To make them more accessible, the structure has been rearranged. From previous clusters of portfolio, quality at entry and knowledge management, the indicators now reflect the project life cycle from early inception to completion. They reflect a mix of quality and timely delivery—for example the time it takes to prepare a project, but at the same time also the quality of the design of the project, to ensure swift and high quality delivery of operations.
- 2.32. Since the Bank was successful in significantly reducing problem projects in the portfolio from 14% in 2006 to 2% in 2012, we have discontinued the *problem projects* indicator to focus instead on a more general set of projects at risk. This category includes problem projects but also provides a broader sense of the quality of the portfolio. Similarly, as the institution decentralises, project implementation is increasingly supported continuously in the field; thus we no longer focus on the number of ad hoc supervision missions, but rather on operations at risk, to ensure that we give them the support needed to bring them back on track.
- 2.33. As gender and climate change are key operational priorities special emphasis is given to the progress the Bank is making in building both aspects into the design of our operations. At project design all our operations are assessed on both the gender and climate dimensions. We will continue to use our climate-proofing methodology<sup>6</sup>, which is working well. For increased effectiveness in mainstreaming gender into our operations, the Bank has drawn on international best practice to develop new standards. All our projects are assessed at the design stage according to five criteria that measure how effectively gender mainstreaming has been built into the project. This assessment will better inform the project design, and will also be used to better monitor gender mainstreaming in Bank operations. The indicator used in the previous RMF, *new projects with at least one gender indicator*, will be replaced by the much more telling one, *new projects with gender-informed design*.

**Table 3: Level 3: Is AfDB managing its operations effectively?**

Indicator	All African Countries			Of which ADF Countries		
	Baseline 2012	Latest	Target 2016	Baseline 2012	Latest	Target 2016
<b>Engaging Client-Countries more Effectively</b>						
 CSPs rated satisfactory	100		100	100		100
 Timely CPPR coverage (%)	25		35	19		21
 Development resources recorded on budget (Paris Declaration indicator)	67		85	67		85
 Predictable disbursements (Paris Declaration indicator)	72		80	72		80
 Use of country systems (Paris Declaration indicator)	58		63	58		63
 New ESW and related papers	31		40	[23]		[27]
<b>Managing Projects for Results</b>						
 Completed operations rated satisfactory	75		80	74		80
 Completed operations with a timely PCR	91		90	91		90
 Disbursement ratio of ongoing portfolio	22		24	18		21
 Time for procurement of goods and works	38		27	39		[27]
 Operations with satisfactory mitigation measures	[60]		[75]	[45]		[60]

<sup>6</sup> During the design of a project the Bank conducts a readiness review. One of the dimensions reviewed is how well climate resilience is built into their design. This may—as was the example of the Nigerian Ndali-Nikki Chicandou road—include ensuring sufficient drainage systems to increase road longevity, or offset CO2 emissions from increased traffic by planting trees and restoring vegetation cover, to create carbon sinks.

	Operations at risk not supervised for more than 6 months (%)	20		18	19		17
	Operations no longer at risk (%)	28		31	25		28
	Operations at risk (%)	19		17	21		19
	Operations eligible for cancellation (%)	8.5		7	9.5		7
	Time to first disbursement (month)	13		10	12		11
	New operations rated satisfactory	96		95	96		95
	Time for approving operations (month)	7.4		6.7	6.3		7.3
<b>Gender- and Climate-Informed Operations</b>							
	New CSPs with gender-informed design (%)	75		83	70		77
	New projects with gender-informed design (%)	78		86	75		83
	New projects with climate-informed Design (%)	65		75	65		75

Note: For the purposes of this draft, the traffic light colours are illustrative.

[ ] means further work will be required to firm up the baselines and targets. For example we have only now introduced the mitigation measure rating into progress reporting and are still establishing baselines from preliminary data.














#### Level 4: Is AfDB managing itself efficiently?

- 2.34. Since 2006 the Bank has made significant progress in implementing institutional reforms and policies and, as the results of a recent client assessment reveal<sup>7</sup>, it has improved its brand value substantially. The Bank's ambitious reforms agenda will continue to seek to deliver more value for money through even greater client responsiveness, efficient service delivery, and working conditions that maximise staff productivity.<sup>8</sup> Level 4 reflects these ambitions by tracking key indicators and setting targets that measure the pace and quality of decentralization, that measures our ambition to become the employer of choice for those seeking to work on Africa's growth and development, while at the same time remaining a nimble institution with a strong focus on cost efficiency.
- 2.35. Decentralization is bringing the Bank closer to its clients. Major products and services are now planned, prepared and delivered at country level, and decision making is increasingly devolved to field offices. This ensures faster implementation, and enhanced dialogue and knowledge to deepen our analytical work and advisory services. As decentralisation continues, programs to improve corporate infrastructure will help staff perform their duties and give the institution the processes, systems and technologies to efficiently deliver effective operations at both Headquarters and in the field. Level 4 continues to highlight both the increasing decentralization of staff and decision making, measured by the share of staff based in field offices and the share of operations task-managed from field offices, as well as the systems to support staff such as network downtime.
- 2.36. The Bank has grown and decentralised quickly, and it needs new staff with new vocational, behavioural and leadership skills. The new RMF places greater emphasis on tracking progress in improving management, with a focus on performance priorities, talent management and succession planning, and ensuring that women are fully involved at all levels of decision-making and collaboration. Most of the indicators in this section are drawn from the previous RMF, with a new indicator related to staff engagement and women in management. The indicator on premature attrition rate is dropped, reflecting lessons from the previous RMF that show that, as currently defined, premature attrition measures the natural rotation of younger staff.
- 2.37. The Bank will continue to streamline its operational, institutional and budgetary processes, weighing time and resource costs against value added and necessary safeguards. Better cost accounting will strengthen the links between resources and results, and costs related to project design and implementation will be tracked to push for economies and greater cost-efficiency for delivering outputs and outcomes. This is covered by the new indicators proposed for this section of the new RMF.

<sup>7</sup> The preferred partner? A client assessment of the African Development Bank prepared by Ngaire Woods and Matthew Martin in 2012

<sup>8</sup> See also the ADF-13 Institutional Effectiveness and Efficiency paper for more details on the Banks reform agenda.

**Table 4: Level 4: Is AfDB managing itself efficiently?**

Indicator		Baseline 2012	2013	2014	2015	2016	Target 2016
<b>Moving Closer to our Clients</b>							
 Share of operations professional staff based in field offices (%)		36					45
 Share of operations task-managed from field offices (%)		42					45
 Downtime of wide area network in field offices (hours)		144					130
<b>Engaging &amp; Mobilising Staff</b>							
 Employee Engagement Index (%)		59					70
 Operations professional staff		67					[74]
 Share of women in professional staff (%)		27					40
 Share of management staff who are women (PL2+)		24					[26]
 Net Vacancy rate - professional staff (%)		9.4					8
<b>Improving Cost Efficiency</b>							
 Administrative costs per UA 1 million disbursed		86					[80]
 Cost of preparing a lending project (UA)		[74]					[67]
 Annual cost of supporting project implementation (UA)		[21]					[19]
 Work environment cost per seat (UA '000)		3 500					3 300
 Share of clients satisfied with IT service delivery (%)		96					98

Note: For the purposes of this draft, the traffic light colours are illustrative

[ ] means further work will be required to firm up the baselines and targets. For example we have only now introduced the employee engagement index, and are generating additional data to establish a solid baseline.

### 3. Managing for Effective Development

*Improved measurement will help the Bank better monitor progress and use this information to manage for more and better development results*

- 3.1. The Bank has implemented a series of reforms—improving its processes, developing support systems and products—to strengthen the way it captures, monitors, and reports on results. So far, the focus has been on better measuring results—better capturing and reporting on what is being achieved and monitoring how it is achieved. The Bank is constructing indicators, harmonising data, building statistical capacity, mapping locations and reporting impact. These are important foundations to build on.
- 3.2. Now, with sound indicators, systems and processes in place to measure results, the Bank is shifting its focus from measuring results to managing for results.

#### **Corporate results management**

##### Informing strategic decision-making

- 3.3. Results reporting has so far been an annual exercise. In the Annual Development Effectiveness Review (ADER), the Bank reports against the RMF and uses additional analysis to provide context for these data. Building on the newly developed Results Reporting System, and the Bank's budget and performance systems, the Bank is developing a senior management dashboard, which will regularly provide management with more up-to-date data for monitoring progress and making strategic management decisions (see figure 5 for the current version of the performance scorecard).

**Figure 5: Summary performance scorecard 2012**



- 3.4. The RMF will set out for key indicators a range of targets the Bank aims to achieve by 2016. These targets will feed into the budget allocation process to help the Bank stay on course in achieving its reform agenda.

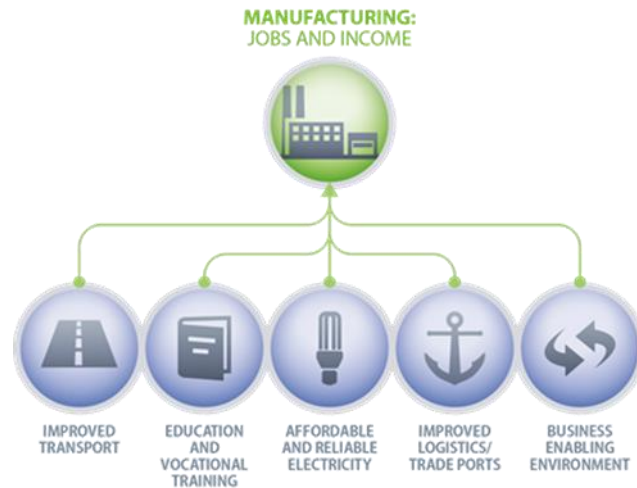
### ***Country results management***

#### Strengthening results chains in country programming

- 3.5. Key to delivering effective operations is deepening the focus on results in country programming, working with clients to focus on critical bottlenecks and coordinating with partners. This means strengthening country dialogue, building country capacity, and firming up results-based country strategies.
- 3.6. Results chains are typically complex and interlocking, and achieving outcomes often requires a combination of different sector operations. Several projects together—often in different sectors—may lead to more successful results than any one project alone. Improved programming for results can make better use of such complementarities between projects and allow for a more effective pursuit of outcomes. This means strong country programming, strong institutional structures that allow pooling of sector expertise, and the coordination of complementary interventions (Box 2 provides an example of complementary activities).

### Box 2: Programming for results: Helping manufacturing to thrive in Ethiopia

To make the best use of a young and energetic workforce, Ethiopia needs to build a manufacturing base capable of delivering jobs on a much larger scale. With 1.6 million people unemployed, it can offer labour costs that are a fifth of China's. But this cost advantage is outweighed by expensive transport, unreliable and costly energy, poor access to world markets and low labour productivity.



The Bank is working with Ethiopia and its neighbours to overcome these challenges. It is financing a number of key transport links, such as the **Mombasa-Nairobi-Addis Ababa Road Corridor**, to bring down the costs of importing inputs and exporting manufactured goods. Its power projects, such as the **Assela Wind Farm** and the **Ethiopia-Djibouti transmission lines**, are helping to deliver more reliable, affordable energy. The Bank has helped to finance the most modern **container port** in Africa in **Djibouti**, making it a transport hub for the region. Support for higher and vocational education is helping to raise labour productivity and provide young people with access to jobs. The Bank continues to support the governments of the region to ease the burden of regulation and create an environment in which existing and new businesses can flourish. Together these efforts are helping Ethiopia to become more competitive in manufacturing, helping to create opportunities for growth, income and employment.

- 3.7. The Bank is working to strengthen country programming by revising its Results-Based Country Strategy Papers (CSPs). Results-Based CSPs define the Bank's intervention strategy and program, aligning them with the country's development vision and strategies. Results-Based CSPs take into account the Bank Group's institutional priorities and comparative advantage, as well as best practices in aid effectiveness. They provide the logic of the Bank's interventions, emphasising the results to be achieved and providing a monitoring framework for measuring those results. In addition, quality standards underlying the readiness review process for Results-Based CSPs will be refined and strengthened incorporating lessons from experience as well as the new guidance to be defined. Strengthening the design and implementation of this programming will help to better position the Bank's interventions, capture complementarities and leverage the impact of the Bank's operations in contributing to country results.
- 3.8. With a solid results reporting system in place that can consistently capture operational data, it will be possible to build systematic country portfolio monitoring tools that will help staff monitor progress, better manage for results at the country level, and implement country strategies more effectively (see Box 3). Such tools will provide more comprehensive and timely data that task managers, portfolio managers and management can use to take corrective action, if needed, to achieve better results.

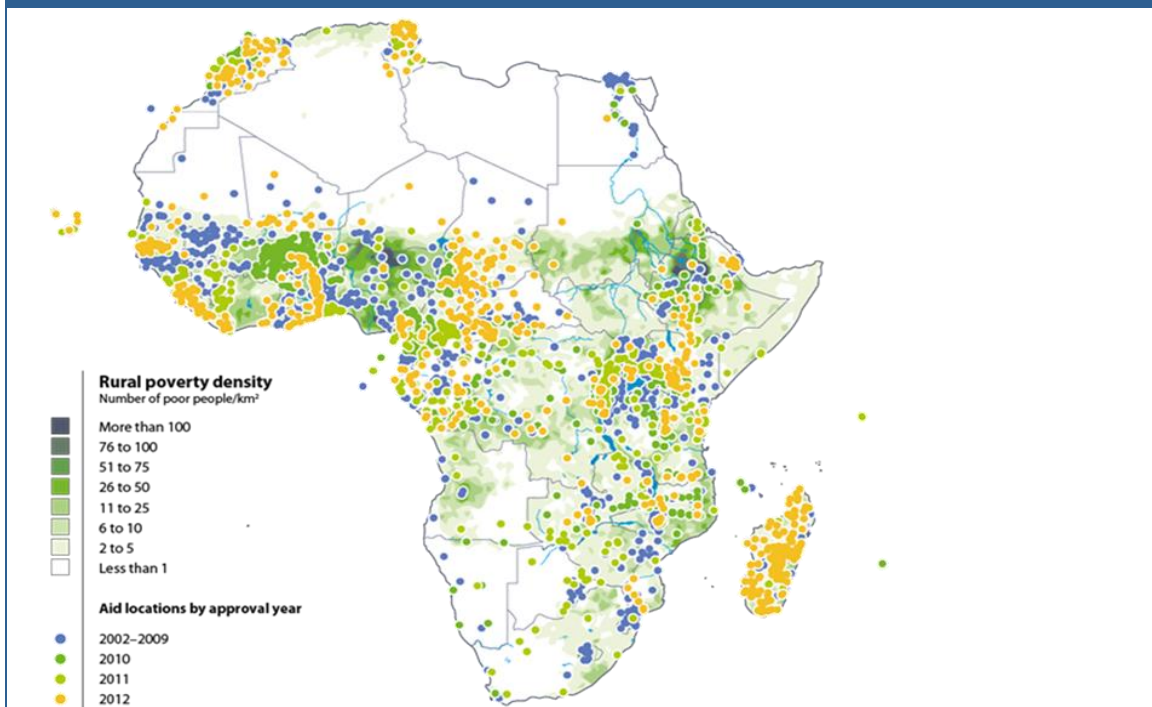


### Box 3: Laying solid foundations: the Results Reporting System

The Results Reporting System (RRS) lays the foundation for enhanced results capture, monitoring and reporting in the Bank. It is fully integrated, allowing for an automatic capture of the results in our operations to provide real-time data for level 2 and 3. The integration of core sector indicators allows the Bank to capture many dimensions of results and aggregate them at corporate level. Sex disaggregation is built in and will be made mandatory for indicators related to beneficiaries. It is possible to view corporate aggregates or drill down to the individual operation, providing management with better data for decision making. It also allows the establishment of monitoring and management tools to help task managers, sector and country departments better track and monitor results. To further refine the system before its full launch in January 2014, the RRS has been piloted with new IPR and PCR reports issued since 1 January 2013. The system will progressively become the cornerstone of results reporting. It will evolve to include additional functionalities such as definition of geocoding and will be integrated, in the medium term, in a comprehensive operations portal, providing users with a customized interface designed to make their work easier.

- 3.9. The Bank is geographically mapping its operations. It is an effort that will improve its ability to target operations to areas where they are most needed while improving coordination with other development agencies (see Box 4). The Bank is pursuing the implementation of the International Aid Transparency Initiative (IATI) after publishing its implementation schedule at the end of 2012. IATI includes a geocoding standard that will allow the Bank and other institutions to feed into member country data platforms. This will help countries and the Bank make more informed decisions on geographic complementarities, focusing operations where they can achieve the biggest impact.

### Box 4: Mapping for Results: MapAfrica



The African Development Bank approved around \$21.3 billion in loans and grants between 2010 and 2012 (\$61 billion since 2002). To increase the transparency of its operations and better allocate its resources across the continent, the Bank is geocoding its entire portfolio.

This map plots the geographic location of the 219 Bank operations that were approved between 2010 and 2012 (514 since 2002). The shades of green represent the density of rural poor. Projects that can be pinned to a geographic location are signalled by a blue dot. The map shows that a high proportion of the Bank's activities are targeted in areas that most need the Bank's support.

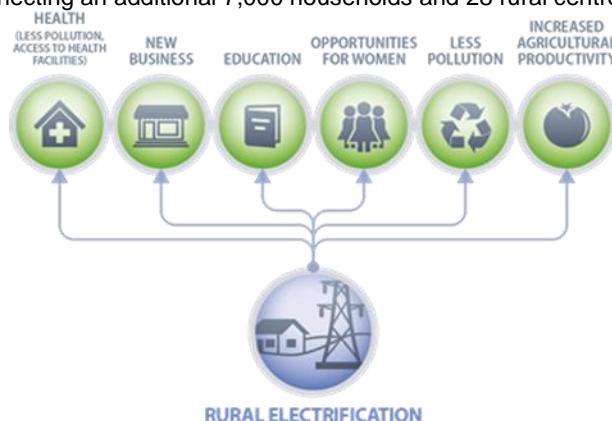
## Project results management

### Boosting operational effectiveness

- 3.10. The Bank is working in many areas to strengthen the project cycle so that it can better measure and manage for results in its operations. These efforts are being consolidated to create an integrated approach to monitoring and managing our operations, pipeline and portfolio.
- 3.11. The Bank's independent Operations Evaluation Department has set up a database of completed projects that have project completion reports, independent review notes, and project performance evaluation reports since 2000, with lessons learnt from project design and implementation as well as development outcomes. This Lessons Learnt and Performance Rating database will soon be accessible throughout the Bank. To help achieve greater development outcomes, Bank staff can draw from this database to locate good practices to inform the design of new projects, learn from past mistakes and find out solutions to challenges that may occur during implementation
- 3.12. The Bank is using the improved IT platform to build better tools that allow task managers and portfolio managers to process and monitor operations. An electronic supervision processing tool can help provide more systematic monitoring, not only to track progress in operations, but also to provide timely identification of projects at risk and identify more systemic issues that need to be addressed. This will strengthen project results orientation and help focus attention and resources to better support delivery of effective operations. Internal results monitoring systems will also be able to drill down further by sector, country, financing source, instrument, down to the individual results of each operation.
- 3.13. Impact evaluation is a critical learning tool that can offer a much richer and more accurate way of tracking the results achieved through Bank operations with greater causality chains and attribution of results, but it is costly. The Bank is using impact evaluation selectively where the most valuable insights can be assessed. A limited number will be built into projects to establish sound baselines and incorporate the methodology into the design of the operation. The Bank will conduct additional impact evaluations to contribute to learning in areas where knowledge is required and where it will support operations planning. The Bank is also working to establish within its research department a technical work team on impact evaluation and a reference group to provide guidance on and pilot impact evaluation in the Bank. As a knowledge broker, the Bank will further engage in international partnerships and share findings from research as is most relevant to the Bank's priorities and challenges. (See Box 5.)

#### Box 5: Changing people's lives – tracing results

Benin had a rural electrification rate of just 2%, with most of its rural communities lacking access to electricity. Households depended on kerosene lanterns, which is an expensive, inefficient and unhealthy light source. The first phase of the AfDB-supported project helped to extend the grid with 390 km of transmission lines, connecting an additional 7,000 households and 28 rural centres.



An independent evaluation confirmed that the investment had a transformative effect. The project enabled a wide range of new business ventures, including welding, tailoring, hairdressing and handicrafts. Women particularly benefited from a reduction in time spend on collecting fuel wood and

#### Box 5: Changing people's lives – tracing results

preserving perishable foodstuffs; they now have more time to engage in income generation and spend with their communities and families. Access to electricity has offered rural children better conditions for study, resulting in marked improvement in school results. It has helped local health centres deliver better-quality services. Pollution from diesel generators and household burning of fossil fuels has been reduced.

## 4. Conclusion and Outlook

*Building on solid foundations, the Bank will further improve its measuring and managing for results*

- 4.1. The Bank is becoming more effective in producing results and increasingly open and transparent, introducing new ways of engaging with stakeholders on the continent. The Bank has come a long way in implementing the results agenda. It is now working to further improve the way it measures results, the use results data to inform management and deliver results at the corporate, country and project levels.
- 4.2. The new RMF reflects the transition from the Medium Term Strategy to our new Strategy 2013-2022. It is both backward looking, in that it measures results the Bank is achieving through interventions initiated in the past, and forward looking by enhancing the quality of design and implementation of our new operations. We are already preparing to establish and build this framework into our operations, and will start tracking a broader set of indicators to enrich the RMF for the coming period.
- 4.3. The main focus will be on deepening our results culture by weaving results even more strongly into our processes systems and decision making. We are finalising the tools that will help us achieve this. It will require continued management attention, but we are confident we are on the right track to move the results agenda forward and manage the institution for more and better results.