



Cluster Evaluation of the African Development Bank Group transport projects (2012-2019)

INCEPTION REPORT

(Final version)

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ACKNOWLEDGEMENTS

Task Manager	Clement BANSE, Principal Evaluation Officer, BDEV1
Team Member	Racky BALDE, Junior consultant, Evaluation Analyst
Individual Consultants	Laura DELPONTE, Justin MURARA, Abid HASSEN, Alain RAKOTOMAVO, Andreas HELMICH, Evans NTAGWABIRA and Jonathan TENGBE
Internal Peer Review	Andrew ANGUKO AJUANG, Chief Quality and Method Advisor, BDEV.0 Girma KUMBI, Chief Evaluation Officer, BDEV.2 Joseph MOUANDE, Chief Evaluation Officer, BDEV.1
External Peer Review	Claudine VOYADZIS, Consultant Senior Evaluation Advisor
Knowledge management and Communication	Jayne MUSUMBA, Principal Knowledge Management Officer Dieter GIJSBRECHTS, Senior Knowledge Management, Communications and Events Officer Marc BAPPA, Consultant, Communication Specialist
Evaluation Reference group members	Hassanatu MANSARAY (SNSP), Zerfu TESSEMA (RDGE), Maimouna DIOP (RDGN), Modeste KINANE (SNSC), Bakia MBIANYO (SNSC), Rokhaya DIALLO-DIOP (PINS), Ali OUATTARA (PINS), Jacques NYIRUBUTAMA (RDGS), DANA EL HASSAN (AHGC-Gender), KARANGA Augustin (RDGC) and Lydie EHOUMAN (PICU)
Other assistance provided by:	Barthelemy MALANDA (PICU), Myrtha DIOP, Senior Budget and Administrative Assistant; Ayari HENDA, Team Assistant; and Adzobu-Agbare RUBY, Secretary, Vencesla KOUAKOU KOUAME, Junior Consultant
Division manager	Rufael FASSIL
Evaluator-General	Roland MICHELITSCH

ABBREVIATIONS AND ACRONYMS

ADB	African Development Bank window
ADF	African Development Fund window
ADOA	Additionality and Development Outcomes Assessment
AfDB	African Development Bank Group
BDEV	Independent Development Evaluations
CSP	Country Strategy Paper
ESMP	Environmental and Social Management Plan
IFI	International Finance Institutions
LIC	Low Income Country
MO	Multinational Operation
MIC	Middle Income Country
PAR	Project Appraisal Report
PCR	Project Completion Report
PCREN	Project Completion Report Evaluation Note
PIU	Project Implementation Unit
PPAR	Project Performance Assessment Report
PSO	Private Sector Operation
REC	Regional Economic Communities
RISP	Regional Integration Strategy Paper
RMC	Regional Member Country
SAP	Systems Applications and Products in Data Processing
SDG	Sustainable Development Goals
ToC	Theory of Change
TYS	Ten Year Strategy
UA	Unit of Account

1 Introduction

This Inception Report outlines the main approach to this cluster evaluation of the African Development Bank Group (AfDB, the Bank) support to the transport sector. Building on the evaluation's concept note prepared by the Independent Development Evaluation (BDEV). This report further develops and details how the different methodological tools and multiple sources of data will be used to triangulate findings and draw general conclusions and nuanced judgments. In particular, this report expands the evaluation framework, including the detailed evaluation matrix and the data gathering strategy

During the Inception Phase, the evaluation team carried out a thorough review of the relevant Bank documents, including both policy and operational guidelines for project ex-ante and ex-post assessment, along with a review of other International Financial Institutions (IFIs) and donor practices in transport evaluation and a review of the literature on the main issues of the transport sector in Africa. Scoping interviews with key Bank staff in different departments (Annex 2) were conducted to reconstruct the Theory of Change (ToC) of the AfDB support to transport infrastructure in Africa, to understand how the Bank has positioned itself strategically in this sector compared to other donors and how the Bank has modified its approach to transport infrastructure projects in the last ten years by building on lessons learned from the past.

The report is structured as follows. In addition to this introduction (chapter 1), chapter 2 presents the evaluation context, objectives and scope. Chapter 3 provides an overview of the Bank's portfolio for the transport sector prepared by BDEV. Chapter 4 presents the key themes emerging from consultation. Chapter 5 illustrates a generalised ToC for the Bank's support to the transport sector. Drawing from the ToC, chapter 6 presents the high level and the detailed evaluation questions. Chapter 7 describes the methodological tools that will be used in this evaluation and chapter 8 presents the main challenges and limitations of this evaluation. Chapter 9 briefly illustrates the evaluation's quality assurance mechanisms. Finally, Chapter 10 concludes with a presentation of the evaluation plan. Several methodological annexes complete the main report.

2 The evaluation context, objective and scope

BDEV has launched a transport cluster evaluation as part of its 2020 Work Program approved by the Board of Directors. In 2013, the Bank approved a Ten-Year Strategy (TYS) covering the period 2013-2022. To accelerate the implementation of TYS, the AfDB is focusing on five development priorities known as the High 5s, which are Light up and Power Africa; Feed Africa; Industrialize Africa; Integrate Africa; and Improve the Quality of Life for the People of Africa. To attain these goals by 2022 and to contribute to the achievement of the 2030 United Nations Sustainable Development Goals (SDGs) and the African Union's Agenda 2063 for transformation on the continent, improving transport infrastructure is crucial. The Bank's High 5s link better transport infrastructure to improved regional integration and improved competitiveness of businesses due to access to bigger markets and reduced costs of transport and logistics. Better access to roads can substantially increase the living conditions of African people by improving access to markets for agricultural produce, improving access to basic services, including healthcare and education, and expanding job opportunities. Public transport in large African cities can help reduce road congestion and the negative environmental externalities of urban traffic.

Transport infrastructure development continues to be the main priority underpinning the African Development Bank's assistance (Chapter 3). The last BDEV evaluation of transport projects covered the period 2000 to 2011. The Bank Transport Sector Policy has never been revised since 1993, although discussions were held internally on the need to have a renewed Transport Strategy that better aligns with the current contexts and issues in this sector. In the last twenty years, the design of the Bank's transport infrastructure projects has been guided by the Bank's overall strategy and other sector strategies, as well as

by lessons learned, although evidence on how the Bank's staff has been learning from past transport projects' implementation has been mixed. Some well-established mechanisms for lesson learning exist at the regional level but do not apply to all regions. According to the Bank's staff, information on success/failure factors included in the Project Completion Reports (PCR) is not detailed enough and elaborated to make a difference in supporting the preparation of new projects. This evaluation is thus timely as it can contribute to inform the preparation of the new transport strategy and it can investigate on how the Bank has been learning to shape its transport infrastructure projects.

The overall objective of this evaluation is to inform future policy, strategic, and operational directions for the Bank's assistance in the transport sector by (i) identifying emerging trends in the sector; (ii) assessing how the Bank has responded to these trends; (iii) taking stock of the results of the Bank's assistance; and (iv) drawing lessons and recommendations for future work. The evaluation will serve both accountability and learning purposes. Specifically, the objectives of the evaluation are to:

1. Assess to what extent operations in the transport sector are strategically aligned with the Bank's TYS, and the needs, policies and priorities of regional member countries (RMCs);
2. Assess to what extent recent operations incorporate innovative approaches and lessons learned from previous evaluations and whether they are strategically aligned with the High 5s;
3. Assess whether interventions are achieving intended results for the direct beneficiaries in terms of regional integration, connectivity, affordability, safety, and transport sector governance.
4. Assess the extent to which the results achieved are sustainable;
5. Identify lessons and draw recommendations to inform the Bank's future transport sector policy and/or strategy.

This evaluation will review projects approved during 2012-2019. Because of the strong dominance of the road/highway subsector (Chapter 3), the evaluation will focus on this sector. However, projects in the fluvial transport and Port sub-sector have also been included since this sub-sector has gained importance in recent years.

3 An overview of the transport sector portfolio

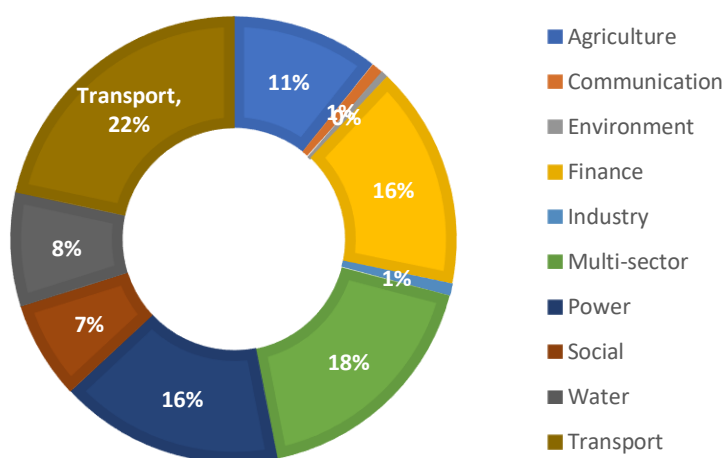
This section provides an overview of the AfDB portfolio in the transport sector over the period 2012-2019. The review focuses on the sub-sectoral distribution of the financial pledges to the transport sector, the evolution of the Bank's commitments compared to the period 2000-2011, the geographical distribution and projects' completion status.

The final database used in this portfolio analysis combines data from two sources: the Systems Applications and Products in Data Processing (SAP) and the private sector database. The analysis of project duration and of the time-lapse between project approval and the first disbursement could only be performed for the projects for which this information is available.

3.1 Transport sector volume and trends

As a catalyst of the High 5 priorities of the African Development Bank, **transport infrastructure development remains at the core of the Bank's strategy**. Transport infrastructures are crucial particularly for regional integration. Over the period 2012-2019, the volume of transport projects amounts to approximately UA 8.4 Billion and represents 22% of funding for all sectors (Figure 1).

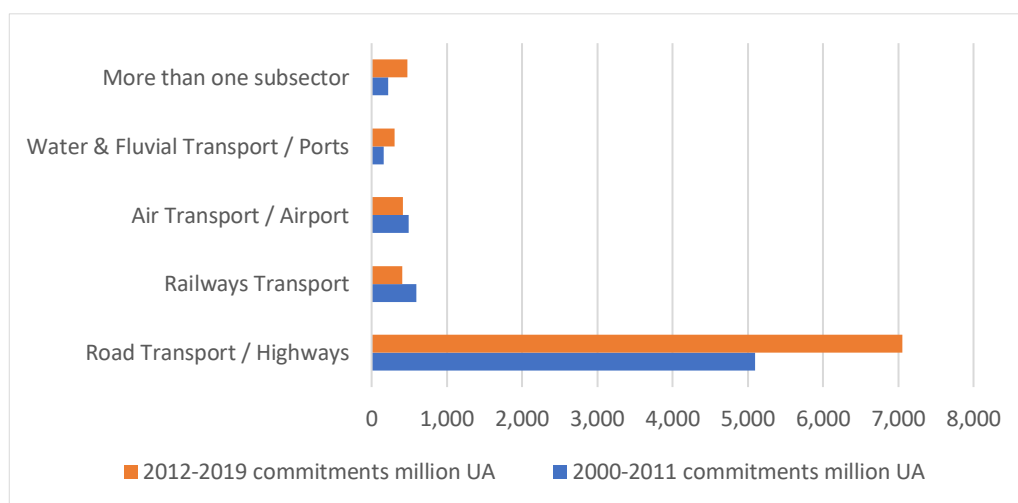
Figure 1 Shares of Total Approvals for Each Sector 2012-2019



Source: SAP and private database

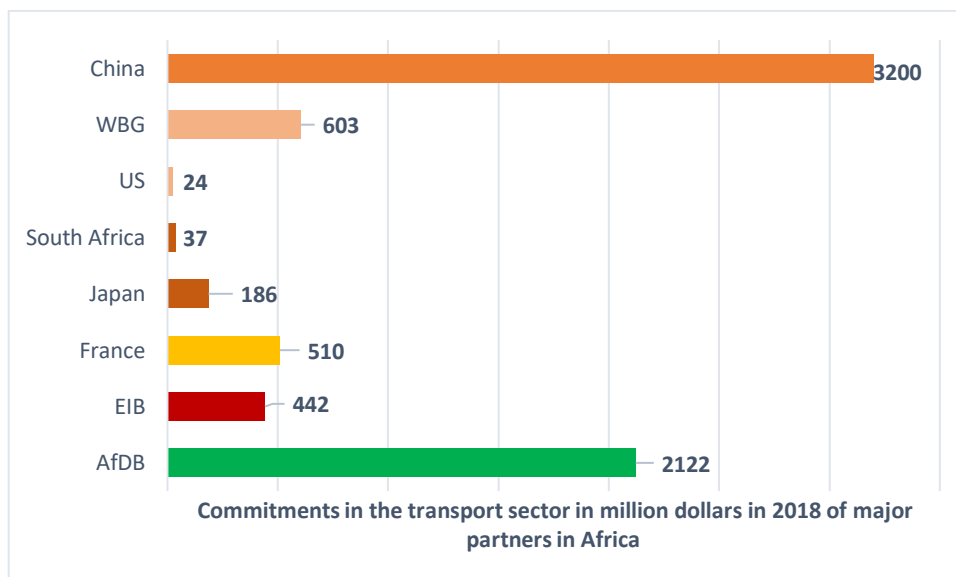
Compared to the last decade 2000-2011, the Bank has increased its financial pledge to transport infrastructure from UA 6.57 billion to UA 8.4 billion over the period 2012-2019 (Figure 2).

Figure 2: Sub-sectors volumes of approvals (2000-2011 and 2012-2019)



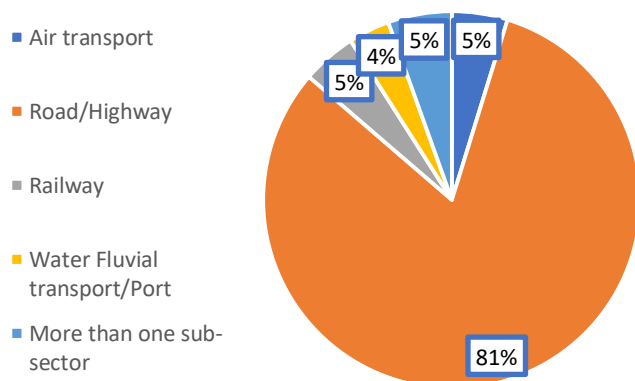
The African Development Bank is one of the leading institutions funding the transport sector in Africa. Figure 3 provides a glimpse of the position of the Bank when it comes to transport infrastructure investments in 2018 in terms of commitments in US dollars. After China, the Bank comes second in the continent. The Bank is ahead of the World Bank, the European Investment Bank, and other developed countries.

Figure 2 The AfDB position in the transport sector in 2018



Source: [The Infrastructure Consortium for Africa's \(ICA's\) annual report 2018](#)

Figure 3 Shares of Each Sub-sector In the Bank Transport Sector Commitments 2012-2019



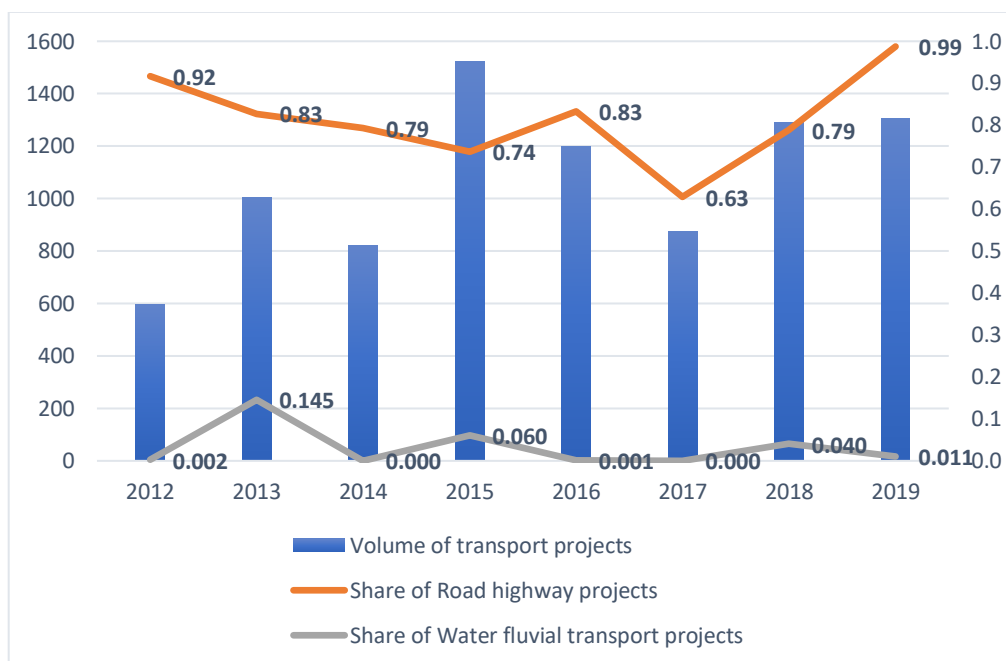
The Bank's financial approvals among the transport sub-sectors over the period 2012-2019 (Figure 3) mainly went to the road sub-sector, which absorbed 81% of the available funding. The sub-sectors that benefitted the least from the Bank's support were the water and fluvial transport and air transport sub-sectors with respectively 4% and 5% of the total funds dedicated to the transport sector. This highlights the strong commitment of the Bank to road/highway projects as its primary strategy to integrate the region and improve mobility. The emphasis on the sub-sector road/highway reflects the strong aspiration of the Bank to improve the business environment.

Source: SAP and private sector database

The total approvals allocated to the transport portfolio increased more than twofold between 2012 and 2019, from UA 595 million in 2012 to approximately UA 1.3 billion in 2019 (Figure 4). This increase

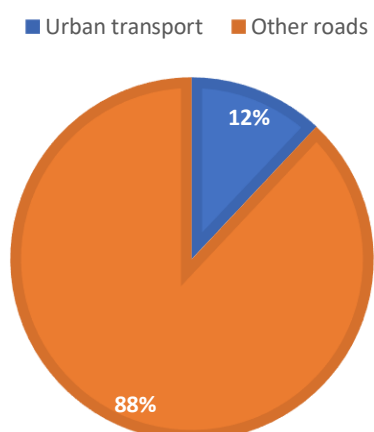
underlines the strong commitment of the Bank to adequate infrastructure and the promotion of integration. Also, an increasing share of the transport portfolio is dedicated to the two sub-sectors road/highway and water & fluvial transport ports. The percentages dedicated to these two sub-sectors went from 63% to 99%, with the roads highway projects receiving most of the funding over the years. After a mild decline, the share of roads and highways projects peaked again after 2017. In absolute terms, compared to the period 2000-2011, support to the sub-sectors Road/Highway, Water & Fluvial Transport/Ports and Multi-transport sector increased, whereas funding for railways and airports was reduced.

Figure 4 Trends in the transport sector (2012-2019) Million UA



Source: SAP and private sector database

Figure 5 Share of urban transport in the active portfolio (2012-2019)



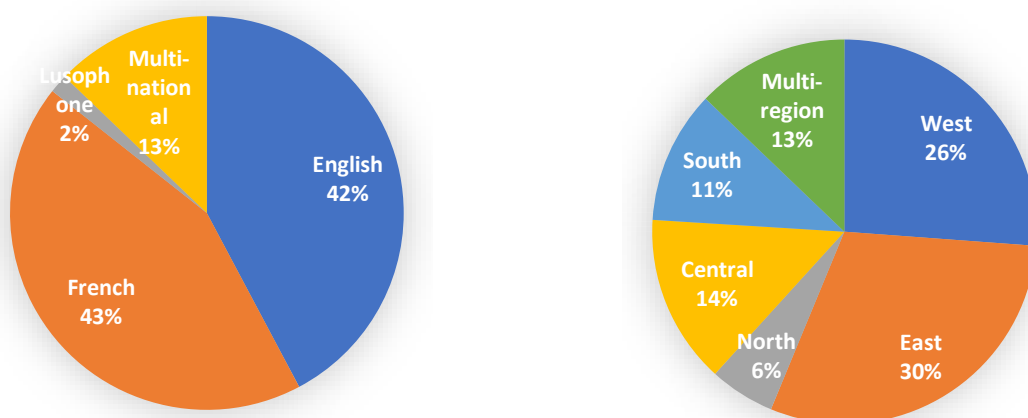
Source: SAP and private sector database

The Bank is also dedicated to improving urban mobility. Within the road sub-sector, the share allocated to urban transport, over the period 2012-2019, amounts to 12% of the sub-sector allocations. This includes projects for building or rehabilitating urban roads and bridges, urban public transport infrastructure and the purchase of bus fleets.

3.2 Geographical distribution

Banks' support to the transport sector is well balanced and also reflects the Bank's support to regional integration through transport. The distribution of the Bank's commitments by region shows that the East African region is benefitting the most from the Bank's support to the transport sector with 30% of total approvals (Figure 10a). The East African region is followed by the West African region (26%), the Central region (14%), the Southern region (11%), and the Northern region (6%). Multi-region projects make up 13% of the total funding allocated to the transport sector. Based on Figure 10a, most transport projects are implemented in French-speaking countries and English-speaking countries, with respectively around 43% and 42% of the Bank's commitments in the transport sector. Lusophone countries receive 2% of total approvals. The dedication of the bank to better connectivity between African countries is shown by the importance given to Multinational projects which represent 13% of the portfolio compared to national projects. As highlighted in the 2018 African Development Bank Annual Report, fostering regional integration would increase trade and economic cooperation.¹

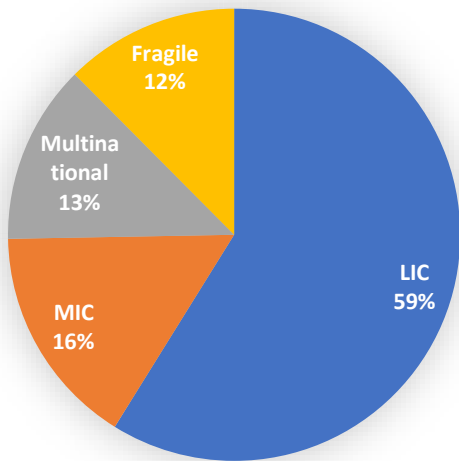
Figure 6 Amounts of approvals in the Transport Sector By language (6a) and region (6b) 2012-2019 (UA Million)



Source: SAP and private sector database

Figure 7 Amounts of approvals in the Transport Sector By income category 2012-2019 (UA Million)

¹ <https://www.afdb.org/en/documents/annual-report-2018>

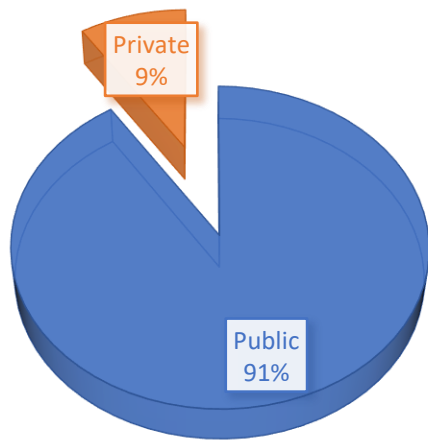


Projects receiving the highest amounts of approval are in Low-Income Countries (LIC) with an average of 59% of funding, followed by Middle-Income Countries (MIC) countries (16%) and Fragile countries (12%).

Source: SAP and private sector database

3.3 Financing window

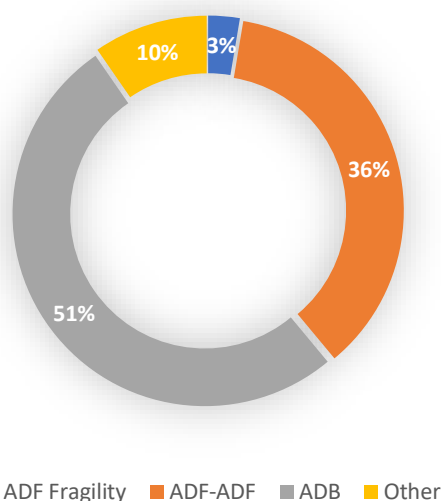
Figure 8 Shares of the Bank's Commitment to the Public and Private Sector Transport Sector 2012-2019



Unsurprisingly, the financial pledge to the private sector is lower (9%) compared to the financial pledge to the public sector (Figure 8). Opportunities for supporting private operators lies more in the Port and airport sub-sectors, which constitute a small part of the transport sector portfolio.

Source: SAP and private sector database

Figure 9 Financing Windows



The primary financing source of the transport sector is AfDB, with 51% of all approvals, followed by ADF which totals 39% and other windows with 10% of the total of approvals (Figure 9). The commitments from the windows Fragile States Facility are negligible compared to the overall ADF window with only 3% of total approvals.

Source: SAP and private database

3.4 Transport project completion status

Most of the projects are still ongoing (63%), and around 20% of the projects have been approved without a first disbursement (Table 1). Less than 15% of the projects have been finalized, with 3% closed and 14% completed.

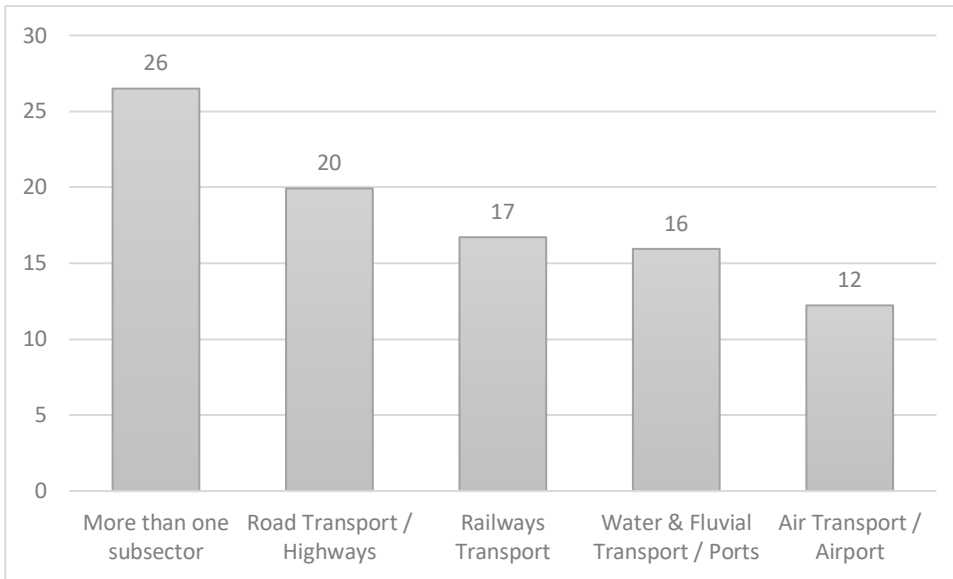
Table 1 Completion status of the transport portfolio 2012-2019

Status of projects	APVD (Newly approved)	CLOSED	COMPLETED	OnGoing	TOTAL
Number of projects	36	5	25	111	177
Shares	20%	3%	14%	63%	100%

Source: SAP and private database

It takes a long time between the loan approval and the first disbursement. The average time is of 26 months for projects involving more than one sub-sector, which is more than the average time for the whole transport sector (Figure 10). Sub-sector air transport has the quickest disbursement time (12 months), followed by water & fluvial transport sub-sector (16 months), railways (17 months), and road/highway transport (20 months).

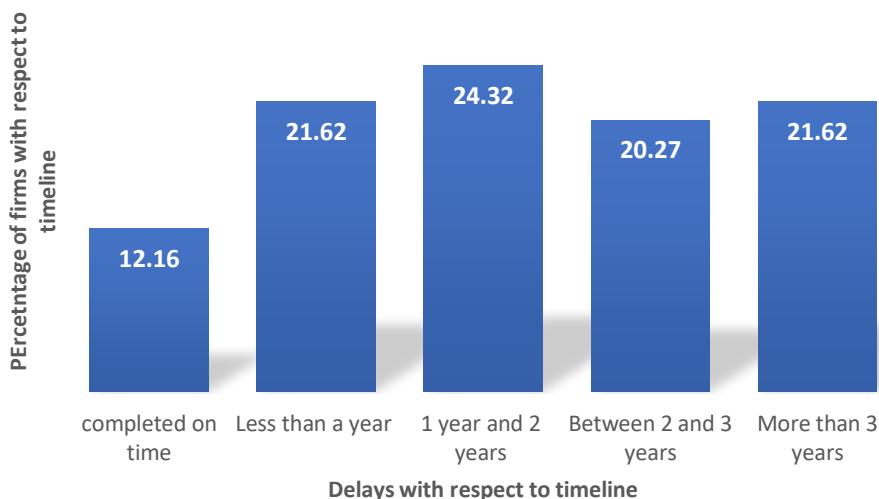
Figure 10 Time in months between loan approval and actual first disbursement of transport projects by sub-sector (2012-2019)



Source: SAP and private database

Project implementation often experiences delays of almost two years. Table 2 presents the delays regarding the completion of transports projects (PCRs 2012-2019). On average, transport projects are delayed by around 1 year and 11 months before completion. Only 12.16% of projects are completed on time as seen in Figure 11. The majority of projects (24.32%) experience a delay of one year to two years. Around 21.62% of projects are completed with less than one year of delay. A high share of projects (21.6%) is completed with more than three years of delay after the initial date. There are some disparities by sub-sectors. For instance, projects in the railway sub-sector face the longest delays, with an average of 38 months, with almost 10 months difference with other sub-sectors. The delays in the sub-sectors airport and road/highway are somewhat similar with respectively 22.28 months and 22.45 months. They are closely followed by projects that involve more than a subsector with an average delay of 21.75 months. Water fluvial transport/port projects experience the shortest delays with an average delay of 18 months. All projects completed without delay are in the road/highway sub-sector.

Figure 11 Transport project duration



Source: Projects completion reports 2012-2019

Table 2 Timeliness: delay in projects completion by sub-sector

	Overall	Airport	Port	Railways	Road	More than a subsector
Average delay in months	22.85	22.28	18	38	22.45	21.75
Percentage of projects completed in time	12%	0	0	0	15%	0
Number of projects	74	5	3	3	59	4

Source: SAP and private database

4 Key themes emerging from consultations

Several exploratory interviews were held by the evaluation team (Annex 1) to prepare for the project performance evaluations. All interviewees agreed that the transport sector is a key contributor to the Bank's TYS and that the Bank has historically had a strong presence and comparative advantage in this sector. The Banks' support to transport, and especially to the road sub-sector, meets a sustained and increasing demand from RMCs. Demand for road transport (national or cross-border roads) continues to be dominant although there is an emerging demand for urban mobility projects. Transport is also the most important sector for non-sovereign operations outside the financial sector and it accounts for 20% of the "real economy" portfolio.

Transport projects fulfill multiple objectives that encompass transport efficiency, the improvement of the living conditions of the local population, the promotion of regional integration and the improvement of conditions for trade and businesses. In the period covered by this evaluation, transport projects made significant improvements in the following areas:

- Broadening project development outcomes through the inclusion of ancillary components (socio-economic components);
- Adoption of a gender lens in transport projects by including gender-specific activities or indicators;
- Increasing the impacts of cross border transport projects through trade facilitation components;
- Transferring know-how /capacity to relevant agencies, African professional and workers in the civil construction industry; and
- Targeting road safety through specific components (studies, capacity building) or activities (rising awareness in the local population).

Interviewees also highlighted several of areas of improvement for the Bank's support in the transport sector.

- **At the policy level**, the lack of an updated transport policy provided the Bank with leeway to tailor transport projects to the specific local needs and to combine the civil work components with ancillary components. However, a new transport strategy could help the Bank to further diversify and modernise its transport sector portfolio. This implies including the following themes that were not addressed in the past policy of 1993, namely: road maintenance, road safety, ICT, environmental sustainability, urbanisation, accessibility and passenger security, affordability of transport.
- **Project implementation still suffers from substantial delays**. These are due to multiple factors that include lack of capacity in PIUs, low level of maturity of the project, insufficient quality of the feasibility and detailed design studies, and lengthy procurement procedures within the Bank. The fulfillment of conditionalities that are linked to the first disbursement appears to be critical. These are often related to the implementation of resettlements and compensations schemes, which are

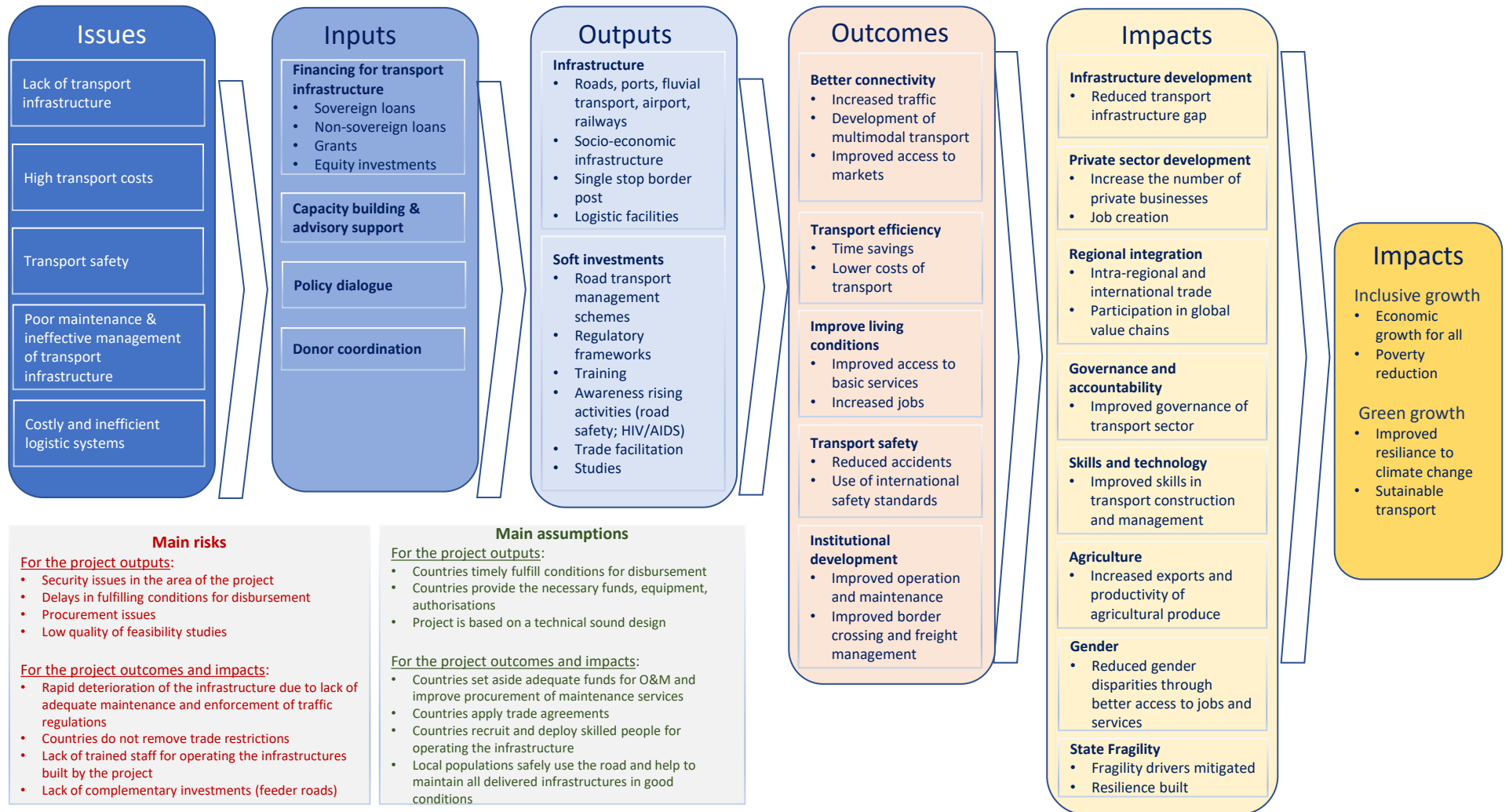
not well planned and timely budgeted and are particularly critical in urban environments. Once conditionalities are fulfilled, the implementation of the civil works generally progress well and according to the project work plan

- **Delays are larger in multinational projects.** This is often due to the project's intrinsic complexity, the fact that multiple actors are involved in project design and implementation and sometimes the long time for site identification and transfer of land ownership from concerned countries to the concerned Regional Economic Community.
- **The full achievement of transport project development outcomes depends on countries' commitment.** This is especially true for the socio-economic components where a lack of long-term views and of coordination between different ministries threatens the long-term effects of the ancillary infrastructures delivered by transport projects.
- **Project technical sustainability is still at risk.** In spite of improvements in the implementation of second-generation road funds in many RMCs, the physical sustainability of roads is still threatened by lack of regular and periodic maintenance and lack of enforcement of axle control limit regulations.
- **On the implementation of the environmental and social management plan, the Bank's transport projects perform well in the short-term, but the long-term effects are uncertain.** The factors maintaining the long-term effects of the environmental and social mitigation measures are not well integrated in project design. This includes, for instance, the involvement and ownership of local populations.
- **The Bank staff could learn more from past projects.** The current format of the PCR (project completion report), which focuses on rating, is not providing sufficient and substantial information that could be used to improve transport project design.

5 The theory of change of the AfDB support to the transport sector

In order to achieve a common understanding of the Bank's objectives in the transport sector and of the intended steps to achieve these objectives, this evaluation reconstructed a ToC for the transport sector (Figure 1). This is to be seen as a schematic and therefore simplified step-by-step representation of how the AfDB support to the transport sector is expected to contribute towards its strategic objectives as highlighted in the Bank's TYS. The ToC below has been drawn by looking at the Bank's strategic and operational documentation, at other IFI transport evaluation practices and by consulting with the Bank's staff. This standard ToC will guide the preparation of the project-specific ToC charts that will be used in the project evaluations.

Figure 12 A Theory of Change for the AfDB support to the Transport Sector



The ToC is articulated across the following components.

- **“Issues”** include the most critical constraints in the transport sector in Africa that justify the bank’s intervention.
- **“Inputs”** are the financial, human, organisational and institutional resources mobilised by the AfDB to support its transport projects.
- **“Outputs”** correspond to the project supply side, including the provision of the infrastructure/service and of its main physical attributes. Typical examples include the km. of road constructed, the number of rolling stock purchased, the number of people trained, etc.
- **“Outcomes”** refer to the interplay between the project supply and demand. Generally, transport project outcomes are measured in terms of improved connectivity, transport efficiency, safety and security, institutional development environmental and climate benefits.
- **“Impacts”** refer to the interplay between transport project investments with other policies (transport policies and regulations, trade, land use, private sector development) and that affect the socio economic development and the quality of life of the people living in the area of the project.
- Risks are the possible factors that could undermine the project success
- Assumptions are the underlying conditions that are needed to achieve the project’s objectives.

Developing a generic ToC for the AfDB support to the transport sector posed three main challenges. Firstly, ToC representations usually stem from sector-specific objectives defined in policy and strategy documents that guide the public intervention in a specific sector. The 1993 Bank Transport Policy could not be used for such purpose since it does not integrate recent policy developments at the AfDB and is not linked with other updated sector strategies. Other strategy documents had to be used including the Bank’s TYS, the Bank’s Regional Integration Strategy and Policy Paper (RISP) and other sector strategies (private sector, agriculture). In addition to that, a rapid review of a sample of Project Appraisal Reports (PARs), was needed to identify recurring patterns in the identification of development outcomes, main risks and assumptions.

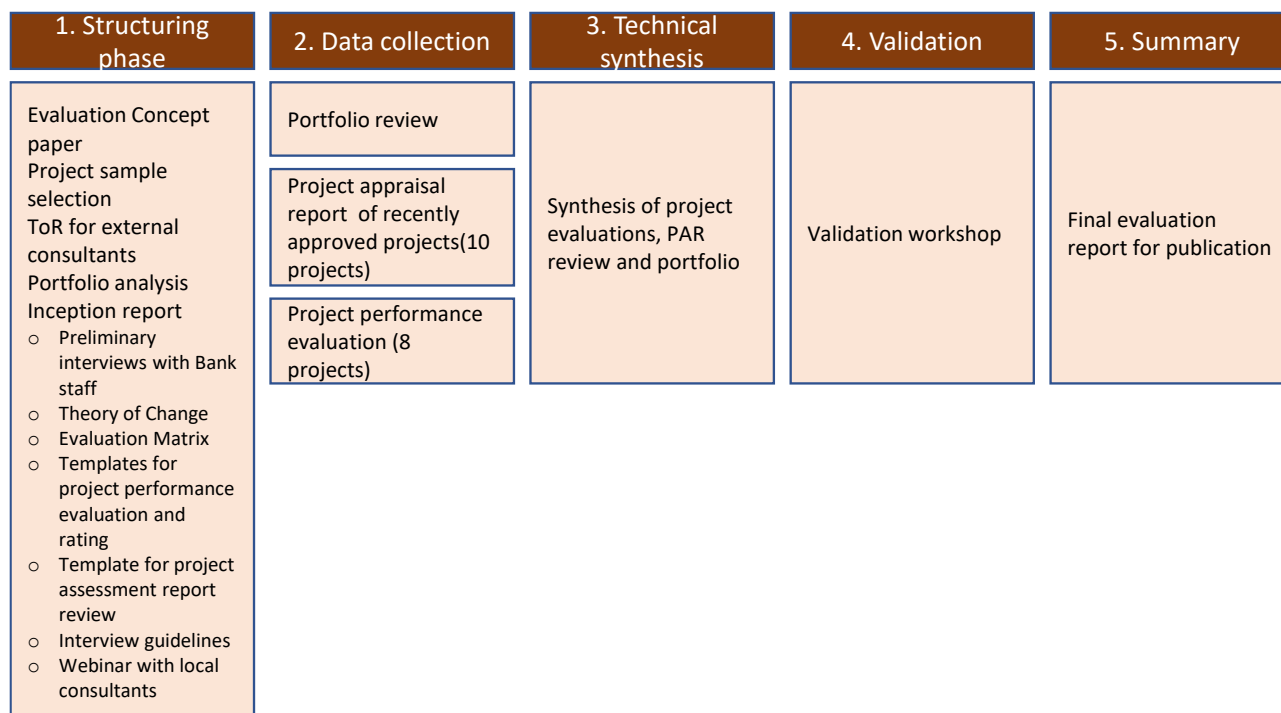
Secondly, transport sector projects within the AfDB pursue multiple development objectives which are defined upon the project context and the local needs to align the project objectives with the Bank’s TYS. The infrastructure (civil work) component is often complemented by ancillary components (socio-economic infrastructure and/or activities) which are meant to ensure that the local population can benefit from the project and to mitigate the possible adverse environmental and social effects of the new infrastructure. This configuration creates a hybrid/multisector project, which the Bank’s staff defines as an “integrated project”, and which is geared towards promoting inclusive growth through transport infrastructure. Capacity building components can also be purposely added in transport projects, as it is often the case for cross border roads that include trade facilitation activities. Capacity building can also be provided to road/port agencies, to service providers (for public transport projects) or to the construction sector.

Thirdly, the core sector indicators, which apply consistently to all projects, refer mainly to transport efficiency gains measured in terms of time and cost savings and reliability gains. For the other development outcomes, there is high variability in the identification of relevant indicators that depends on the different components that constitute the transport project. Because of all these reasons, a simplified ToC, cannot exhaustively capture all the possible outputs and outcomes of the AfDB transport project, although it represents a good approximation.

6 The evaluation framework and questions

The evaluation is structured in five phases and is built on different components as illustrated in the chart below.

Figure 13 The evaluation framework



This evaluation seeks to answer four main evaluation questions:

1. Are the Bank’s transport projects strategically aligned with the Bank TYS, the High 5s (only for recent approvals) and the needs of regional member countries?
2. To what extent were the results of the Bank’s transport projects achieved in a sustainable manner, including their impact on direct beneficiaries?
3. To what extent has the Bank’s assistance been delivered efficiently in terms of both timeliness and cost effectiveness?
4. What lessons and recommendations will enable the Bank to maximise transport sector projects performance to support High 5 objectives?

Following the ToC developed by this evaluation, the four high-level evaluation questions were translated into several evaluation questions (Figure 14) that are linked to the Evaluation criteria applied by the Bank in its ex-post evaluations. The Judgement Criteria (JC) and data sources for responding to these evaluation questions were organised in the evaluation matrix (Annex 2) that establishes a framework for putting together consistently different lines of evidence and has been used to develop the evaluation tools for data collection.

Figure 14 The evaluation criteria and questions

Criteria	Main EQs	Detailed evaluation questions	Issues addressed in each questions
Relevance & coherence	1. Are the Bank's transport projects strategically aligned with the Bank TYS, the High 5s and the needs of regional member countries?	1. To what extent did transport project align with the Bank's strategies?	Alignment with policies (formal relevance)
		2. To what extent has the project been responsive to the evolving needs of RMCs, RECs and the local populations (including women)?	Alignment with beneficiaries' needs (substantial relevance)
		3. To what extent was project design appropriate?	Quality of project design (inclusive design, adequate consideration of cross-cutting issues, strong rationale and causation chains, quality of risk mitigation strategy, quality of monitoring system and adequate integration of cross cutting issues)
		4. bis To what extent recent operations incorporate innovative approaches and lessons learned from previous evaluations and whether they are strategically aligned with the High 5s;?	Lesson learning from past operations, alignment with most recent policy development within the AfDB
		5. To what extent could the project have been implemented without the AfDB input (financial and non-financial) with the same scope, quality and/or timeframe? (Only for NSO)	Financial and non-financial additionality of the private sector operations
Effectiveness & sustainability	2. To what extent were the results of the Bank's transport projects achieved in a sustainable manner, including their impact on direct beneficiaries?	6. To what extent were the project outputs delivered as planned?	Delivery of the project outputs
		7. To what extent did transport project contribute to improve connectivity?	Delivery of the project development outcomes as per the general ToC of the transport sector
		8. To what extent did transport projects contribute to improve transport efficiency?	
		9. To what extent did transport projects contribute to improve the living conditions of the populations living in the project area?	

Criteria	Main EQs	Detailed evaluation questions	Issues addressed in each questions
		<p>10. To what extent did transport projects contribute to improve transport safety?</p> <p>11. To what extent did transport projects contribute to improve the governance of the transport sector?</p> <p>12. To what extent did the project successfully mitigate the negative externalities of transport projects?</p> <p>13. To what extent did the project contribute to regional integration (only for Mutinational Operations)?</p>	
		<p>14. To what extent will the outputs and outcomes of transport projects be sustainable in the long-run?</p>	Sustainability (physical, financial, institutional, socio-environmental) of the project outputs and outcomes
Efficiency /stakeholder performance	3. To what extent has the Bank's assistance been delivered efficiently in terms of both timeliness and cost effectiveness?	<p>15. To what extent were the project delivered on time and within budget?</p>	Quality of project implementation
		<p>16. To what extent were project costs commensurate to their benefits?</p>	Cost-efficiency
		<p>17. To what extent stakeholder performance ensured project success?</p>	Performance of the Bank, the borrower and of other project stakeholders (co-financers, service providers) in relation to project performance
Lessons learned and recommandations	4. What lessons and recommendations will enable the Bank to maximise transport sector projects performance to support High 5 objectives?	All detailed evaluation questions	Forward-looking recommendations

7 Methodological tools

The evaluation will be primarily summative but will also include a formative and forward-looking dimension. To this end, a few projects that were recently approved have also been selected (section 6.1) to verify if lessons from previous transport evaluations are being utilised.

The evaluation design has been set to gather evidence about the achievement of outputs and development outcomes generated by the AfDB supported transport projects, and to investigate the pathways/links leading from inputs to impacts, in line with the ToC identified in this report. The methodological approach suggested for this evaluation focuses on the micro-level and revolves around a combination of qualitative methods, including documentary analysis, interviews, focus groups with project beneficiaries, site visits and scoring grids. This analysis is also complemented with a portfolio review and strategic interviews that address some of the evaluation questions at macro/sector level. This approach allows to adopt a wide and balanced perspective in assessing the contribution, and to the extent that it is possible, the cause-effect relationships, that link the AfDB transport projects to the achieved development outcomes.

7.1 Project appraisal report assessment

This assessment includes 10 projects (Table 3) out of 46 projects approved between 2017 – 2019, and aims at reviewing the strategic alignment of recently approved transport projects with the Bank's TYS and the extent to which these projects have taken into account lessons learned from past evaluations (including the 2014 thematic evaluation on transport sector and transport project PCR and PCREN). The criteria considered are:

- The date of approval over the period 2017-2019 to capture the most recent projects and to take into account the time needed for the Bank to take ownership of the lessons learned from the 2014 independent evaluation of the transport sector;
- The two sub-sectors (Road/Highways and Fluvial/Port) to remain consistent with the two focus sub-sectors of the evaluation;
- The representativeness in terms of regions and (West, East, South, North and Central), income (Middle-Income Countries, Low-Income countries, and Fragile countries) in order to cover all 5 regions of the Bank and all its classification of RMCs;

The lessons learned from evaluations of transport projects (PCR and PCREN) have been extracted from the BDEV database (EVRD database). Through a preliminary analysis of this document, the following recurrent issues in project design and implementation were identified.

On project design: i) need to ensure detailed and completed design before project start; ii) verify procurement arrangements and understanding within PIU (Project Implementation Unit); iii) apply realistic planning concerning work calendar and project objectives.

On project implementation: i) capacity of the PIU, ii) right of way arrangements can cause major delays in project implementation; iii) monitoring arrangements should be taken at the project outsets; iv) the involvement of local populations is needed to ensure the sustainability of the ancillary components.

Table 3 List of projects for desk review

Context	Project name	Sub-sector	Approval date	Amount (Million AU)
Dem Rep Congo Language: French Region: Central Transition	RÉHABILITATION DE LA RN1 - KINSHASA-KIWIT	Road Transport / Highways P-CD-DB0-012	26/06/2019	21.675
Cameroon	RING ROAD PROJECT PHASE 2	Road Transport / Highways	18/12/2019	163.77

Context	Project name	Sub-sector	Approval date	Amount (Million AU)
Language: French Region: Central LIC	P-CM-DB0-019			
Comoros Language: French Region: East Transition	PROJET DE RÉHABILITATION DU RÉSEAU ROUTIER P-KM-DB0-005	Road Transport / Highways	17/04/2017	16.07
Uganda Language: English Region: East LIC	KAMPALA CITY ROADS REHABILITATION PROJECT P-UG-DB0-016	Road Transport / Highways	13/11/2019	161.73
Multinational	PROJET DE CONSTRUCTION DU PONT DE ROSSO-SENEGAL P-Z1-D00-020	Road Transport / Highways	29/06/2018	28.88
Multinational	MULTINATIONAL (BURUNDI/ZAMBIA): LAKE TANGANYIKA TRANSPORT C P-Z1-DD0-019	Water & Fluvial Transport / Ports	05/12/2019	195.636
Tunisia Language: French Region: North MIC	PROJET D'APPUI A LA CONNECTIVITE ROUTIERE DANS LE NORD-EST D P-TN-DB0-016	Road Transport / Highways	22/11/2017	98.606
Madagascar Language: French Region: South Transition	MADAGASCAR-OCÉAN INDIEN: PROJET D'AMÉNAGEMENT DE CORRIDORS E P-Z1-D00-045	Road Transport / Highways	27/11/2018	91.219
Cape Verde Language: Lusophone Region: West MIC	PROJET DE CONSTRUCTION DU PORTS DE MAIO ET DE PALMEIRA P-CV-DD0-005	Water & Fluvial Transport / Ports	06/12/2018	14.443
Benin Language: French Region: West LIC	PROGRAMME D'AMENAGEMENT ROUTE COTONIERES P-BJ-DB0-017	Road Transport / Highways	13/12/2018	96.16

The codification of the PAR assessment will be done using an assessment grid developed in an Excel spreadsheet (Annex 5) that specifies the evaluation criteria and the metrics to be applied for rating projects. Thresholds for each specific evaluation judgment were set to minimise subjectivity of the evaluator. The development of this assessment framework has been guided by the evaluation matrix and the AfDB guidelines for project quality at entry. The assessment will also integrate the lessons learned from the past transport sector thematic evaluation carried out by BDEV in 2014.

The results of the assessment will be summarised and presented in a synthesis report that will be integrated in the technical report (section 7.3).

7.2 Project Performance evaluations

The project performance evaluations are the bulk of this evaluation, since they will provide answers to the evaluation questions by explaining the underlying mechanisms (the how and the why) behind the observed project performance (Annex 2). The project evaluations will analyse the rationale underlying the decision to finance the project, the quality of project design, the role of the different parties involved in project design and implementation and will assess projects' effectiveness, efficiency and sustainability. The preparation of the project evaluation reports will be articulated in six phases as illustrated below.

Figure 15 Main steps in project performance evaluations



This evaluation will include 8 project evaluations (Table 4), which have been selected by BDEV by balancing different criteria, including region, language, country category (MIC/LIC/TS) and project maturity. The projects considered for the in-depth evaluation are either completed or close to completion to ensure there are intermediary outcomes to observe. In particular, the following criteria applied to project selection:

- Evaluability: Transport project at a reasonably mature stage of implementation (disbursement rate of at least 75%);
- Type of transport projects: Road/Highway (the dominant sub-sector) and Water and Fluvial Transport/port projects (an emerging sub-sector);
- Contemporary relevance (i.e. projects approved from 2012, but completed or close to completion). The period of coverage was limited to 2012 to link with the last independent evaluation of the transport sector which covered the period 2000 – 2011;
- Diversity in terms of country contexts: (i) MICs, LICs and Transition countries; (ii) countries in at least three of the five sub-regions in which the Bank operates; (iii) Anglophone, Francophone, and Lusophone countries to understand to what extent transport project performance can be influenced by country/regional contexts; and
- Diversity in terms of the source of financing to assess whether there are differences in implementation and results of transport projects between sovereign and non-sovereign operations; and

Table 4 List of projects for in-depth analysis

Context	Project name	Sub-sector	Approval date	Amount (Million AU)	Disb. ratio
Sierra Leone Language: English Region: West Category: Fragile	Matotoka - Sefadu road rehabilitation project, section I	Road/Highway	05/04/2012	21.99	100%

Context	Project name	Sub-sector	Approval date	Amount (Million AU)	Disb. ratio
Tanzania Language: English Region: East Category: LIC	Road sector support project phase II	Road/Highway	05/04/2012	131.48	100%
Madagascar Language: French Region: South Category: Fragile	Projet d'aménagement des infrastructures routières (rn9)	Road/Highway	18/10/2013	46.27	99.99%
Multinational (Burundi – Rwanda) Region: East Categories: LIC & Fragile	Burundi- projet d'aménagement et de bitumage de routes mugi	Road/Highway	27/06/2012	27.5	89.32%
Namibia Language: English Region: South Category: MIC	New port of Walvis bay container terminal project – loan	Water and Fluvial Transport/ Port	22/07/2013	142.99	96.46%
Gabon Language: French Region: Central Category: MIC	Gsez Port Project*	Water and Fluvial Transport/ Port	24/11/2016	32.84	100%
Tunisia Language: French Region: North MIC	Projet De Modernisation Des Infrastructures Routières	Road/Highway	28/10/2015	116.21	61.4%
Ivory Coast Language: French Region: West Category:	Riviera Marcory Toll Bridge**	Road/Highway	01/03/2012	44.87 2.02	100%

Note: * Included in another on-going evaluation carried out by BDEV

** The Project Performance Assessment Report is already available

For Port and Fluvial water projects, the selected projects represent more than half of total amount committed to this sub-sector over the period 2012-2019 (57%). Conversely, for road highway projects, the selected projects only represent 5%, since the portfolio is much larger.

For the project evaluations the following data collection tools will be used:

- Documentary review of project documents, including the complete appraisal documentation (PAR technical annexes, environmental and social impact assessment study), project progress (IPR) and completion (PCR) reports, the financing agreement;
- Field visits to the project site and the main infrastructure works;
- Face to face interviews (whenever possible) with a large variety of project stakeholders (see Annex 6), including women and youth associations
- Focus Groups with local beneficiaries (whenever possible) to gather first-hand views and qualitative data about the project impacts on the local populations (including women and youth); and
- Secondary data analysis included in official statistics and reports.

Each project will be rated against its performance (relevance, effectiveness, efficiency, and sustainability), as well as against the performance of the three major parties involved in the project design and implementation (the Bank, the borrower and other co-financiers and service providers). The assessment and rating of additionality will be included only for non-sovereign operations. In accordance with the AfDB evaluation standards, a four-level scale will be used for rating the transport projects, namely: i) Highly Satisfactory/Satisfactory/Unsatisfactory/Highly Unsatisfactory. To apply this four-level scale, a scoring grid

has been developed (Annex 4) to define how to rate the projects against each evaluation criterion with the view to ensure consistency across the project sample. The metrics and thresholds included in the rating grid have been defined as much as possible to be precise and unequivocal to limit the risk of having different evaluators providing different ratings for the same level of achievement. In addition to that, a further calibration of rating will be carried out when all project evaluations are completed to ensure alignment and consistency in the evaluator judgments across the project sample.

Local consultants have been recruited for data collection and analysis of each individual project and the production of project evaluation reports under the guidance of BDEV. They will be responsible for data collection on the ground and for the preparation of the project evaluation reports that will be drafted either in English or French depending on the language used for the preparation of the project report. The provision of detailed guidance, qualitative data collection protocol, and reporting templates will ensure that all analysis is conducted with the same quality and rigour. Quality control by the evaluation team will further ensure that the project evaluation reports are developed following similar quality standards. The following guidance material has been developed for the local consultants:

- A detailed evaluation matrix that specifies for the project evaluations the judgment criteria, the methods to be used in data collection, the main indicators, and the most relevant source of quantitative and qualitative information (Annex 2)
- Interview guidance (Annex 6) which explains how to manage the interview process and outlines generic interview questionnaires broken down by typologies of stakeholders that will have to be tailored to the specific project circumstances;
- Project evaluation report template (Annex 3) which also indicates examples of the most common indicators used to capture transport projects outputs and outcomes (e.g. time and cost savings) and also allows for sec-disaggregated data collection;
- Project assessment grid for the ratings of projects (Annex 4);
- The detailed project evaluation matrix which specifies for each judgment criteria the methods for data collection and the main source of information; and
- The generalised ToC of AfDB support to the transport sector to be used to reconstruct the project specific ToC.

In addition to this, at least two webinars will be organised at the beginning of the project evaluations, while regular virtual meetings will be arranged between BDEV, the Senior consultant and the local consultants to discuss specific problems and/or progress in data collection. While templates and guidelines can be pivotal in ensuring the consistency in the approach pursued in the individual project evaluations, the provision of guidance to experts is also important to ensure the correct understanding and use of the reporting templates and of the assessment framework. It is suggested that, before the field work, the local consultant prepares a first uncomplete draft of the project evaluation report that is based on the information and data collected through a preliminary desk review and share it with BDEV.

7.3 Technical report

The technical report will be based on i) the evaluations of the 8 projects selected for the in-depth evaluation and ii) the portfolio review and the assessment of the project appraisal reports of the 10 recently approved transport projects. In order to enable synthesis for the technical report, each of the evaluation components is designed to link to the overall evaluation matrix and this matrix also provides the basis for the coding scheme. Specifically, the “judgement criteria labels” shown in the EQ matrix will be applied as the overall codes. Consistent use of these codes will be the principal tool to enable the Evaluation team to bring together evidence from different components of the evaluation. Sub-codes will be developed in certain areas, notably

in relation to mapping effectiveness and factors influencing performance. This will allow for a comprehensive analysis of the lessons learned and the generation of general conclusions in terms of project performance and achievement of development outcomes (i.e. the channels through which the project's benefits have materialised and the critical success/failure factors that have underpinned the delivering of the intended outcomes). The technical report will be prepared in English by the Senior Consultant under BDEV guidance.

The project evaluation methodological design and tools, especially the project evaluation templates and assessment grids, will help to generalise the findings via a cross-project analysis. Summary tables will help to present concise findings from all project evaluations, whereas the report narrative will describe the evaluator analysis and judgment, bring in relevant contextual information and draw lessons for the Bank. The synthesis of the project evaluations will constitute the report's backbone. Findings from the portfolio analysis (e.g. on project efficiency) and from the PAR assessment will be purposefully used to complement and reinforce the horizontal analysis of the project evaluations. As an example, data from the portfolio analysis can constitute a useful internal benchmark on project implementation performance that can be compared with the individual project performances. The table below presents a possible structure of the Technical Report.

Table 5 Proposed table of contents for the Technical Report

Chapter	Description	Source of information
Introduction	The evaluation context, objectives, scope and methodology	BDEV Concept Note ToRs Inception Report
The transport portfolio at a glance	Overview of the transport sector portfolio (amounts by years, sub-sectors, regions, countries financing window)	Portfolio analysis
Insights from the project appraisal reports assessment	Summary of the lessons learned: areas of strengths and weaknesses	PAR assessment
Answers to the evaluation questions	Evaluation findings by evaluation criteria	Project evaluations PAR assessment Portfolio
Conclusions and lessons learned	Conclusions that draw on the key evaluation findings and highlight possible areas for improvement	

7.4 Summary Report

BDEV will draft the Summary Report which will include formal recommendations to the Bank. The summary report which will be in a smaller volume than the technical report and in the standard Board format, is also the main publication, although the technical report may also be published. The final Summary Report will also be submitted to the reference group, external expert reviewer and internal quality control processes before submitting to the Bank management

The Summary Report will cover the evaluation questions – including highlighting where evidence is insufficient to provide an answer. The principal role of the report is to communicate the most important messages to key stakeholders, based on solid evidence followed by clear and actionable recommendations. A detailed dissemination plan will be prepared separately. The evaluation questions will be the starting point to structure the report, though the final report may not adhere to that structure fully. The consultative validation phase will play a central role in prioritising, which issues the synthesis report should elaborate upon and what kind of recommendations are required. An outline structure for the Summary Report will therefore be finalized only after the validation and synthesis work has been conducted.

8 Challenges of the evaluation

Challenges and risks in this evaluation mostly concern the project evaluations and the very peculiar circumstances in which this evaluation is conducted.

Heterogeneity of approaches and quality of analysis in project evaluations. Because of the current travel limitations, the project evaluations will be conducted only by the local consultants under BDEV (remote) guidance. Because of that, the project evaluations are exposed to the risk of delivering mixed quality products in terms of quality of the analysis and of reporting standards. To ensure that all analysis is conducted with the same quality and rigour the following strategy has been adopted: i) development of templates and guidance documents ii) provision of guidance through webinars, iii) provision of support during data collection and reporting. Quality assurance mechanisms (Chapter 9) devised for this evaluation will further ensure that the project evaluation reports follow high-quality standard.

The project evaluations also include two projects that will be assessed by a similar methodology, but that are not carried out by this evaluation team. The inclusion of these two reports in the synthesis analysis will be facilitated by the fact that projects are evaluated and scored by using the same approach (BDEV evaluation manual and PCR reporting guidelines). However, there might be issues related to the depth of the analysis, especially for the PPER. Should this be the case, BDEV has devised the following strategy:

- for the project in Gabon, the evaluation is on-going, and this gives BDEV some leeway to engage with the evaluation team of Gabon Country Strategy and Program Evaluation,
- for the project in Ivory Coast (Abidjan), BDEV could collect additional information if this is needed to strengthen the analysis included in the PPER.

Data availability to assess development outcomes. This will vary greatly depending upon the monitoring approach adopted by the projects. In principle, all projects should have in place some kind of monitoring provisions, which can be based on recruiting a monitoring specialist in the project executing agency or on contracting monitoring activities out to external consultants (a more frequent practice for transport projects in Western and Central Africa). Projects that have these monitoring frameworks in place will provide the evaluator with baseline data that can be compared with data at project completion that are usually collected through ad-hoc surveys. The consistency and soundness of such analysis will have to be verified by combining different sources (other independent studies, interviews). If the project has not collected primary data on development outcomes, the assessment of the achievements of development outcomes will likely be based on qualitative and anecdotal evidence since no comparison is possible between quantitative indicators before and after the project.

Attribution of development outcomes. Transport projects' benefits are multiple and also depend on factors that go beyond the project borders and that have to be considered in the assessment. To mitigate the attribution problems, a contribution analysis will be applied at each level of the causal chain and will try to explain the mechanisms behind each finding. The use of indicators that are well-defined, measurable and closely linked to the project will make the evaluation analysis more robust and credible.

Availability of stakeholders for interviews. This is a risk that can be mitigated by preparing in advance for interviews and by informing the appropriate authorities of the interview process. The local offices of the Bank can also facilitate the establishment of the first contacts with key informed stakeholders. A supporting letter from the AfDB to be used to get in touch with local stakeholders has already been prepared and sent to the local consultants. The evaluators will also consider that women may have different timetables than men and arrange interviews accordingly.

Travel restrictions. Data collection can only be performed by the local consultants as the coronavirus pandemic has severely limited international travel. Anyway, even within countries, temporary lockdown can

limit the possibility of meeting with project beneficiaries. In such instances, if virtual meetings cannot be arranged, project evaluability might be at risk since it would be limited to a desk review with no possibility of triangulating evidence from different sources. To mitigate such risk, this evaluation has allocated two months to the preparation of the project evaluations to provide the local consultants with more flexibility in setting travel and interview arrangements. The local consultants are also required to prepare an operational plan for the project evaluations where deadlines for the delivery of reports is set upon the specific country and project circumstances.

9 Quality assurance mechanisms and validation

To ensure high and consistent quality in the execution of this evaluation, key elements of the quality assurance mechanisms that will put in place are presented in the table below.

Table 6 Quality assurance tools

Procedure	Description
Procedure 1: Balancing views	<ul style="list-style-type: none"> The evaluation of individual projects will be set-up ensuring systematic triangulation of data sources, comparing, and contrasting views. The use of internal (portfolio, lessons learned from past evaluations and project assessments) and external benchmarking (from the literature) will help to contextualize findings
Procedure 2: Pilot testing	<ul style="list-style-type: none"> Use of tests to pilot the templates and assessment grid. One project evaluation must be started as soon as possible to test the whole methodology, identify potential difficulties, and provide a model for the other evaluations. Provision of instructions to the local consultants through webinars to ensure the proper understanding and consistent approach in the analysis across all project evaluations.
Procedure 3: Quality review of deliverables	<ul style="list-style-type: none"> Quality review of deliverables will be ensured at three levels: 1) First level will be performed by the Senior Consultant who will review the draft version of the project evaluation reports and provide feedback and suggestions to improve them. 2)the second level will be performed by BDEV Task manager in order to ascertain compliance with BDEV quality standards; 3) the third level will consist in the revisions performed by the internal and external peer reviewer and the Evaluation reference Group -ERG (see annex 1-b the list the ERG members).

It is planned that the full evaluation background reports for each component should all be submitted in accordance with the planned schedule. Comments will then be received from BDEV and then the Reference Group and both internal and external peer reviewers, which may entail some revisions and corrections to reports. However, the principal mechanism of validation of results and of discussion of the overall implications will be through the validation workshop scheduled to last in early December 2020.

This workshop will provide the opportunity for detailed exchanges with the BDEV team as well as with other constituent groups within the Bank. The purpose would be twofold: (i) to validate the findings and conclusions of the evaluation; and (ii) to explore how to prioritise issues and develop practical recommendations to address the challenges identified.

Given the importance of sharing preliminary findings and exploring their implications with as wide a range of Bank staff as possible, these discussions will be organised as formally constituted focus groups, where members are chosen so as to complement each other and to provide a representative selection of key stakeholders. Focus group members would need to be individually invited and provided with some simple pre-briefing so as to ensure that they come prepared and that discussions can be productive without being overly long. Following the validation workshop, the evaluation team will make final revisions to the Technical Report.

10 The evaluation plan

The table below presents the timetable proposed for the completion of the evaluation key deliverables. It is consistent with the deadlines established in the evaluation concept note, allowing for the completion of the components of the evaluation by the end December 2020, with a validation workshop to Abidjan taking place in early December 2020, leading to the submission of a Draft Summary Report early 2021.

Table 7 Evaluation timeline by mean deliverables

No	Deliverables	Months										
		Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	May.	Apr.	
D-1	Inception report											
	<i>Scoping consultation</i>											
	<i>Draft inception report</i>											
	<i>Final inception report</i>											
D-2	Portfolio Overview											
	<i>Portfolio overview</i>											
D-3	Recent PAR quality assessment											
	<i>Draft note on PAR quality assessment</i>											
	<i>Final note on PAR quality assessment</i>											
D-4	PPER and supporting evidence (including completed operational assessments)											
	<i>Operational Plan</i>											
	<i>PPER based on document review</i>											
	<i>Site visits</i>											
	<i>Draft PPER after site visits</i>											
	<i>Final PPER</i>											
D-5	Cluster technical report and supporting evidence											
	<i>Draft cluster technical report</i>											
	<i>Validation workshop</i>											
	<i>Revised cluster technical report</i>											
D-6	Summary report											
	<i>Draft Summary report</i>											
	<i>Final Summary report</i>											

11 Resources

In terms of BDEV resources, the evaluation will be task managed by Clement Bansé, Principal Evaluation Officer, BDEV1, who have overall responsibility for the evaluation, supported by Racky Balde, junior Consultant, BDEV1, and Jayne Musumba (Principal Knowledge management officer, BDEV3). The internal peer-review comprises of three colleagues Joseph Mouanda (Principal Evaluation Officer, BDEV1), Girma Kumbi (Principal Evaluation Officer, BDEV1) Andrew Anguko (Chief quality and method Advisor, BDEV0). The overall guidance will be provided by Rufael Fassil (Division Manager, BDEV1).

In terms of external resources, BDEV contracted the support of a evaluation team (Laura Delponte) to help implement the evaluation by producing the inception report and the technical report. In addition, individual consultants were recruited to produce six of the eight case study reports. They are: Justin Murara (Burundi / Rwanda); Abid Hassen (Tunisia), Alain Rakotomavo (Madagascar), Andreas Helmich (Namibia), Evans

Ntagwabira (Tanzania) and Jonathan Tengbe (Sierra Leone). Finally, Ms. Claudine Voyadzis, Senior evaluation advisor, will act as an external peer reviewer.

Synthesis of the technical reports to produce the CODE summary report will be conducted internally by the evaluation Task manager.

12 Annexes

12.1 Annex 1-a- List of Bank's staff interviewed for the exploratory phase

Name	Unit	Position (BDEV)	Contact details (BDEV)
Jean Jacques Nyirubutama	RDGS	Chief Transport Economist	j.nyirubutama@afdb.org
Kinane Modeste	SNSC	Chief Environmental and Social Safeguards Officer	m.kinane@afdb.org
Zerfu Tessema	RDGE	Chief Transport Engineer	z.tessema@afdb.org
Hassanatu Bangalette Mansaray	SNSP1	Principal Strategy and Policy Officer Infrastructure and Private Sector	h.mansaray@afdb.org
Dana El hassan,	AHGC	Senior Gender Expert	d.elhassan@afdb.org
Rokhaya Diallo-Diop	PINS	Principal Field Office Private Sector Officer	r.diop@afdb.org
Lydie Ehouman	PICU	Transport Economist	l.ehouman@afdb.org

12.2 Annex 1-b- List of the Evaluation Reference Group members

Name	Unit	Position (BDEV)	Contact details (BDEV)
Maimouna Diop	RDGN	Principal Transport Engineer	m.ndiaye-diop@afdb.org
Bakia Mbianyor	SNSC	Chief Environmental and Social Compliance Officer	m.bakia@afdb.org
Jean Jacques Nyirubutama	RDGS	Chief Transport Economist	j.nyirubutama@afdb.org
Ouattara Ali	PINS	Chief Transaction Support Officer	
Kinane Modeste	SNSC	Chief Environmental and Social Safeguards Officer	m.kinane@afdb.org
Zerfu Tessema	RDGE	Chief Transport Engineer	z.tessema@afdb.org
Karanga Augustin	RDGE	Chief Transport Economist	
Hassanatu Bangalette Mansaray	SNSP1	Principal Strategy and Policy Officer Infrastructure and Private Sector	h.mansaray@afdb.org
Dana El hassan,	AHGC	Senior Gender Expert	d.elhassan@afdb.org
Rokhaya Diallo-Diop	PINS	Principal Field Office Private Sector Officer	r.diop@afdb.org
Lydie Ehouman	PICU	Transport Economist	l.ehouman@afdb.org

12.3 Annex 2- Evaluation questions and evaluation matrix²

Evaluation criterion	Evaluation main questions	Evaluation Sub-questions	Level of analysis	Provisional Judgment criteria	Method	Indicators	Source	Notes
Relevance & coherence	1. Are the Bank's transport projects strategically aligned with the Bank TYS, the High 5s and the needs of regional member countries?	1. To what extent did transport project align with the Bank's strategies?	Project and thematic level	JC1.1. The projects contribute to the achievements of the Bank's TYS	Verify ex-ante and ex-post project objective alignment with the Bank's High fives	Alignment between project objectives and the Bank's TYS	Ten-Year Strategy (TYS) PARs; PCRs Preliminary interviews with bank staff	
			Project and thematic level	JC1.2. The projects contribute to the achievements of the Bank's sector strategies (regional integration, private sector development, agriculture)	Verify ex-ante and ex-post project objective alignment with the relevant Bank's sector strategies	Alignment between project objectives and the Bank's sector strategies	Ten-Year Strategy (TYS) PARs; PCRs Preliminary interviews with bank staff	Formal alignment
			Project and thematic level	JC1.3 The project objectives are aligned with the Country Strategy Paper and/or the Regional Integration Strategy Paper	Desk review of Bank's CSPs and RISPs	Alignment between project objectives and the Bank's country and regional strategies	CSPs, RISP; Fragile States strategy (when relevant) PARs; PCRs Preliminary interviews with bank staff	
			Project and thematic level	JC2.1. The projects are included in country/regional strategies	1. Review the project documentation and of the relevant national/regional strategies 2. Documentary review for a deeper understanding of the context 3. Conduct interviews with municipalities and	Alignment between project objectives and the country relevant strategies, transport investment plans	Poverty Reduction Strategy Paper; National Development Strategies; Transport Investment Plans Preliminary interviews with bank staff	

² Project and thematic level indicates the level of the analysis. When an evaluation questions can be addressed at thematic level, it means that the analysis can be carried out on the entire portfolio. Thematic analysis is based on portfolio review, policy review and strategic interviews.

Evaluation criterion	Evaluation main questions	Evaluation Sub-questions	Level of analysis	Provisional Judgment criteria	Method	Indicators	Source	Notes
					representatives of the final users			
			Project and thematic level	JC2.2. Evidence suggests that the projects meet existing demand	<ol style="list-style-type: none"> 1. Historical reconstruction based on feasibility studies, project documents and past studies to verify the soundness of the chosen project alternative 2. Verify the composition of the transport sector portfolio and match it with data and studies on investment gaps in the transport sector in Africa 	<p>Data on infrastructure gaps</p> <p>Data on current traffic (passengers and goods)</p> <p>Data on road/port conditions</p> <p>Data on trade potential</p> <p>Data on socio-economic conditions in the area affected by the project</p> <p>Geographical and sub-sector distribution of portfolio data</p>	<p>Project appraisal document , feasibility studies, cost benefit analysis</p> <p>Interview with the project task manager and country office; the executing agency and/or relevant ministries; informed stakeholders (e.g. transport and/or exporters associations; independent local transport experts; other donors; relevant NGOs)</p> <p>Studies conducted by other donors or national agencies</p> <p>Local media review</p> <p>Site visits</p> <p>Portfolio</p>	Substantial alignment
			Project level	JC 2.3 Evidence shows that the project respond to the needs of local populations, including women	<ol style="list-style-type: none"> 1. Verify that there was a consultation process and that all instances were taken on board 2. Check the existence and quality of the environmental and social management plan 3. Verify that women were specifically consulted 4. Verify if project technical specification take into 	<p>Number of consultations held during the project design phase; Opposition episodes from local populations;</p> <p>Number of partnership established with local associations and NGOs;</p> <p>Satisfaction rate within the local populations; 'Number of women specific activities/ outputs/outcomes;</p> <p>Consultations with women associations; Existence of</p>	<p>Project appraisal documents, E&S management plan;</p> <p>Interviews with the project task manager, the executing agency and/or relevant ministries; Interviews and /or Focus Groups with local populations, including women associations and NGOs; Studies</p>	

Evaluation criterion	Evaluation main questions	Evaluation Sub-questions	Level of analysis	Provisional Judgment criteria	Method	Indicators	Source	Notes
					account safe mobility needs of all	indicators disaggregated by sex	conducted by other donors or national agencies; Local media review; Site visits	
			Project level	JC3.2. No changes in the project scope and technical specifications were needed	1. Check in the PCR if the scope of works has changed 2. Verify the quality of the preparatory studies, feasibility and detailed studies	Changes in project technical specifications/planned outputs Number of project addendum	Project completion report and IPRs; Progress reports prepared by the work supervision and/or the constructing company; Interview with the project task manager; the executing agency and/or relevant ministries; work supervision company; contractors; Site visit	
		3. To what extent was project design appropriate?	Project level	JC3.3 Project design was underpinned by a realistic and consistent theory of change and result matrix	1. Check the project result matrix, targets and baseline for the outcome indicators and the identified transmission channels 2. Verify is other project alternatives were identified and discussed 3. Verify the existence of clear causal links between activities, products and achievements	Availability of baseline and target indicators	Project appraisal and completion reports Baseline survey and monitoring reports Interviews with task manager and project executing agency	Quality of project design
			Project level	J.C.3.4 Project risks were identified and the proposed mitigation measures were appropriate and effective	1. Check the project logframe the appraisal and completion reports 2. Verify the adequacy of the capacity assessment of the project executing agency	Number of issues occurred during projects implementation Number and effectiveness of the mitigation actions implemented by the project executing agency Number of issues that could not be fixed and negatively impacted on the project results	Project appraisal and completion reports, IPRs; Environmental and social impact assessments; Monitoring reports prepared by the executing agency Interviews with the task manager, executing agencies and local NGOs	

Evaluation criterion	Evaluation main questions	Evaluation Sub-questions	Level of analysis	Provisional Judgment criteria	Method	Indicators	Source	Notes
			Project level	J.C.3.5 The projects made adequate provision for monitoring and evaluation	1. Verify the existence of M&E provisions and that adequate resources are set aside for this activity	Resources dedicated to M&E Existence of M&E periodic reports	Project appraisal and completion reports, IPRs; Monitoring reports prepared by the executing agency Interviews with the task manager, executing agencies	
			Project level	J.C.3.6 Project design integrate climate mitigation and climate resilience aspects	1. Verify how the infrastructure design integrates climate concerns	Resources dedicated to the mitigation of climate impacts of transport projects Climate resilience infrastructure features	Project appraisal and completion reports, ESMP; IPRs; Monitoring reports prepared by the executing agency Interviews with the task manager, executing agencies	
			Project level	J.C.3.7 The projects tried to establish synergies with other Bank's or other donors' interventions in the country/region	1. Check if other Bank's projects are listed and relevant in PARs 2. Verify if the projects is complemented/reinforced by other donor initiatives	Number of projects that complement the transport infrastructure	Project appraisal and completion reports; Site Visit; Interviews with task manager, country office staff, other donor organisations	Coherence
			Project level	J.C.3.8 The project design integrates the peculiar characteristics of fragile states (only where relevant)	1. Verify that a fragile state lens has been applied throughout project design, in particular concerning risks and mitigation measures	Fragile state specific provisions (e.g. secure infrastructure site, higher construction costs)	Project appraisal and completion reports, IPRs; Monitoring reports prepared by the executing agency Interviews with the task manager, executing agencies	
		4. To what extent has the project been responsive to the evolving needs of RMCs, RECs and the local populations (including women)? 5. To what extent could the project have been implemented without the AfDB input (financial and non-financial) with the same scope,	Project level	JC 3bis.1 The Bank has learned from past transport projects and has aligned the design of transport project to integrate the objectives of the Bank's TYS	Systematic assessment through a rating grid of a sample of PARs (10) from recently approved projects	Rating from the PAR review	PAR review, Bank's strategy documents; Past evaluation of transport projects (PCR and PCRN)	Quality of project design
			Project level	JC15.1. There is evidence that the AfDB financing brought in financial benefits	Through interviews and review of project documentation assess which elements contributed to establish the non-financial advantages of the AfDB loan (political risk mitigation & development outcomes)	Loan covenants (maturity, grace period, interest rate) Loan flexibility	Project documents (AR, IPR, PCR) Interviews with the project sponsor and Bank task manager	Financial additionality

Evaluation criterion	Evaluation main questions	Evaluation Sub-questions	Level of analysis	Provisional Judgment criteria	Method	Indicators	Source	Notes
		quality and/or timeframe?	Project level	JC15.2. There is evidence that the AfDB financing brings in substantial non-financial benefits (political risk mitigation & development outcomes)	Through interviews and review of project documentation assess which elements contributed to establish the financial advantages of the AfDB loan	Development outcomes in the project logframe Implementation of health and safety standards Sponsorships in favour of local populations Risk mitigation instruments deployed	Project documents (AR, IPR, PCR) Interviews with the project sponsor, Bank task manager and local stakeholders	Non-financial additionality

Outputs and development outcomes

Evaluation criterion	Evaluation main questions	Evaluation Sub-questions	Level of analysis	Provisional Judgment criteria	Method	Indicators	Source	Notes
Effectiveness	2. To what extent were the results of the Bank's transport projects achieved in a sustainable manner, including their impact on direct beneficiaries?	6. To what extent were transport projects' outputs delivered as planned?	Project and thematic level	JC4.1. Project outputs were realised as expected	1. Check the project logframe the appraisal and completion reports to identify which outputs could not be delivered as planned in quantitative and qualitative terms 2. Verify which endogenous/exogenous factors have prevented the implementation of the project as originally planned	Km of roads/bridge/quay constructed or rehabilitated Number of social infrastructure/socio-economic actions delivered Number of equipment delivered Number of studies/manuals delivered Number of people trained Number of awareness campaign delivered Number of transport regulatory/governance reforms implemented	Project appraisal and completion reports, IPRs Monitoring reports prepared by the executing agency Interviews with the task manager, executing agencies and construction/work supervision company Site visit	Outputs
		7. To what extent did transport project contribute to improve connectivity?	Project level	JC5.1. Evidence shows that the project has increased movement of people and goods	1. Verify in project documents if the project led to increased traffic (more people, vehicles, goods) 2. Investigate through interviews why and how traffic was increased	Average daily traffic (people/goods) before and after the project Movement of vessels, people, cargo Vehicles counting before and after the projects Volume of goods traded along the road/port before and after the project Annual cargo Container volume	Project appraisal and completion reports, IPRs Monitoring and completion reports prepared by the executing agencies Monitoring reports prepared by independent consultancy companies Interviews with project stakeholders	Outcomes
			Project level	JC5.2. Evidence shows that the project has	1. Verify in project documents if the project led to increased traffic (more people, vehicles,	Average travel time to markets Speed of evacuation of agricultural	Project appraisal and completion reports, IPRs Monitoring and completion	

Evaluation criterion	Evaluation main questions	Evaluation Sub-questions	Level of analysis	Provisional Judgment criteria	Method	Indicators	Source	Notes
				improved access to markets	goods) 2. Investigate through interviews why and how the achieved traffic results were achieved	produce to nearest major market Volume of exports/imports	reports prepared by the executing agencies Monitoring reports prepared by independent consultancy companies Interviews with project stakeholders	
			Project level	JC5.3. There is evidence that the project improved multimodality	1. Verify in project documents if the project led to improved multimodality 2. Investigate through interviews why and how multimodality was improved by the project	Change in the modal share	Project appraisal and completion reports, IPRs Monitoring and completion reports prepared by the executing agencies Monitoring reports prepared by independent consultancy companies Interviews with project stakeholders	
		8. To what extent did transport projects contribute to improve transport efficiency?	Project level	JC6.1. Evidence suggests that travel time and transport costs have been reduced	1. Assess if the project led to savings in terms of time / cost. Such savings refer to travel time and average speed on roads, border crossing and average transit time. 2. Investigate through interviews why and how the achieved transport efficiency results were achieved	Average travel time before and after the project Average speed before and after the project Average transit/waiting time Average Transport Fare/veh-km Vehicle operating costs before and after the project Bulk handling costs before and after the projects	Project appraisal and completion reports, IPRs Monitoring and completion reports prepared by the executing agencies Monitoring reports prepared by independent consultancy companies Interviews with project stakeholders	
		9. To what extent did transport projects contribute to improve the living conditions of the populations living in the project area?	Project level	JC7.1. Evidence suggests that project has improved access to basic services (healthcare, water, education)	1. Review of data and documents on living conditions of local population 2. Interviews and focus group with local populations to assess how the project impacted on their lives	Rural accessibility index Average distance/time to the nearest healthcare centre, water fountain, school	Project appraisal and completion reports, IPRs Monitoring and completion reports prepared by the executing agencies Monitoring reports prepared by independent consultancy companies Interviews with project stakeholders Focus group with local populations	
			Project level	JC7.2. Evidence suggests that project has contributed to	1. Review of data and documents on employment patters in the area concerned by the project 2. Interviews and focus group	Number of temporary and long-term jobs generated by the projects locally	Project appraisal and completion reports, IPRs Monitoring and completion reports prepared by the	

Evaluation criterion	Evaluation main questions	Evaluation Sub-questions	Level of analysis	Provisional Judgment criteria	Method	Indicators	Source	Notes
			Project level	generate job opportunities locally	with local populations to assess how the project impacted on their lives	Number of economic activities generated by the project locally	executing agencies Monitoring reports prepared by independent consultancy companies Interviews with project stakeholders Focus group with local populations	
		10. To what extent did transport projects contribute to improve transport safety?		JC8.1. Evidence suggests that project has contributed to improve transport safety	Desk review and interview to check if the implementation of the project induced a reduction in the probability of accident in the area around the project	Average number of accident/fatalities before and after the projects Implementation of axle load limits Revised traffic and safety regulations	Project appraisal and completion reports, IPRs Monitoring and completion reports prepared by the executing agencies Reports prepared by transport authorities Interviews with project stakeholders Focus group with local populations	
		11. To what extent did transport projects contribute to improve the governance of the transport sector?	Project level	JC9.1. Evidence suggests that project has contributed to increase capacity to manage sustainably transport infrastructure	Desk review and interviews to assess whether technical and financial capacity have been improved	Establishment of plans for the periodic maintenance of assets Enforcements of safety standards Timely budgetary allocations and disbursements of O&M expenditures Revenue generated by the project	Project appraisal and completion reports, IPRs Independent studies Reports prepared by transport authorities Interviews with project stakeholders	
		12. To what extent did the project successfully mitigate the negative externalities of transport projects?	Project level	JC10.1. Evidence suggests that project has successfully anticipated and mitigated negative effects on the local populations (increased pollution, deforestation, HIV/AIDS transmission, security issues), the	1. Assess the implementation of the project ESMP 2. Verify if the unintended effects foreseen in project appraisal documents were properly mitigated 3. Verify if the project complied with the Bank E&S policies and standards 4. Assess how the project has mitigated impact on climate	Changes in pollution index (water, soil and air) Increased deforestation Increase in HIV/AIDS and other sexually transmitted diseases Change in GHG emissions after the projects	ESMP 'Project appraisal and completion reports, IPRs Monitoring and completion reports prepared by the executing agencies Monitoring reports prepared by independent consultancy companies Interviews with project stakeholders Focus group with local populations	

Evaluation criterion	Evaluation main questions	Evaluation Sub-questions	Level of analysis	Provisional Judgment criteria	Method	Indicators	Source	Notes
				environment and climate				
		13. To what extent did the project contribute to regional integration (only for MOs)?	Project level	JC10.1bis. Evidence show that the project had a positive impact on regional integration	1. Review of the available statistics and monitoring reports 2 Review of new custom regulations/agreements	Volume of goods that transit along the road/port Increased capacity in custom Improved border crossing and freight management	Project appraisal and completion reports, IPRs Independent studies Reports prepared by custom authorities Interviews with project stakeholders	

Sustainability

Evaluation criterion	Evaluation main questions	Evaluation Sub-questions	Level of analysis	Provisional Judgment criteria	Method	Indicators	Source	Notes
Sustainability		14. To what extent will the outputs and outcomes of transport projects be sustainable in the long-run?	Project level	JC11.1 Evidence suggests that the project is technically sound and resilient to climate change	1. Project technical audit 2. Interviews with relevant authorities (ministry of transport and/or public works)	Number of technical weaknesses (e.g. underdesign, lack of consideration of climate risks) Premature deterioration of the project assets due to inappropriate use or lack of regular maintenance	Project documents (AR, IPR, PCR) Interviews with task manager, executing agency, relevant ministries or agencies Independent studies Site visits	Technical
			Project level	JC11.2 Evidence suggests that the project is financially sustainable	1. Assess the financial sustainability of the project and the degree of commitment to the long run term subsidy from public authority through a desk review 2. Interviews with relevant authorities (ministry of transport and/or public works)	Amount of road funds against maintenance cost needs Budgetary allocations against projected costs Amount of revenues against projected costs Cost recovery ratio (user fees)	Project documents (AR, IPR, PCR) Interviews with task manager, executing agency, relevant ministries or agencies Independent studies Balance sheets of the concerned authorities	Financial
			Project level					

Evaluation criterion	Evaluation main questions	Evaluation Sub-questions	Level of analysis	Provisional Judgment criteria	Method	Indicators	Source	Notes
			Project level	JC11.3. Evidence suggests that the project has sustainably increased capacity in relevant institutions	Assess the increased knowledge and capacity in the involved institutions	Number of permanent staff employed to operate the infrastructure Number of qualified staff employed to operate the infrastructure	Project documents (AR, IPR, PCR) Organisational charts of the concerned institutions Interviews with task manager, executing agency, relevant ministries or agencies Site Visit	Institutional
			Project level	JC11.4. Evidence suggests that the project has forged sustainable partnership and ownership of project results with beneficiaries	1. Desk review of project documents and independent reports 2. Interviews with project stakeholders, including local associations/NGOs	Number of initiatives organised locally to keep the infrastructure in good conditions Number of local committees and/or partnerships related to the new infrastructure	Project documents (AR, IPR, PCR) Interviews with task manager, executing agency, local NGOs Independent studies/local media Site Visit	Ownership
			Project level	JC11.5 Evidence shows that the project results are environmentally and socially sustainable	1. Desk review of project documents and independent reports to assess whether the ESMP has been implemented in a timely and satisfactory manner 2. Interviews with project stakeholders, including environmental organisations	Deforestation index Increased poaching activities Controlled emission of carbon, air, soil and water pollutants Preserved biodiversity Amounts and adequacy of funds set aside to ensure environmental and social sustainability	Project documents (AR, IPR, PCR; environmental impact assessment) Monitoring reports prepared by the executing agency Interviews with task manager, executing agency, environmental NGOs Monitoring or completion reports prepared by co-financers Independent studies/local media Site visit	Environmental/social

Efficiency

Evaluation criterion	Evaluation main questions	Evaluation Sub-questions	Level of analysis	Provisional Judgment criteria	Method	Indicators	Source	Notes
Efficiency	3. To what extent has the Bank's assistance been delivered efficiently in terms of both timeliness and cost effectiveness?	15. To what extent were the project delivered on time and within budget?	Project and thematic level	JC12.1. Evidence proves that projects did not suffer delays in the implementation	Investigate the reasons of the delays and whether these were due to 1) issues with the executing agency) the Bank procedures 3) the factors outside the control of the Bank and the executing agency	Comparison of expected and actual time plan (length of delays) Time to project start	Project documents (AR, IPR, PCR) Monitoring reports prepared by the executing agency Interviews with task manager, executing agency, work supervision and/or construction company Monitoring or completion reports prepared by co-financers Site visit Portfolio	Efficiency in implementation
			Project and thematic level	JC12.2. Evidence proves that there were no cost overruns and that resources were used efficiently	Investigate the reasons of the delays and whether these were due to 1) issues with the executing agency) the Bank procedures 3) factors outside the control of the Bank and the executing agency	Comparison of expected and actual costs	Project documents (AR, IPR, PCR) Monitoring reports prepared by the executing agency Interviews with task manager, executing agency, work supervision and/or construction company Monitoring or completion reports prepared by co-financers Site visits Portfolio	
			Project and thematic level	JC12.3. Evidence shows that the project was implemented as planned	Assess the quality of the project implementation progress in terms of i) compliance with covenants (project covenants, environmental and social safeguards and audit compliance), ii)	Timely fulfilment of contract covenants Disbursement rate Timely availability of the local counterpart funds Timely compensation and resettlements	Project documents (AR, IPR, PCR) Monitoring reports prepared by the executing agency Interviews with task manager, executing agency, work supervision and/or construction	

Evaluation criterion	Evaluation main questions	Evaluation Sub-questions	Level of analysis	Provisional Judgment criteria	Method	Indicators	Source	Notes
					project systems and procedures (procurement, financial management and monitoring and evaluation), and iii) project execution and financing (disbursement, budget commitments, counterpart funding and co-financing).		company Site visits Portfolio	
		16. To what extent were project costs commensurate to their benefits?	Project level	JC13.1. Evidence proves that project costs were commensurate to benefits	Verify the re-assessment of the project economic rate of return (ERR) and NPV (net present value)	ERR, NPV	Project documents (AR, IPR, PCR) Monitoring reports prepared by the executing agency Interviews with task manager, executing agency Monitoring or completion reports prepared by co-financers Site visits	Cost-benefit analysis

Stakeholder performance

Evaluation criterion	Evaluation main questions	Evaluation Sub-questions	Level of analysis	Provisional Judgment criteria	Method	Indicators	Source	Notes
Stakeholder performance		17. To what extent stakeholder performance ensured project success?	Project and thematic level	JC14.1. There is evidence that the Bank processes and procedures were adequate to support project implementation and the materialisation of the project outputs and outcomes	Through interviews and review of project documentation assess if the bank (i) proactively identified and resolved problems at different stages of the project cycle, (ii) used lessons learned from previous operations, (iii) promoted stakeholder participation to strengthen	Time for delivering non-objection Number of issues successfully tackled by the Bank Number of lessons learnt integrated in project design and implementation Completeness and timely delivery of project reports Number of supervision missions	Project documents (AR, IPR, PCR) Interviews with task manager, country office, executing agency, construction companies, local associations Preliminary interviews with bank staff	Bank

Evaluation criterion	Evaluation main questions	Evaluation Sub-questions	Level of analysis	Provisional Judgment criteria	Method	Indicators	Source	Notes
					ownership, (iv) enforced safeguard and fiduciary requirements; (v) ensured that the monitoring and evaluation system was well designed and implemented, (vi) undertook high quality and continuous supervision, and (vi) provided timely responses to requests	Time allocated to project supervision Monitoring system in place and operational		
			Project and thematic level	JC 14.2 The Bank has made progress in implementing the recommendations from the past transport evaluation (2014)	Verify how the Bank has operationalised the 10 recommendations included in the previous transport evaluation at strategic and project level	Defined by the 10 recommendations	PAR review, Independent Assessment of the Level of Adoption of BDEV's Recommendations"	
			Project level	JC14.3. There is evidence that the borrowers actions and procedures were adequate to support project implementation and the materialisation of the project outputs and outcomes	Through interviews and review of project documentation assess if the borrowers: (i) ensured quality preparation and implementation, (ii) complied with covenants, agreements and safeguards, (iii) timely provided counterpart funding, (iv) implemented a monitoring and evaluation system, (v) responded to recommendations, (vi) put in place adequate measures to ensure project sustainability	Timely allocation of counterpart funds Timely and transparent selection of construction companies Timely and fair management of resettlements and compensation schemes	Project documents (AR, IPR, PCR) Interviews with task manager, country office, executing agency, construction companies, local associations	Borrowers
			Project level	JC14.4. There is evidence that other stakeholders actions were adequate to support project implementation and the materialisation of	Through interviews and review of project documentation assess how other stakeholders contributed to a smooth project implementation and sustainability of results.	Timely mobilisation of funds from other project co-financers Timely starts of activities/studies supported by other co-financers Number of collaborative arrangements	Project documents (AR, IPR, PCR) Monitoring and completion reports prepared by other co-financers Interviews with task manager, country	Other stakeholders

Evaluation criterion	Evaluation main questions	Evaluation Sub-questions	Level of analysis	Provisional Judgment criteria	Method	Indicators	Source	Notes
				the project outputs and outcomes		Responsiveness to Banks or executing agency demands	office, executing agency, construction companies, local associations	

Lessons and recommendations

Lessons learned and recommendations	4. What lessons and recommendations will enable the Bank to maximise transport sector projects performance to support High 5 objectives?	All sub questions	Project level					

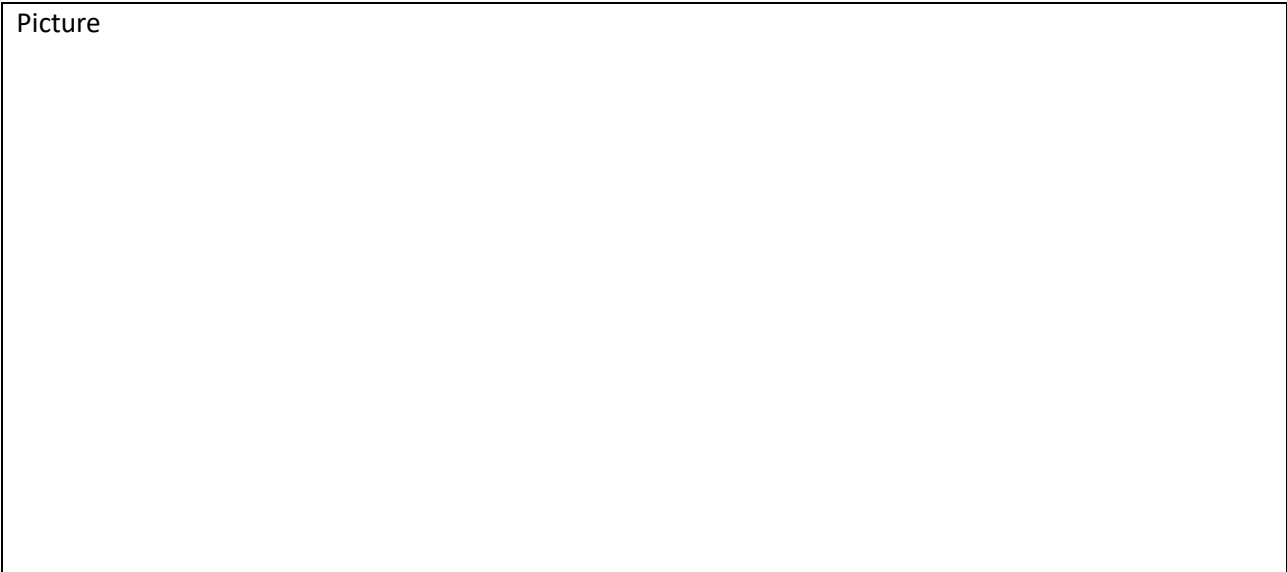
Cluster Evaluation of the African Development Bank Group transport projects (2012-2019)

Project Title

(Country/ies)

(Month/Year)

Picture



Prepared by

Supervised by

TABLE OF CONTENTS

ABBREVIATIONS AND ACRONYMS

ADF	African Development Fund
AfDB	African Development Bank
REC	Regional Economic Communities
RMC	Regional Member Country

GLOSSARY OF KEY TERMS

EVALUATION SUMMARY SHEET

Project name				
Project code		Project type		
Country		Executing agency		
Key dates	Contract signature Month/Year	Estimated and actual start of the project Month/Year	Estimated project completion Month/Year	Actual project completion Month/Year
Total project cost				
Project financing	Approved	Disbursed	% disbursed	
AfDB Grants Loans Equity				
Other financiers Grants Loans Equity				
Overall project rating and rationale			Relevance	
			Coherence	
			Effectiveness	
			Efficiency	
			Sustainability	
			Additionality*	
Stakeholder performance: The Bank The borrower Other stakeholders				
Lessons learned <ul style="list-style-type: none"> • Xxx • xxxxx 				
Recommendations <ul style="list-style-type: none"> • Xxx • xxxxx 				

Notes:

For the rating across the evaluation criteria, the following scale applies: Highly Satisfactory (4); Satisfactory (3); 2 Unsatisfactory (2); Highly Unsatisfactory (1).

*Additionality only applies to non-sovereign operations

Performance of stakeholders, coherence and impacts are rated, but are not included in the overall project rating

Quick reminder note (Please delete this section once you have drafted the report)

Please stick to the structure of this template without deviating, we need to be consistent throughout the 7 reports.

- Chapter 1 is meant to provide information on the project which are as far as possible factual and objective (context, expected objectives, structural features, reconstruct the financing decision process, ...).
- Chapter 2 is analytics. In this chapter the author is expected to report on its evidence-based assessment of different evaluation criteria and project aspects. While the bulk of the information on the project and on the project's performance is included in the Bank's project document (PAR, IPRs, PCR) the evaluator should challenge and validate the information included in the official document. To do so, triangulation of different sources of information is of paramount importance. This includes interviews with different stakeholders, independent studies conducted by other donors or other national authorities and NGOs, an analysis of the local media, and the site visit.

The structure and the format of all annexes shall be followed as well.

1. PROJECT DESCRIPTION (~ 5 pages)

This chapter provides a brief description of the project context. It looks into the project objectives, identifies the key project stakeholders and looks into the project financing and implementation framework. When relevant, this section should also account for project addendum that modified the initial project design.

1.1.1 Project background information

The aim of this section is to describe the project background including a description of the national strategic framework for transport. It presents the main challenges of the transport sector in the country and the current strategies and investments. Examples of data that can be used include: Km of paved roads, km of rural roads, km of roads that needs rehabilitation, motorization index.

1.1.2 Project description

Project objectives, rationale and theory of change. This section describes the main project's objectives, scope and its components (A chart showing the project location can be used). It reconstructs the project theory of change starting from the generalised ToC for the transport sector and the example provided. A ToC chart has to be developed and enclosed in this section). The reconstructed ToC describes the causal links that are expected to materialise between the components across which the project is articulated, namely the inputs mobilised (human, organisation, institutional, material and financial resources), the outputs resulting from the project (products, goods or services), the generated outcomes (the short and medium-term effects expected to achieve) and impacts (the objectives and long-term effects on the final (indirect) beneficiaries and the society as a whole). The aim of this section is to address the following questions:

- What is the project about? Which types of investments/activities have been financed? What was the main need(s) to be addressed? Why was the project selected? What are the project outputs and outcomes? How does the project intend to achieve its objectives? Which are the cause and effect

relationships between inputs, activities, outputs, outcomes, and impacts? What were the key assumptions and risks at appraisal?

Financial structure and time frame. This section illustrates the timeframe and financing structure of the project. It illustrates the contribution of the different financiers. The aim of this section is to address the following questions: How was the project financed? What is the contribution of each financier? How are these contributions structured and integrated? Is the project revenue-generating? Where does the revenue come from? (For PPP projects only- Why was a PPP arrangement selected? What is the contractual structure, payment mechanism, performance metrics and risk allocation?).

Institutional and implementation framework. This section illustrates the project governance and implementation framework. It illustrates the different roles and responsibilities of the major stakeholders involved. The use of charts (contractual and organizational arrangements) will make the narrative shorter and clearer. The aim of this section is to address the following questions:

- What are the management and operational structures? How are responsibilities attributed? How is the project M&E system structured?

2. PROJECT PERFORMANCE ASSESSMENT

2.1 Relevance and coherence (~ 4 pages)

Relevance is the extent to which the objectives of a project are consistent with the beneficiary needs, the country's development or policy priorities and strategy, the Bank's Country Strategy Paper (CSP) and the applicable Bank sector strategies. It also takes account of the internal coherence of objectives and the relevance of the design. Please discuss the relevance of all project components as transport sector projects supported by the Bank pursue multiple development objectives. Project relevance is assessed at appraisal, the purpose of this analysis is thus to verify if the analysis that was carried out at appraisal still holds valid at project completion.

2.1.1 Alignment with AfDB policies and strategies

The aim of this section is to address the following questions:

- How does the project fit with the Bank TYS? And with other applicable sector strategies (e.g. private sector, regional integration, etc.)?

2.1.2 Alignment with country policies and local needs

The aim of this section is to address the following questions:

- How does the project fit with the country's strategic needs in the transport sector? How does the project fit with the local needs (in transport and beyond)?
- Was the project designed to integrate the needs and expectations of the local populations, including women? Were the E&S management plans relevant?

2.1.3 Quality of project design

This criterion assesses the soundness of the project design and the timing of eventual adjustments that were made during implementation in the scope, implementation arrangements, or technical solutions, to ensure the achievement of the intended results (outcomes and outputs). The aim of this section is to address the following questions:

- In retrospective, to what extent is the project result-based logical framework sound and realistic? To what extent were assumptions and risks properly identified? Did the project need a change in scope or implementation arrangements in order to achieve the expected outputs and outcomes?
- To what extent was the risk mitigation plan necessary and adequate? Were capacity needs properly identified at appraisal?
- To what extent did the project establish and pursue synergies with other Bank/donor interventions?
- Were the M&E provisions included in the PAR followed through and adequate to collect significant and reliable data on project outcomes?
- In retrospective, (where relevant) were the specific characteristics of fragile states duly reflected in project design (appropriateness of risk identification and mitigation measures)

2.1.3 Coherence

This section assesses the complementarity and compatibility of the project with respect to other on-going or planned interventions supported by the AfDB, the government or other donors. This includes internal coherence and external coherence. To what extent did the project establish and pursue synergies with other Bank/donor interventions?

Internal coherence addresses the synergies and interlinkages between the intervention and other interventions carried out by the AfDB, as well as the consistency of the intervention with the relevant international norms and standards to which that institution/government adheres.

External coherence considers the consistency of the intervention with other actors' interventions in the same context. This includes complementarity, harmonization and co-ordination with others, and the extent to which the intervention is adding value while avoiding duplication of effort.

<i>Box 1 Conclusions, rating and lessons learned on relevance and coherence</i>	
<u>Relevance</u>	<ul style="list-style-type: none"> • XXXXX • XXXX
<u>Coherence</u>	<ul style="list-style-type: none"> • XXXXX • XXXX

2.2 Effectiveness (~ 5 pages)

The assessment of effectiveness evaluates the extent to which the project achieved its stated results, i.e. the intended set of outcomes and outputs. The analysis should start from a comparison between the project logframe ex-ante and ex-post and be based as much as possible on hard data and facts.

2.2.1 The achievement of the project outputs

This section describes the outputs delivered by the project and discuss any deviations with respect to those planned. The reasons behind deviations from planned outputs should also be discussed. This involves identifying any external or internal factors influencing the delivery of the project outputs. Project outputs will include:

- for road infrastructure, km of road built or rehabilitated, km of bridges built or rehabilitated;

- for port infrastructure: size of the new port, equipment supplied
- for capacity building components: number of operators trained (within port, road, custom agency); number of studied (e.g. road safety, logistic management) delivered; number of engineers trained;
- for the ancillary (socio-economic) components: equipment supplied to local populations, number of school/healthcare facilities rehabilitated, km of feeder roads.

The aim of this section is to address the following questions: i) to what extent the expected outputs (as included in the project detailed logframe) were delivered? ii) What justified deviations from the original plan? Is the project in need of additional inputs to be completed (investments, technical assistance)?

2.2.2 The achievement of the project development outcomes (this section was developed drawing from the generic ToC. For this reason, please select only the outcome categories that are relevant to the project being evaluated and add any other development outcome that is not included in this section)

This section describes project development outcomes delivered by the project and discuss any deviations with respect to those planned. The reasons behind deviations from planned outcomes should also be discussed. This involves identifying any external or internal factors influencing the delivery of the project outcomes.

Improved connectivity. This section should report about traffic flows (e.g. number of road users number of containers held before and after the projects), how the project has improved access to markets for goods, how the project has improved multimodality (where relevant).

Transport efficiency. Transport efficiency gains should be part of the project core indicators and describes time and costs savings. The following indicators should be described:

- Time savings result from the difference between travel (waiting) time in the scenario with the project and without the project. Please discuss both observed and predicted time-saving for the different categories of users (commercial transport and individual users). For MOs the analysis could differentiate between the time-saving at the border crossing and the time saving along the national part of the road.
- Reliability is the reduced variation in journey times.
- Cost savings refer to changes in expenditure incurred (both by passengers and freight transporters) during the operation of vehicles/logistic platform (fuel costs, etc.).
- Congestion relief refers to the possible reduction of road congestion and increase of car speed due to traffic diversion to new public transport modes or new urban roads.

Improved living conditions of the local populations. This section describes the socio-economic benefits generated by the project for the local population, including women and youth. There are no standardised indicators, as these depend on the way the project socio-economic component is designed. Common indicators include the rural road access index, average time/distance to the nearest hospital/education/water borehole/market, number of temporary and permanent jobs created in the project areas, number of people that are served by the new/rehabilitated facility. If available, discuss gender-disaggregated project impacts on the living conditions of local population.

Transport safety. This section describes how the project contributed to improve transport safety by reporting data on accidents on the road. It also illustrates how road safety standards, such as axle load limits and speed limits, are enforced throughout the road. It describes the effectiveness of the awareness campaign with the local population.

- To what extent has the new infrastructure reduced/increased accidents compared to the without project scenario?
- Has the country approved new safety regulations? Has it improved enforcement? (only for projects that had a technical assistance component on that)
- Were awareness campaigns well designed and well delivered? Do local population understand the danger of the road and use it safely?

Institutional development/transfer of capacity. Only some projects will aim at increasing institutional capacity through capacity building components. All projects should, in principle, deliver some kind of capacity transfer. This section describes if and how the project contributed to increasing capacity in road agencies, public work ministries. To do so, this section should not only report on the number of trainings/manuals delivered, but it should provide concrete examples of how the projects changed the way the organisation work. It should report for instances, on improvements in procurement management, monitoring and enforcement of health and safety standards, period and regular maintenance, revenue generating capacity.

Regional integration (relevant for MOs or for national projects with a regional integration relevance). This section describes how the project has contributed/is likely to contribute to facilitating trade of goods and movement of people. It addresses the outcomes of the project trade facilitation component.

Projects unintended effects (can be either positive or negative and were not included in the project logaframe). This section illustrates if, how and why the project had positive/negative impacts on the environment, climate and socio-economic wellbeing of the local populations that were not anticipated at project appraisal. Please discuss if project negative effects have fallen mostly on women or other disadvantaged groups. Examples of negative impacts are soil and water pollution, increased air pollution, deforestation, increased emission of GHG, increased incidence of sexually transmitted diseases in local population. Examples of positive impacts are: new market stalls and economic activities, establishment/upgrading of existing services as a result of increased traffic along the road.

This section should also discuss how the projects has taken provisions to mitigate the adverse climate effects of the project and if these provisions were adequate.

Box 1 Conclusions, lessons learned and rating on effectiveness
<p><u>Effectiveness</u></p> <ul style="list-style-type: none"> • XXXXX • XXXX •

2.3 Efficiency (~ 3 pages)

Efficiency is a measure of how well the project used resources in achieving its outcomes. Basically, the efficiency assessment shall attempt to answer the following two questions: i) did the benefits of the project (achieved or expected to be achieved) exceed project costs (cost-benefit)? and ii) was the project implementation efficient in delivering the expected project results (implementation cost). Efficiency discusses the following dimension:

Timeliness and cost overruns. The section is meant to answer the following questions: Was the project completed on time/within budget? (if relevant) How large were the delays/cost overruns? What factors influenced any difference between the time schedule/budget originally planned and those observed? Which actions were taken to keep the project on track? Who played a decisive role?

Resource use efficiency (cost-effectiveness). Resource use efficiency assesses physical implementation (based on outputs delivered) against resources used (based on cumulative commitments) at completion. It is calculated as the ratio between the median percentage physical implementation of the project outputs and commitment rate.

Cost-benefit analysis. This section discusses variations with respect to the ex-ante forecast in the project ERR which is included in the project PCR. This section is not about presenting the consultant's re-assessment of the ERR, but about discussing how the ERR (as reported in project documents or in other studies) has changed.

Implementation progress (IP). This section discusses the performance of project implementation following the three main categories:

- compliance with covenants (project covenants, environmental and social safeguards and audit compliance),
- project systems and procedures (procurement, financial management and monitoring and evaluation), and
- project execution and financing (disbursement, budget commitments, counterpart funding and co-financing).

Box 2 Conclusions, lessons learned and rating on efficiency

- XXXXX
- XXXX

2.4 Sustainability (~ 3 pages)

The assessment of sustainability considers the extent to which the project has addressed risks during implementation and put in place mechanisms to ensure the continued flow of benefits after completion. It should also evaluate risks to the sustainability of development outcomes and/or the project's benefits, including the resilience to exogenous factors. All aspects that threaten the physical sustainability of the project should be deeply analysed. This entails identifying the main reasons of such dysfunctions and putting forward possible solutions by referring to the evaluator's expertise or to other good practices. This section will acknowledge any improvements in project sustainability that is brought in by the project, but it will also identify areas of weaknesses to be considered in the future. The following five criteria will be considered:

Technical sustainability. It assesses the project's technical soundness and resilience to climate change. The criterion assesses the extent to which the intervention achievements rely on sound technology using inputs efficiently and providing productivity gains. It includes operation and maintenance (O&M) facilitation, availability of recurrent funding, spare parts.

Financial sustainability. This section assesses the extent to which funding mechanisms and modalities (tariffs, user fees, maintenance fees, budgetary allocations, other stakeholder contributions, aid flows, etc.) have been put in place to ensure the continued flow of benefits after completion. It discusses the resources

that were set aside for periodic and regular maintenance (for the main infrastructure, as well as for the socio-economic infrastructure). For non-sovereign operations, it looks at the viability of the project in the long-term.

Institutional sustainability and strengthening of capacities looks at the institutional framework that should ensure the continuation of the project benefits over time. It looks at road/port governance practices to verify if the existing skills, procedures, incentives, structures, or institutional mechanisms are in place to ensure that the projects will deliver its benefits in the long-term. In the case of road projects, it will look at the capacity of road agencies to adequately plan and deliver maintenance.

Ownership and sustainability of partnerships. Provide an assessment of whether the project has effectively involved relevant stakeholders, promoted a sense of ownership amongst the beneficiaries (both men and women) and put in place effective partnerships with relevant stakeholders (local authorities, civil society organizations, private sector, donors) as required for the continued maintenance of the project outputs. As an example, this analysis will investigate how local communities feel about the new infrastructure and to what extent they are committed to and involved in maintenance work.

Environmental and social sustainability (only apply to Environmental Category I and II projects). It looks at the sustainability of the project Environmental and Social Management Plan (ESMP), the capacity of country institutions and systems, as well as the availability of funding to ensure the environmental and social sustainability of the operation. An example is to assess how local authorities/communities will ensure the survival of newly planted trees or the maintenance of other small infrastructure/equipment (water pumps, solar panels) delivered by the project.

Box 3 Conclusions, lessons learned and rating on sustainability

- XXXXX
- XXXX

2.5 Additionality (~ 2 pages) – for non-sovereign operation only

This section specifies and explains the rationale for the Bank support and the financial and non-financial benefits of its support. It investigates whether the project could have been implemented by the market with the same quality, scope or timeframe. This assessment looks at the following main questions: What was the added value / (financial or non-financial) contribution of the AfDB’s involvement to this project? What would have changed in terms of project design, cost, and objectives pursued in absence of the Bank support?

Financial additionality includes an analysis of the country financial market to assess if the project could have been financed by the private sector (i.e. no crowding out of private sector investments). This dimension addresses the additionality brought by the Bank financing by reducing commercial operators’ exposure to credit, liquidity, or market risk, in ways that cannot be achieved using private sources and commercial players alone. Financial additionality depends on the overall reduction in commercial risk relative to the counterfactual scenario of no Bank participation. Financial additionality is associated with the following key drivers: (i) long-term financing; (ii) improved currency matching; (ii) improved maturity matching; (iii) capital mobilization including lead arranger role in syndications and catalytic effects and; (iv) provision of capital relief and enhancement.

Non-financial additionality. This category includes the improved development outcomes that could not have been achieved without the Bank support and political risk mitigation.

- **Improved development outcomes.** The bank’s intervention is expected to amplify the project development outcome. This can be achieved through the following actions: i) Environmental and social management safeguards (Bank’s participation is often associated with the development of an environmental and social management system); ii) provision of technical assistance, iii) implementation of project sponsorship in favour of specific target groups, iv) contribution to improve institutional quality, regulatory and governance frameworks, v) setting M&E systems to track the achievement of development outcomes.
- **Political risk mitigation** is defined as the reduction of risk that the project could be exposed to adverse government actions or political instability. The key drivers of political risk mitigation are: i) political risk mitigation instruments protecting against losses arising from currency inconvertibility and transfer restrictions, government’s breach or repudiation of a contract with the investor (for example, breach of a concession or a power purchase agreement), and expropriation; ii) DFIs’ sovereignty and privileged lender status which entails that the Bank takes security over the project company’s assets (i.e. direct equity or secured financing); iii) direct agreements, which are tripartite agreements explicit legally binding assurances between the government of RMCs, the sponsor and lenders, which stipulate that the government will undertake or refrain from specific actions; iv) A/B loan syndication.

Box 4 Conclusions, lessons learned and rating on additionality

- XXXXX
- XXXX

3. STAKEHOLDER PERFORMANCE ASSESSMENT (~ 2 pages)

This section assesses to what extent the performance of each project stakeholder has impacted positively or negatively on project implementation and on its capacity to generate the expected outputs and outcomes. While these aspects are mentioned in the other sections of this report as possible factors contributing to project (un)satisfactory performance, this section analyses more deeply what worked well (did not work) within the involved organisations. The assessment should be substantiated by relevant and appropriate evidence both quantitative and qualitative.

3.1 Bank performance

The assessment should elaborate on the Bank’s performance from preparation/approval to completion. The assessment should assess whether the Bank: (i) proactively identified and resolved problems at different stages of the project cycle, including modifying the project development objective and/or design as necessary to respond to changing circumstances, (ii) used lessons learned from previous operations during design and implementation, (iii) promoted stakeholder participation to strengthen ownership, (iv) enforced safeguard and fiduciary requirements; (v) ensured that the monitoring and evaluation system was well designed and implemented, (vi) undertook high quality and continuous supervision, including the adequate involvement of required expertise, and (vi) provided timely responses to requests. A recurrent issue in infrastructure projects, including transport, is the lengthy process that it takes to get the non-objection from the Bank. Procurement issues should be deeply analysed.

All issues related to the Bank’s performance should be investigated both from the Bank and the executing agency/other stakeholder perspectives. The assessment should always be validated by, ideally, three parties and at least at least two.

3.2 Borrower performance

This section assesses the executing agency performance throughout the project cycle (design, implementation, completion). Issues to focus on could include, among others: (i) Government and implementing agency performance in ensuring quality preparation and implementation, (ii) compliance with covenants, agreements and safeguards, (iii) provision of timely counterpart funding, (iv) implementation of the monitoring and evaluation system, (v) responsiveness to supervision recommendations, (vi) measures taken by the Borrower to establish the basis for project sustainability, particularly by fostering participation by the project's stakeholders and involving the appropriate staff and institutions, and (vii) timeliness of preparing requests. If and whenever relevant the assessment should extend to higher policy levels, especially when the sustainability of projects outputs/outcomes is threatened by lack of action/coordination in different ministries.

3.3 Other stakeholders' performance

This section includes the performance of other stakeholders, including, development partners, co-financiers, civil society organizations, contractors (construction company/work supervision company/manufacturers), and service providers. Issues to focus on with regards to co-financiers could include, among others, timeliness of disbursements and the functioning of collaborative arrangements, whilst for contractors and service providers, specific issues include the quality of the work and the responsiveness to the clients' demands.

4. CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS (~ 2 pages)

Building upon the key findings of the evaluation, this section summarises the conclusions (evaluator's judgement) on the project performance and draws useful lessons for the Bank. Recommendations will be linked to conclusions and identify ways to improve transport project performance.

5. ANNEXES

Annex 1- Summary of rating*

Criteria	Rating and comments
Relevance	
• Relevance of project development objective	
• Soundness of project design	
Effectiveness	
• Outputs	
• Development outcomes	
Efficiency	
• Timeliness	
• Resource use efficiency	
• Cost-benefit analysis	
• Implementation Progress	
Sustainability	
• Technical soundness	
• Financial sustainability	
• Institutional sustainability and strengthening of capacities	
• Ownership and sustainability of partnerships	
• Environmental and social sustainability	
Overall project completion rating	
Coherence	
Additionality	
Performance of stakeholders	
• Bank	
• Borrower	
• Other stakeholders	

*The project rating will be drawn from the rating grid that is provided in a separate Excel file

Annex 2-Data about the project context and technical specification (if needed) project intervention logic

Annex 3- Project's logframe (ex-ante and ex-post comparison)

Annex 4 List of people interviewed

Name	Organisation	Position	Contact details

Annex 5- List of documents and bibliographic references

12.5 Annex 4- Rating grid for the project evaluations

The proposed rating grid to assess projects' performance has been developed following the AfDB PRC guidelines and the recently approved BDEV Evaluation Manual. It has been developed in an Excel spreadsheet where scores and charts can be calculated automatically. The tables below are an extract from the Excel file.

Relevance-alignment to policies and beneficiaries' needs

EVALUATION QUESTION	JUDGMENT CRITERIA	Judgement score	Numerical score	Insert score
1. To what extent did transport project align with the Bank's strategies?	JC1.1- JC 1.3 The project objectives were and remained in line with the AfDB objectives	1 = During the implementation period, the project purpose was not aligned with two of the following: i) the Bank's TYS ii) applicable Bank sector strategies, iii) the Country Strategy Paper	1	
		2 = During the implementation period, the project purpose was not aligned with one of the following: i) the Bank's TYS ii) applicable Bank sector strategies, iii) the Country Strategy Paper	2	
		3 = During the implementation period, the project purpose was largely aligned with one of the following: i) the Bank's TYS ii) applicable Bank sector strategies, iii) the Country Strategy Paper	3	
		4 = During the implementation period, the project purpose remained fully aligned with: i) the Bank's CSP, ii) applicable Bank sector strategies, iii) the country's development strategies	4	
2. To what extent has the project been responsive to the evolving needs of RMCs, RECs and local population?	JC 2.1-2.3 The project objectives responded to country needs	1 = During the implementation period, the was not aligned with two of the following i) country's development strategies, ii) transport investmet plans/investment gaps, iii) local needs	1	
		2 = During the implementation period, the was not aligned with at least one of the following i) country's development strategies, ii) transport investmet plans/investment gaps, iii) local needs	2	
		3 = During the implementation period, the project largely aligned with i) country's development strategies, ii) transport investmet plans/investment gaps, iii) local needs	3	
		4 = During the implementation period, the project fully aligned with i) country's development strategies, ii) transport investmet plans/investment gaps, iii) local needs	4	
	JC2.4. Evidence shows that the projects was designed to integrate the needs and expectations of the local populations, including women	1= there is no evidence that local populations were consulted in project preparation	1	
		2 = Consultations were held, but not specifically with women	2	
		3 = Consultations were held, but the project does not integrate gender specific aspects in outputs/activities/monitoring	3	
		4 = i) Local populations and women were consulted in the preparatory phase, ii) the project includes gender specific outputs, iii) the project includes gender specific monitoring indicators	4	
SCORE FOR RELEVANCE 1				0

EVALUATION QUESTION	JUDGMENT CRITERIA	Judgement score	Numerical score	Insert score
3. To what extent was project design appropriate?	JC3.2. No changes in the project scope and technical specifications were needed	1 = Modifications heavily impacted on project outputs and outcomes	1	
		2 = Modifications resulted in significant changes in outputs, but not on outcomes	2	
		3 = Only minor changes occurred with no substantial impact on project outputs and outcomes	3	
		4 = The project required no change in scope and technical specifications	4	
	JC3.3- 3.5 The intervention's designs has clear objectives: (i) The extent to which the intervention's objectives are clearly stated and focused on outcomes as opposed to outputs; (ii) The realism of intended outcomes in the country's current circumstances; (iii) The quality of risk assessment (assumptions made in the logic model); (iv) The extent to which intervention design adopted the appropriate solutions to the identified problems; (v) The relevance of modifications made to intervention design; (vi) The circumstances prevailing at the time of the evaluation. The evaluator should assess to what extent potential negative impacts were identified, their likelihood of occurring and how they might be avoided.	1= The intervention design encompasses/considers just one or none of the above factors.	1	
		2= The intervention design encompasses/considers few of the above factors.	2	
		3= The intervention design encompasses/considers most of the above factors.	3	
		4= The intervention design encompasses/considers all of the above factors (i) to (vi).	4	
	J.C.3.7 The project design integrates the peculiar characteristics of fragile states (only where relevant)	1= The intervention design encompasses/considers just one or none of the above factors.	1	
		2= the project only include 2 or 1 of the following elements: i) the project was designed applying a fragility lens; ii) the project contribute to reduce fragility; iii) the project include components/activities that address fragility iv) the project has specific indicators for fragility issues	2	
		3= the project only include 3 of the following elements: i) the project was designed applying a fragility lens; ii) the project contribute to reduce fragility; iii) the project include components/activities that address fragility iv) the project has specific indicators for fragility issues	3	
		4= i) the project was designed applying a fragility lens; ii) the project contribute to reduce fragility; iii) the project include components/activities that address fragility iv) the project has specific indicators for fragility issues	4	
SCORE FOR RELEVANCE 2				0
Total score for relevance				0

Coherence

3. To what extent was project design sound and appropriate (coherence)?	J.C.3.6 The projects tried to establish synergies with other Bank's or other donors' interventions in the country/region	1= The intervention has very Poor support, synergies and interlinkages, consistency (complementarity, harmonization and coordination), with other interventions.	1	
		2 = The intervention has poor support, synergies and interlinkages, consistency (complementarity, harmonization and coordination), with other interventions.	2	
		3 = The intervention has mixed support, synergies and interlinkages, consistency (complementarity, harmonization and coordination), with other interventions.	3	
		4 = The intervention has very good support, synergies and interlinkages, consistency (complementarity, harmonization and coordination), with other interventions	4	
SCORE FOR COHERENCE				0

Effectiveness- achievement of the project outputs

EVALUATION QUESTION	JUDGMENT CRITERIA	Judgement score	Numerical score	Insert score
4. To what extent were transport projects' outputs delivered as planned?	JC4.1. Project outputs were realised as expected	1= Less than 50% of the project outputs have been delivered (or are on track to be delivered).	1	
		2= Between 50% and 75% of the project outputs were delivered (or are on track to be delivered)	2	
		3= Between 75% and 100% of the project outputs were delivered (or are on track to be delivered)	3	
		4= all projects outputs were delivered as planned	4	
SCORE FOR EFFECTIVENESS/OUTPUTS				0

Effectiveness- achievement of the project development outcomes

EVALUATION QUESTION	JUDGMENT CRITERIA	Judgement score	Numerical score	Insert score
5. To what extent did transport project contribute to improve connectivity?	JC5.1-5-3. Evidence shows that the project has increased movement of people and goods, improved multimodality and access to markets	1= there is no evidence that the project will ever achieve the intended connectivity objectives	1	
		2= weak questionable evidence on improved connectivity	2	
		3= Limited but convincing evidence that connectivity has been improved	3	
		4= the project has achieved or exceeded all targets (traffic volume, access to markets)	4	
6. To what extent did transport projects contribute to improve transport efficiency?	JC6.1. Evidence suggests that travel time and transport costs have been reduced	1 = no savings achieved	1	
		2 = savings significantly below expectations (less than 50%)	2	
		3 = savings close to expectations (75%-100%)	3	
		4 = expected savings fully achieved or beyond expectations	4	
7. To what extent did transport projects contribute to improve the living conditions of the populations living in the project area, with a specific focus on women?	JC7.1-7.2. Evidence suggests that the project has improved access to basic services (healthcare, water, education) and contributed to create job opportunities for all (including women and youth)	1= there is no evidence that the project will ever achieve the intended objectives	1	
		2= weak questionable evidence on improved living conditions of the local population	2	
		3= Limited but convincing evidence that the living conditions of the local populations has improved	3	
		4= the project has achieved or exceeded all targets	4	
8. To what extent did transport projects contribute to improve transport safety?	JC8.1. Evidence suggests that project has contributed to improve transport safety	1= traffic safety has worsened as a result of the project	1	
		2= weak questionable evidence on improved traffic safety	2	
		3= Limited but convincing evidence that road/port traffic is safer compared to the past	3	
		4= the project has achieved or exceeded all targets	4	
9. To what extent did transport projects contribute to improve the governance of the transport sector?	JC9.1. Evidence suggests that project has contributed to increase capacity to manage sustainably transport infrastructure	1= there is no evidence that the project will ever improve capacity	1	
		2= weak questionable evidence on improved capacity	2	
		3= Limited but convincing evidence that the project contributed to increase capacity	3	
		4= substantial improvements in transport sector governance and capacity	4	
10. To what extent did transport projects have unintended environmental, climate or social effects?	JC10.1. Evidence suggests that project has not generated unintended negative effects on the local populations (increased pollution, deforestation, HIV/AIDS transmission, security issues) and on climate and that when these effects occurred they were successfully mitigated	1= the project had serious consequences on the local populations and on climate which were not foreseen in the ESMP	1	
		2= the projects had some unintended effects; when these occurred the project could not address them satisfactorily	2	
		3= the projects had some minor unintended effects; when these occurred they were successfully addressed	3	
		4= the project had no unintended environmental, climate and social effects.	4	
10.bis To what extent did the project contribute to regional integration (only for MOs)?	JC10.1bis. Evidence show that the project had a positive impact on regional integration	1= the project did not bring any improvement in regional integration	1	
		2= The project only had minor impacts on regional integration	2	
		3= the project had some positive impacts on regional integration, but did not achieve the initial targets	3	
		4= the project significantly improved regional integration (trade flows)	4	
SCORE FOR EFFECTIVENESS/OUTCOMES				0

Notes:

- The overall rating on effectiveness will be attributed as follows:
 - 4 – Highly Satisfactory: Both outcomes and outputs are rated highly satisfactory and the project is very likely to achieve its development objective.
 - 3 – Satisfactory: Both outcomes and outputs are rated at least satisfactory and the project is likely to achieve its development objective.
 - 2 – Unsatisfactory: Either outcomes and outputs are rated at least unsatisfactory and the project is not likely to achieve its development objective without a change in scope.
 - 1 – Highly Unsatisfactory: Either the outcome rating or the output rating is highly unsatisfactory regardless of the rating of the other and the project is very unlikely to achieve its development objective.
- Projects are to be rated only for the development outcomes that are explicitly pursued by the project.

EVALUATION QUESTION	JUDGMENT CRITERIA	Judgement score	Numerical score	Insert score
12. To what extent are the outputs and outcomes of the project sustainable in the long-run?	JC12.1 Evidence suggests that the project is technically sound and resilient to climate change	1= there is a high likelihood that factors related to the technical design of the intervention may severely impact the achievement of the result	1	
		2= there is a substantial likelihood that factors related to the technical design of the intervention may adversely impact the achievement of the results	2	
		3= there is relatively low likelihood that factors related to the technical design may adversely impact the achievement of the results.	3	
		4 = there is a very low likelihood that the achievement of the results is adversely affected by factors related to the technical design of the intervention	4	
	JC12.2 Evidence suggests that the project is financially sustainable	1= The project has not put in place any mechanisms for financial sustainability, and the flow of benefits associated with the project are not expected to continue after completion.	1	
		2 = the project has put in place some mechanisms for financial sustainability, but they are not expected to be sufficient to ensure the continued flow of benefits associated with the project after completion.	2	
		3= The project has put in place mechanisms for financial sustainability that are deemed sufficient to ensure the continued flow of benefits associated with the project after completion	3	
		4= The project has put in place robust mechanisms for financial sustainability that are very likely to ensure the continued flow of benefits associated with the project after completion (e.g. commitment of funds for maintenance)	4	
	JC12.3. Evidence suggests that the project has sustainably increased capacity in relevant institutions	1= The project did not contribute in building or strengthening institutional capacities in road/port/cross border management. Country systems and capacities remains very weak and insufficient to ensure the continued flow of benefits associated with the project after completion	1	
		2= The project marginally contributed in building or strengthening institutional capacities in road/port/cross border management. Country systems and capacities remains weak to ensure the continued flow of benefits associated with the project after completion	2	
		3= The project significantly contributed in building or strengthening institutional capacities in road/port/cross border management. Country systems and capacities are good and sufficient to ensure the continued flow of benefits associated with the project after completion	3	
		4= The project was critical in building or strengthening institutional capacities in road/port/cross border management. Country systems and capacities are excellent and sufficient to ensure the continued flow of benefits associated with the project after completion	4	
	JC12.4. Evidence suggests that the project has forged sustainable partnership and ownership of project results with beneficiaries	The project has not been effective at involving the relevant stakeholders and there is no sense of ownership amongst the beneficiaries. No partnerships with relevant stakeholders have been established to ensure the continued maintenance and management of project outputs.	1	
		2 = The project has involved only a small number of stakeholders and there is limited ownership amongst the beneficiaries. No or marginally effective partnerships with relevant stakeholders have been put in place and are not considered sufficient to ensure the continued maintenance and management of project outputs	2	
		3= The project has been effective at involving most stakeholders and promoting a sense of ownership amongst the beneficiaries. Partnerships with relevant stakeholders have been put in place and are deemed sufficient to ensure the continued maintenance and management of project outputs.	3	
		4 = The project has been very effective at involving all the relevant stakeholders and there is a strong sense of ownership amongst the beneficiaries. Effective partnerships with relevant stakeholders (eg. local authorities, civil society organizations, private sector) have been put in place to ensure the continued maintenance and management of project outputs.	4	
	JC12.5 Evidence shows that the project results are environmentally and socially sustainable (only apply to Environmental Category I and II projects)	The ESMP has not been implemented; institutional capacity and funding are not available to ensure the environmental and social sustainability of the operation	1	
		2= The ESMP has been implemented with major delays or in an unsatisfactory manner; institutional capacity and funding are deemed insufficient to ensure the environmental and social sustainability of the operation.	2	
		3= The ESMP has largely been implemented in a timely and satisfactory manner; institutional capacity and funding are deemed sufficient to ensure the environmental and social sustainability of the operation.	3	
		4= The ESMP has been implemented in a timely and satisfactory manner; institutional capacity is strong and there is sufficient funding to ensure the environmental and social sustainability of the operation.	4	
Sustainability score				

Efficiency

EVALUATION QUESTION	JUDGMENT CRITERIA	Judgement score	Numerical score	Insert score
13. To what extent were the project delivered on time and within budget?	JC13.1. Evidence proves that projects did not suffer delays in the implementation	1= The ratio of planned implementation time (as per PAR) and actual project implementation time is expected to be <0.50.	1	
		The ratio of planned implementation time (as per PAR) and actual implementation time is expected to be <0.75 and ≥0.50.	2	
		3= The ratio of planned implementation time (as per PAR) and actual implementation time is expected to be <1 and ≥0.75.	3	
		4= The ratio of planned implementation time (as per PAR) and actual implementation time is expected to be ≥1.	4	
	JC13.2. Evidence proves that there were no cost overruns and that resources were used efficiently	1= The ratio of the median percentage physical implementation of the project outputs and commitment rate is <0.50. The project delivered significantly less outputs within the available budget.	1	
		2= The ratio of the median percentage physical implementation of the project outputs and commitment rate is <0.75 and ≥0.50. The project delivered less outputs within the available budget.	2	
		3= The ratio of the median percentage physical implementation of the project outputs and commitment rate is <1 and ≥0.75. The project largely delivered the outputs expected within the available budget.	3	
		4= The ratio of the median percentage physical implementation of the project outputs and commitment rate is ≥1. The project delivered all or more outputs than expected within the available budget.	4	
	JC13.3. Evidence shows that the project was implemented as planned	1= The average rating of applicable IP criteria ratings is comprised between 1.0 and 1.49. Most dimensions of implementation processes have not been satisfactory which has jeopardized the achievement of project results.	1	
		2= The average rating of applicable IP criteria ratings is comprised between 1.5 and 2.49. Several dimensions of implementation processes have not been satisfactory which has jeopardized the achievement of some project results.	2	
		3= The average rating of applicable IP criteria ratings is comprised between 2.5 and 3.49. The implementation processes has for the most part been satisfactory and has for the most part lead to the anticipated results.	3	
		4= The average rating of applicable IP criteria ratings is comprised between 3.5 and 4. The implementation processes have for the most part been highly satisfactory and has to lead to the anticipated results.	4	
14. To what extent were project costs commensurate to their benefits?	JC13.4. Evidence proves that project costs were commensurate to benefits	1= The ratio of the ERR at completion and the anticipated ERR at appraisal is <0.50	1	
		2= The ratio of the ERR at completion and the anticipated ERR at appraisal is <0.75 and ≥0.50	2	
		3= The ratio of the ERR at completion and the anticipated ERR at appraisal is <1 and ≥0.75.	3	
		4= The ratio of the ERR at completion and the anticipated ERR at appraisal is ≥1.	4	
SCORE FOR EFFICIENCY				0

EVALUATION QUESTION	JUDGMENT CRITERIA	Judgement score	Numerical score	Insert score
15. To what extent stakeholder performance ensured project success?	JC15.1. There is evidence that the Bank processes and procedures were adequate to support project implementation and the materialisation of the project outputs and outcomes	1= serious issues and negligence in Bank's behaviour	1	
		2= less than three of the following conditions fulfilled: the bank (i) proactively identified and resolved problems at different stages of the project cycle, (ii) used lessons learned from previous operations, (iii) promoted stakeholder participation to strengthen ownership, (iv) enforced safeguard and fiduciary requirements; (v) ensured that the monitoring and evaluation system was well designed and implemented, (vi) undertook high quality and continuous supervision, and (vi) provided timely responses to requests	2	
		3= at least four of the following conditions were fulfilled the bank (i) proactively identified and resolved problems at different stages of the project cycle, (ii) used lessons learned from previous operations, (iii) promoted stakeholder participation to strengthen ownership, (iv) enforced safeguard and fiduciary requirements; (v) ensured that the monitoring and evaluation system was well designed and implemented, (vi) undertook high quality and continuous supervision, and (vi) provided timely responses to requests	3	
		4= all the following conditions were fulfilled the bank (i) proactively identified and resolved problems at different stages of the project cycle, (ii) used lessons learned from previous operations, (iii) promoted stakeholder participation to strengthen ownership, (iv) enforced safeguard and fiduciary requirements; (v) ensured that the monitoring and evaluation system was well designed and implemented, (vi) undertook high quality and continuous supervision, and (vi) provided timely responses to requests	4	
	JC15.2. There is evidence that the borrowers actions and procedures were adequate to support project implementation and the materialisation of the project outputs and outcomes	1= serious issues and negligence in borrower's behaviour	1	
		2= less than half of the following conditions were fulfilled by the borrowers: (i) ensured quality preparation and implementation, (ii) complied with covenants, agreements and safeguards, (iii) timely provided counterpart funding, (iv) implemented a monitoring and evaluation system, (v) responded to recommendations, (vi) put in place adequate measures to ensure project sustainability	2	
		3= at least four of the following conditions were fulfilled the borrowers: (i) ensured quality preparation and implementation, (ii) complied with covenants, agreements and safeguards, (iii) timely provided counterpart funding, (iv) implemented a monitoring and evaluation system, (v) responded to recommendations, (vi) put in place adequate measures to ensure project sustainability	3	
		4= the borrowers fulfilled the following conditions : (i) ensured quality preparation and implementation, (ii) complied with covenants, agreements and safeguards, (iii) timely provided counterpart funding, (iv) implemented a monitoring and evaluation system, (v) responded to recommendations, (vi) put in place adequate measures to ensure project sustainability	4	
	JC15.3. There is evidence that other stakeholders actions were adequate to support project implementation and the materialisation of the project outputs and outcomes	1= serious issues and negligence in other stakeholders' behaviour	1	
		2= some problems encountered with negative effects on the project performance	2	
		3= minor issues in partners' performance that did not impact negatively on project performance	3	
		4= counterparts successfully fulfilled their roles (timely disbursement of funds, timely start of works, timely response to Bank's request)	4	
SCORE FOR STAKEHOLDER PERFORMANCE				0

EVALUATION QUESTION	JUDGMENT CRITERIA	Judgement score	Numerical score	Insert score
16. To what extent could the project have been implemented without the AfDB input (financial and non-financial) with the same scope, quality and/or timeframe?	JC16.1. There is evidence that the AfDB financing brought in financial benefits	1 = The borrower could have financed the project at the same conditions from other private or public sources	1	
		2 = The borrower could have financed the project, but at higher costs	2	
		3 = The borrower could have financed the project, but at a higher costs and at less favourable terms (e.g. shorter maturity, less flexibility, shorter grace period)	3	
		4 = The borrower could not have financed the project without AfDB support	4	
	JC16.2. There is evidence that the AfDB financing brings in substantial non-financial benefits (political risk mitigation & development outcomes)	1= there is no evidence that the AfDB was able to mitigate political risks or ensure that the project deliver development outcomes	1	
		2= the AfDB financing ensured a mild mitigation of political risks or the inclusion of some limited project development outcomes	2	
		3= the AfDB was able to either mitigate political risks or increase the project development outcomes	3	
		4= the AfDB was able to either substantially mitigate political risks or increase substantially the project development outcomes	4	
SCORE FOR ADDITIONALITY				0

12.6 Annex 5- PAR assessment grid and rating³

Evaluation criterion	Link with evaluation question as per the evaluation matrix	Specific research questions for PAR assessment	Provisional Judgment criteria	Critical aspect according to lessons learned from PCR	Critical aspects according to the past transport sector evaluation	Critical aspects with respect to the most recent policy developments	Link with AfdB QaE criteria	Indicator
Relevance & Coherence	N.1	1. To what extent is the project been aligned with the Bank's strategies?	JC1.1. The project contributes to the achievements of the Bank's TYS				Criterion 1.2: Alignment to Bank priorities as enshrined in the Ten Year Strategy, including evidence of contribution to inclusive and green growth pathways, and to other relevant Bank strategy documents.	Alignment between project objectives and the Bank's TYS (check if the project has the aim to reduce the infrastructure gap in the country/promote the development of the private sector/foster regional integration/develop new skills and foster the use of new technologies/improve governance and accountability in the transport sector/contribute to the Bank's three special areas of emphasis: gender, fragile state and agriculture and food)
			JC1.2. The project contributes to the achievements of the Bank's sector strategies				Criterion 1.2: Alignment to Bank priorities as enshrined in the Ten Year Strategy, including evidence of contribution to inclusive and green growth pathways, and to other relevant Bank strategy documents.	Alignment between project objectives and the Bank's sector strategies
			JC1.3 The projects objectives are aligned with the Country Strategy Paper and/or the Regional Integration Strategy Paper				Criterion 1.3: Inclusion in the Country or Regional Integration Strategy Paper.	Alignment between project objectives and the Bank's country and regional strategies
	N2	2. To what extent is the project been responsive to the evolving needs of RMCs, RECs and local populations?	JC2.1. The projects are included in country/regional strategies				Criterion 1.1: Alignment to the national development strategy/plan and to other relevant national sector and thematic strategies.	Alignment between project objectives and the country relevant strategies, transport investment plans
			JC2.2. Evidence suggests that there was a need for the project				Criterion 2.1: Analysis of development problems in the concerned sector / thematic area and demonstration of the intervention logics.	Data on infrastructure gaps Data on current traffic (passengers and goods) Data on road/port conditions Data on trade potential Data on socio-economic conditions in the area affected by the project

³ The tables displayed in this annex are an extract of the complete PAR assessment grid

Evaluation criterion	Link with evaluation question as per the evaluation matrix	Specific research questions for PAR assessment	Provisional Judgment criteria	Critical aspect according to lessons learned from PCR	Critical aspects according to the past transport sector evaluation	Critical aspects with respect to the most recent policy developments	Link with AfdB QaE criteria	Indicator	
Relevance & Coherence	N3	3. To what extent is project design appropriate?	JC3.1. Evidence shows that the projects is designed to integrate the needs and expectations expressed by the local populations, including women				Criterion 4.1: Demonstration of ownership by national stakeholders and beneficiary groups at the design stage.	Number of consultations held during the project design phase Number of partnership established with local associations and NGOs 'Consultations with women associations	
			JC3.2. Evidence shows that the projects is designed to address identified gender gaps/ implement specific gender activities			x	Criterion 8.1: Quality of the gender analysis and inclusion of relevant gender gaps. Criterion 8.2: Inclusion of sex-disaggregated results indicators. Criterion 8.3: Identification of specific activities/measures to address identified gender gaps, inequalities or discriminatory practices. Criterion 8.4: Allocation of adequate budgets and resources to implement specific gender activities (for projects only).	Number of women specific activities/ outputs/outcomes Number of sex-disaggregated results indicators	
			JC3.3. Evidence shows that the projects is designed to include non-lending activities to increase capacity to manage sustainably transport infrastructure	x	x			Non-lending activities such as policy dialogue, institutional restructuring, and capacity development	
			JC3.4. Evidence shows that the technical solution retained conforms to international practice and is the best one compared to alternative design options that have been considered	x			Criteria 2.4: Discussion of the merits of the technical solution retained (IPs)	Alternative design options	
			JC3.5 Project design is underpinned by a realistic and consistent theory of change and result matrix		x		Criterion 5.1: Demonstration of the chain of causality linking key activities, outputs, outcomes and impacts. 'Criterion 5.2: Quality of monitoring indicators for outcomes and outputs, including specification of baselines, targets and means of verification.	Availability of a complete Results-Based Logical Framework Availability of baseline and target indicators	
			JC3.6. The projects made adequate provision for monitoring and evaluation		x		Criterion 6.3: Presentation of the monitoring and evaluation framework	Resources dedicated to M&E Existence of M&E periodic reports monitoring is incorporated into RMCs' monitoring system	Long-term
			J.C.3.7 Project risks were identified and the proposed mitigation measures were appropriate and effective	x			Criterion 5.3: Identification of critical risks together with mitigation measures.	Number of the of mitigation actions forsee by the project executing agency	
	N.3 (JC3.6)	4. To what extent is the project coherent with other Bank's or other donors' interventions?	JC4.1 The project includes synergies with other Bank's or other donors' interventions in the country/region				Criterion 1.4: Harmonization with other development partners.	Number of projects that complement the transport infrastructure	
	NA	5. Does the PAR describes the lessons learned from past experience in the country/sector? How these have influenced the project design?	J.C.5.1 Project design reflects the lessons learned from past experience	x			Criterion 3.2: Identification of lessons learnt and good practices in the concerned country / sector / thematic area and modalities for integrating them into the design	Number of lessons mentioned	

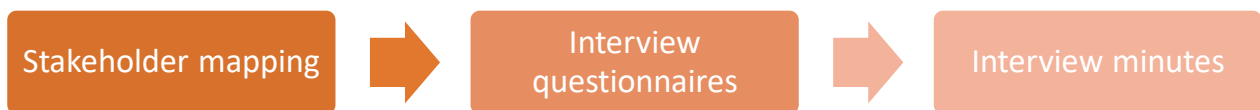
Evaluation criterion	Link with evaluation question as per the evaluation matrix	Specific research questions for PAR assessment	Provisional Judgment criteria	Critical aspect according to lessons learned from PCR	Critical aspects according to the past transport sector evaluation	Critical aspects with respect to the most recent policy developments	Link with AfdB QaE criteria	Indicator
Effectiveness - Outputs and development outcomes (to what extent the project addresses the objectives of the generalised transport sector ToC)	From N.5 to N.9	6. To what extent will the project contribute to objectives of the generalised transport sector ToC?	JC6.2. The project outcomes demonstrate the project pursue the objectives of the generalised transport sector ToC following as much as possible the transport integrated logic of the Bank		X		NA	Average daily traffic (people/goods) before and after the project Movement of vessels, people, cargo Vehicles before and after the projects Volume of goods traded along the road/port before and after the project Annual cargo and container volume Average travel time to markets Speed of evacuation of agricultural produce to nearest major market Volume of exports/imports Change in the modal share
	N.10	7. Were the project's unintended environmental taken into account?	JC7.1. The PAR demonstrates that project will not generate unintended environmental /climate effects			X	Criterion 9.1: Justification of the environmental and social categorization.	Changes in pollution index (water, soil and air) Increased deforestation Increase in GHG emissions
	N.10	8. Were the project's unintended social effects taken into account?	JC8.1. The PAR demonstrates that project will not generate unintended social effects				Criterion 9.1: Justification of the environmental and social categorization.	Resettlements Increase in HIV/AIDS and other sexually transmitted diseases Issues of road safety
Effectiveness - Impacts (to what extent the project addresses the Bank's strategic objectives)	N.11	9. To what extent will the project contribute to the achievements of the Bank's strategic objectives?	JC9.1. The project impacts contribute to the achievements of the Bank's strategic objectives				NA	Infrastructure gap in the country/promote the development of the private sector/foster regional integration/develop new skills and foster the use of new technologies/improve governance and accountability in the transport sector/contribute to the Bank's three special areas of emphasis: gender, fragile state and agriculture and food security/promote inclusive and green growth

Evaluation criterion	Link with evaluation question as per the evaluation matrix	Specific research questions for PAR assessment	Provisional Judgment criteria	Critical aspect according to lessons learned from PCR	Critical aspects according to the past transport sector evaluation	Critical aspects with respect to the most recent policy developments	Link with AfdB QaE criteria	Indicator
Sustainability (to what extent the elements leading to sustainability were integrated in project design)	N.12	10. To what extent are the outputs and outcomes of the project sustainable in the long-run?	JC10.1 The PAR provides evidence that the transport infrastructure is resilient to climate change			X	NA	Distructive climate events
			JC10.2 The PAR provides evidence that the project is financially sustainable	X	X		Criterion 6.4: Assessment of the institutional and financial sustainability.	Amount of road funds against maintenance cost needs Budgetary allocations against projected costs Amount of revenues against projected costs Cost recovery ratio (user fees)
			JC10.3. The PAR provides evidence of the capacity of the implementing agency and the different role, responsibilities and contractual arrangements of the different implementing players are well identified and described	X			'Criterion 6.2: Presentation of the management structure and assessment of implementation arrangements and capacities.	Number of permanent staff employed to operate the infrastructure Number of qualified staff employed to operate the infrastructure Mitigation measures in case of low capacity
			JC10.4 Evidence shows that the project results are environmentally and socially sustainable			X	Criterion 9.3: Assessment of capacity to implement the environmental and social management plan (ESMP) and the resettlement action plan (RAP) where applicable.	Country's institutional, technical and financial capacity for complying with and monitoring environmental, occupational health/safety and social impacts (including implementing compensation/resettlement arrangements and responding to grievances)
			JC10.5. The PAR provides evidence that the project is expected to forge sustainable partnership and ownership of project results with beneficiaries				Criterion 4.2: Presentation of modalities for the participation of national stakeholders and beneficiary groups during implementation.	Number of initiatives organised locally to keep the infrastructure in good conditions Number of local committees and/or partnerships related to the new infrastructure
Efficiency (to what extent the elements of an efficient project implementation were integrated in project design)	N.A	11. Are the fiduciary aspects thoroughly documented?	JC11.1 The PAR contains and assessment of the FM system of the implementing entity	X	X		Criterion 7.1: Financial Management Assessment Criterion 7.2: Financial Management Arrangements	(i) budgeting; (ii) accounting; (iii) internal control; (iv) funds flow and disbursement including treasury management; (v) financial reporting; and (vi) external audit.
			JC11.2 The PAR provides evidence of a sound procurement plan	X	X		Criterion 7.3: Assessment of Country Procurement Systems and Executing Agency Capacity. 'Criterion 7.4: Procurement modalities and procurement planning.	The Bank's standard procurement plan sets forth the following elements: (i) a brief description of the goods, works, and consulting and non-consulting services required for the project for which invitations for bids and proposals will be issued during the period in question; (ii) discussion of the methods of procurement and selection permitted under the financing agreement; (iii) the Bank's prior review requirements for contracts and thresholds for prior reviews; and (iv) the schedule for key procurement activities (bid opening, contract signature, etc.) during implementation.
	N.13	12. Are the implementation plan and the readiness mechanisms convincing?	JC12.1. The PAR provides a complete Project Implementation Plan (including a time plan, the identification of milestones, key physical delivery, etc.)				Criterion 6.1: Provision of the implementation plan with clear timeframes	Time plan Time to project start
			JC12.2.The PAR provides evidence of mechanisms set up to facilitate the timely start-up of the operation , institutionally, financially and environmentally	X			'Criterion 6.5: Identification of readiness mechanisms for timely start-up.	Timely fulfilment of contract covenants Disbursement rate Timely availability of the local counterpart funds Timely compensation and resettlements Monitoring system
N.14	13. To what extent are project costs commensurate to its benefits?	JC13.1. The PAR provides evidence that project's benefits exceed costs				Criterion 2.2: Presentation of the economic and social justification, including rates of return analysis.	ERR, NPV	

12.7 Annex 6- Interview checklist for the local consultants

The project evaluations will collect relevant information and data through semi-structured interviews. This interview guidance has been prepared to support local consultants in preparing their interview questionnaire. A large variety of stakeholders will have to be consulted to gather different perspectives on the project performance. The list of questions included in this document is generic and will have to be tailored to the specific project circumstances. After having read the relevant project documents, the local consultant will share with the BDEV task manager and the international consultant the final list of questions. Interview minutes will have to be kept in writing as these are an important evidence base for the evaluation.

There are three key steps in delivering interviews for an evaluation.



1. Stakeholder mapping

The AfDB transport project is based on multiple components (integrated project), which makes the identification of the project stakeholder more challenging since it can cut across different sectors (ministries and governmental agencies). The above list is non-exhaustive, but it is a good illustration of the complexity



2. Interview questionnaires

This section develops a few guiding questions by categories of stakeholders. To facilitate the horizontal analysis and consolidation of the interview findings it is important that the interview is structured along the evaluation matrix. There are two possible ways to structure the questionnaire: by evaluation criteria or by project phase (design/implementation/follow up). In these guidelines they are organised by evaluation criteria, but they can be rearranged.

There are no golden rules for managing an interview for an evaluation, as the interview outcomes very much depend on the availability of the respondents and on the project context. Some tips are provided in the list below.

- All interviews will start with an introduction. Introduce yourself and the purpose of the interview. Ask the respondent to talk about its role and position and its knowledge of the project, this will help you understand which questions s/he will be able to answer.
- Always ask for reports/studies that might support the evaluation
- Double-check quantitative information provided during interviews (through asking for a validation of the minutes to the interviewees or through other sources)
- Do not follow the questionnaire rigidly but try to capture the interviewee's knowledge as much as possible. In some cases, the response to some questions can be found in reports and some responses might connect you to other relevant questions or to important aspects you have not thought about before. Nevertheless, mark what are your key questions and make sure that you ask them.
- Do not anticipate the answers but rather use examples to help the interviewee to respond to a question that s/he has not well understood.
- Use focus groups to discuss the projects with local populations. While the head of the villages or more formal local authorities have to be informed and included, the interview process should extend to different groups of the local society. In some contexts, it is better to interview women separately, Such interviews should be arranged ahead of time.
- Some respondents might be reluctant to answer to a question that is too direct/explicit, you need to find an alternative strategy and reformulate the question in a way that make the respondent more comfortable in addressing it.
- Inform the respondents that their opinions will not be traced down to individuals.
- Always add interview wrap up with conclusive questions, such as:
 - From your point of view, which are the main lessons learnt from the project?
 - Can you identify the main success and failure factors in project implementation?
 - What can you identify as a good practice and key challenge arising from the implementation of the project?

2.1.1 Interview with the Bank staff

Relevance & coherence

- To what extent this project (in all its components) addressed existing needs?
- Could there have been a different alternative? Why was this project configuration selected?
- Was there any opposition to the project?
- Which systems have you put in place to monitor the project output and development outcomes? Has it worked well? What indicators were you able (not able) to collect? Why?
- To what extent this project complements other on-going or planned initiatives? Do you think that the project, or some of its components, duplicate existing efforts?

Effectiveness & impacts

- Has the project delivered all the expected outputs?
- (if relevant) What justified changes in the project scope?
- Is the project on track for delivering the expected development outcomes? Can you elaborate on that and provide examples?
- What factors could hamper/reinforce the materialisation of the expected project outcomes (all of them)?
- To what extent do you think that the project has improved the living conditions of the local population? Can you provide examples?
- To what extent has the project contributed to the Bank's High 5s? Can you provide concrete examples?
- Do you think that the project has increased capacity in the concerned organisations (e.g. PIU, road or port agency, customs)?
- What actions were taken to mitigate the environmental and social effects of the construction works on the local environment and population? Were these effective?

Efficiency

- Was the project completed on time? (if delayed) What were the main reasons for delays?
- Where there any unexpected problems during construction works?
- Has there been any change in the project costs? Were initial budget estimates appropriate?
- Has the project initial economic rate of return changed? Why?
- Could some risks have been better anticipated and mitigated?

Sustainability

- Do you think that there are sufficient measures in place to ensure the physical sustainability of the infrastructure?
- What is your assessment of the asset life considering current usage levels?
- In this country, which factors undermine the sustainability of the projects (of all of its components)?
- What can the Bank do to reinforce sustainability?
- Do you think that the project was able to increase capacity sustainably? How? Which were the targeted stakeholders?

Stakeholder performance

- How would you self-assess the performance of the Bank? What worked well and what did not work? What were the consequences on the project?
- How would you rate the performance of the borrower and of the PIU?
- Was the PIU proactive in addressing problems? Was capacity properly assessed at project appraisal?
- To what extent were conditionalities timely fulfilled?
- How would you rate your relationship with the other financiers? What facilitated/hampered coordination?

Additionality (for non-sovereign operation only)

- Why was the project not financed through other private or public funds? What could have been the alternative?
- To what extent has the AfDB involvement improved the project design and implementation (better technology choices, revised workplan and cost estimates, better financing architecture improved socio-economic and environmental objectives)?

- To what extent has the AfDB involvement reduced the project political and financial risks? Can you provide examples?
- What development outcomes were achieved by the project that would not have been achieved without the AfDB participation in the project?

2.1.2 Interview with the executing agency, borrower and or sponsor (only for relevance, sustainability and additionality)

Relevance & coherence

- To what extent this project (in all its components) addressed existing needs?
- Could there have been a different alternative? Why was this project configuration selected?
- How would you rate the quality of the feasibility and detailed design? And of the health and safety standards?
- What have you done to engage with the local populations?
- Was there any opposition to the project?
- Which systems have you put in place to monitor the project output and development outcomes? Has it worked well? What indicators were you able (not able) to collect? Why?
- To what extent this project complements other on-going or planned initiatives? Do you think that the project, or some of its components, duplicate existing efforts?

Effectiveness & impacts

- Has the project delivered all the expected outputs?
- (if relevant) What justified changes in the project scope?
- Is the project on track for delivering the expected development outcomes? Can you elaborate on that and provide examples?
- What factors could hamper/reinforce the materialisation of the expected project outcomes (all of them)?
- To what extent do you think that the project has improved the living conditions of the local population? Can you provide examples of how it was before and after the project?
- To what extent do you think that the project has benefited the private sector and the agriculture sector? Can you provide examples of how it was before and after the project?
- (if relevant) To what extent do you think that the project has contributed to regional integration? Can you provide examples of how it was before and after the project?
- What actions were taken to mitigate the environmental and social effects of the construction works on the local environment and population?
- Has the project increased capacity in your organisation or in other stakeholders? How?

Efficiency

- Was the project completed on time? (if delayed) What were the main reasons for delays?
- Where there any unexpected problems during construction works? How have you addressed them? Have you been supported by the AfDB? How?
- Has there been any change in the project costs? Were initial budget estimates appropriate?
- Could some risks have been better anticipated and mitigated?

Sustainability

- Do you think that there are sufficient measures in place to ensure the physical sustainability of the infrastructure?
- What is your assessment of the asset life considering current usage levels?
- According to your judgment, which factors undermine the sustainability of the project (of all of its components)?
- Do you think that the project has increased capacity in the long term in your organisation or in the organisations that will be responsible for the project maintenance?
- Do you think that the local populations are supporting the project?

Stakeholder performance

- How would you rate your relationship with the AfDB compared to the other project financiers?
- What is your judgment about how the AfDB prepared for the project and supervise it? Was the AfDB proactive in addressing problems?
- Was it difficult and cumbersome to deal with AfDB procedures? Were you receiving sufficient support or guidance?
- To what extent were conditionalities difficult to fulfil?

Additionality (for non-sovereign operation only)

- Why was the project not financed through other private or public funds? What could have been the alternative?
- To what extent has the AfDB financing improved the project design and implementation (better technology choices, revised workplan and cost estimates, better financing architecture improved socio-economic and environmental objectives)?
- To what extent has the AfDB involvement reduced the project risks? Can you provide examples?
- What development outcomes could have been achieved by the project that would not have been achieved without the AfDB participation in the project?

2.1.3 Interview with construction/service company

Relevance

- How would you rate the quality of the feasibility and detailed design? And of the health and safety standards?

Effectiveness

- Have you delivered all the expected outputs?
- Were there any changes in the project scope? Why?
- What actions were taken to mitigate the environmental and social effects of the construction works on the local environment and population? Who was controlling on that?

Efficiency

- Was the project completed on time? (if delayed) What were the main reason for delays?
- Were there any unexpected problems during construction works? How have you addressed them?
- Were there any major accidents during construction? Could these have been anticipated?
- Has there been any change in the project costs? Were initial budget estimates appropriate?

Sustainability (if in a position to answer)

- Do you think that there are sufficient measures in place to ensure the physical sustainability of the infrastructure?
- What is your assessment of the asset life considering current usage levels?

Stakeholder performance

- How would you rate your relationship with the PIU? Were payments processed timely? How was supervision performed, including of the environmental and social management plan?
- How would you rate your relationship with the PIU? And with the Bank compared to other project financiers?

2.1.4 Interview with local populations⁴ (can be adapted for interviews with NGOs)

Relevance

- Were you informed and consulted about the project? How?
- Was there any opposition to the project in your community? Why? How has this been addressed?

Effectiveness & impacts

- How has this project improved the quality of your life? Can you provide concrete examples on how it was before and after the project? (discuss all projects components infrastructure and socio-economic components)
- Has the project created new job/business opportunities (formal or informal) in your community? Were these temporarily (during construction works only) or permanent?
- How has the project increased access to markets and basic services (education, healthcare, water)?
- Have construction works created problems in your community? How were these issues addressed?
- Do you have any concern about this project?
- Do you think that the project has damaged the environment where you live?
- Do you think that the project has improved or worsened road safety?
- Are you satisfied with the way resettlement and compensation was managed?
- What could have been done differently or in a better way to maximise the benefits for your community?

Sustainability

- Do you think that the road is well kept?
- What is your role in ensuring that the road is used safely, and it is well maintained?

2.1.5 Interview with representatives of the private sector (transport associations; exporters, industry)

Relevance

- To what extent was this project important for your organisation?
- What needs has the project successfully addressed? Can you make an example?
- Were you informed and consulted about the project? How? Were you in favour or against it? Could there have been a better alternative (e.g. a different layout of the infrastructure or of the ancillary components)?

⁴ For local populations it is suggested to organise focus groups rather than individual interviews. Depending on the project circumstances, individual interviews will be used to discuss the projects with local authorities (formal and informal).

- To what extent this project complements other on-going or planned initiatives? Do you think that the project, or some of its components, duplicate existing efforts?

Effectiveness

- Which benefits have you had from the project? Can you provide concrete examples on how it was before and after the project?
- To what extent has the project reduced the cost of doing business and opened new markets?
- What could have been done differently or in a better way to bring more benefits for your organisation?

Sustainability

- Are you concerned about the physical sustainability of this project?
- Do you think that an improper use of the infrastructure might reduce the asset life?
- What should be the role of the authorities in your countries to ensure that transport projects deliver its benefits in the long period? What donor could do?

2.1.6 Interview with other donors/financers

Relevance & coherence

- Why was your organisation involved in this project?
- What is your judgment about the usefulness of this project? Were there other alternatives?
- To what extent this project complements other on-going or planned initiatives? Do you think that the project, or some of its components, duplicate existing efforts?

Effectiveness (with reference to the components financed)

- Has the project delivered all the expected outputs and outcomes?
- What justified deviations from the initial estimates (if relevant)
- What factors could hamper/reinforce the materialisation of the expected project outcomes?
- To what extent do you think that the project has improved the living conditions of the local population? Can you provide examples?
- Do you think that the project has increased capacity in the concerned organisations (e.g. PIU, road or port agency, customs)?
- What actions were taken to mitigate the environmental and social effects of the construction works on the local environment and population? Were these effective?

Efficiency

- How would you rate project implementation?
- Were there any issues? What have been the consequences on the project? What have been the main reasons of project implementation issues?
- What has worked well?

Sustainability

- Are you concerned about the project sustainability?
- What measures have been taken to ensure the physical sustainability of the project? Do you think that this is sufficient?
- According to your judgment, which factors undermine the sustainability of the projects (of all of its components)?

- Do you think that the project has contributed to increasing capacity in the long term?
- (if relevant) What could have financiers done better?

Stakeholder performance

- How would you rate your relationship with the AfDB? Was the AfDB proactive in addressing problems?
- How would you rate the performance of the borrower and of the PIU? Was the PIU proactive in addressing problems?

3. Interview minutes

The quantitative and qualitative information collected through the interview process will be used to validate the information included in the PCR and will complement other sources to form the basis for the evaluator's judgment.

All interviews must be recorded in writing, since they constitute an important line of evidence. The interview transcripts should be rearranged to link the minutes to the evaluation criteria and judgments and to facilitate triangulation of different opinions. The opinions of the interviewees should be reported as they are without the evaluator's judgment. For very controversial points, further validation might be needed.

Annex 7- List of documents and bibliographic references

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- AfDB (2012). Staff guidance on project completion reporting and rating
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