



# Evaluation of Partnerships at the African Development Bank Group

\*\*\*\*\*

## Approach Paper

**MAY 24, 2019**



## Table of Content

List of Tables and Figures.....	3
1. Introduction .....	5
2. Defining partnerships and related concepts.....	5
3. Partnerships at the African Development Bank .....	6
3.1.Strategic framework .....	6
3.2.The Bank’s partnerships .....	8
3.3.Institutional responsibilities.....	11
3.4.Issues related to partnerships in the Bank .....	12
4. The evaluation framework.....	13
4.1.Purpose .....	13
4.2.Objectives.....	13
4.3.Scope .....	14
4.4.Audience and primary users of the evaluation .....	14
5. Approach and Methodology .....	14
5.1.Approach .....	14
5.2.Evaluation Questions.....	15
5.3.Methods of Data Collection and Analysis.....	17
6. Evaluation plan.....	20
6.1.Evaluation phases .....	20
6.2.Quality assurance.....	21
6.3.Deliverables.....	21
6.4.Expertise required.....	21
6.5.Management .....	22
6.6.Communication and dissemination .....	23
7. Annexes .....	24
7.1.Indicative timeline.....	24
7.2.Terms of Reference (ToR) for Team Leader.....	25
7.3.Terms of Reference (ToR) for expert in charge of evaluating financing partnerships.....	30
7.4.Terms of Reference (ToR) for expert in charge of evaluating non-financing partnerships.....	35
7.5.Terms of Reference (ToR) for expert in charge of evaluating loan syndications.....	39

## List of Tables

Table 1: Indicative definition of rating criteria.....	19
Table 2: Final rating assessment.....	20
Table 3: Expected deliverables.....	21
Table 4: Estimated workload of consultants.....	22
Table 5: Division of tasks.....	23

## List of Figures

Figure 1: Distribution by types of partnerships in AfDB .....	9
Figure 2: Evaluation framework.....	19

## Acronyms

Accelerated Co-financing Facility for Africa	ACFA
Adaption Benefit Mechanism	ABM
Africa Growing Together Fund	AGTF
Africa Peer Review	APR
Africa Peer Review Mechanism	APR
African Carbon Support Program	ACSP
African Carbon Support Program	ACSP
African Development Bank Group	AfDB
African Investment Facility	AFIF
African Union	AU
Agence Française de Développement	AFD
Bilateral Trust Funds	BTF
Climate Investment Fund	CIF
Co-financing	CFs
Co-financing	CF
Coordination and Cooperation	C&C
Coordination of Regional Integration	RDRI
Coordination& Cooperation	C&C
Delivery and Business Development Model	DBDM
Delivery, Performance Management and Results Department	SNDR
Development Finance Institutions	DFIs
Directorate for Energy Partnerships	PENP
Directorate for Operationalization, Performance Management and Results	SNDR
Directorate for Strategy and Operational Policies	SNSP
Directorate for Water and Sanitation	AHWS
Energy Partnerships Department	PENP
Enhanced Private Sector Assistance for Africa	EPSA
European Commission	EC

European Union	EU
Financing Partnerships	FPs
Fourteenth Replenishment of the African Development Fund	ADF-14
Fund for African Private Sector Assistance	FAPA
Fund for African Private Sector Assistance	FAPA
Global Environment Facility	GEF
Green Climate Fund	GCF
Inception Report	IR
Independent Development Evaluation	IDEV
International Financial Institutions	IFIs
Knowledge and Advisory Services Partnerships	KASP
Long-Term Strategy (2013-2022)	TYS
Middle Income Countries	MICs
Millennium Development Goals	MDGs
Multilateral Development Banks	MDBs
Non-financing Partnerships	NFPs
Non-Sovereign Entities	NSEs
Overseas Development Assistance	ODA
Pillar Assessed Grant or Delegation Agreement	PAGODA
Private Sector Development	PISD
Private Sector Development	PSD
Public Private Partnerships	PPPs
Regional Integration Coordinating Department	RDR1
Regional Member Countries	RMCs
Resource Mobilization and Partnerships Department	FIRM
Resource Mobilization and Partnerships Department	FIRM
Senior Management Committee	SMCC
Senior Management Coordinating Committee	SMCC
Somalia Infrastructure Fund	SIF
Standing Committee on Partnerships	SCP
Strategy and Operational Policies Department	SNSP
Sustainable Development Goals	SDGs
Syndications and Client Solutions Department	FIST
Task Manager	TM
Terms of Reference	ToR
Thematic Trust Funds	TTFs
Transition Support Facility	TSF
Trust Funds	TFs
Value for Money	VfM
Water Development and Sanitation Department	AHWS

## Introduction

This Approach Paper outlines the context, objectives and methodological approach for the Independent Development Evaluation (IDEV) function's full-fledged evaluation of partnerships at the African Development Bank Group (the Bank or AfDB hereafter). The proposed evaluation aims to examine the two broad categories of partnerships, namely: i) financing partnerships and ii) non-financing partnerships.

Partnerships are vast and complex due to their interrelationship with operational activities across the Bank. The evaluation intends to clarify what partnerships the Bank is engaging with, and how effective these partnerships are in supporting the achievement of its development objectives.

This evaluation holds strategic importance for the Bank, especially, in the context of the Bank's Long-Term Strategy (TYS, 2013-2022) and the High 5s, which places partnerships at the centre of the Bank's ability to achieve its development objectives. The lessons and recommendations of this evaluation would help improve the Bank's approach to partnership and, thus, contribute to overall development effectiveness.

### 1. Defining partnerships and related concepts

**Partnerships** commonly describe arrangements between two or more organizations aimed at achieving mutually determined objectives. Since the past two decades, partnerships have emerged as the preferred approach to achieving inclusive and sustainable development. This is evident in the Sustainable Development Goals (SDGs Goal 17), and its predecessor, the Millennium Development Goals (MDGs Goal 8). Despite the diversity in what partnerships implies, there is a common understanding across International Financial Institutions (IFIs) that three broad partnership outcomes exist, namely, financial leverage, knowledge and policy dialogue, and coordination and cooperation. These forms of partnerships allow the exploitation of complementarities and synergies by IFIs.

At the Bank, partnerships can be grouped into the following equally important categories: i) Financing partnerships and ii) Non-financing partnerships.

**Financing partnerships** refer to the category of partnerships that combine the financial resources of partners to support development efforts and create co-financing and resource mobilization opportunities. For the purpose of this evaluation, the following activities are considered as financing partnerships:

- i. **Trust Funds (TFs) represent legal entities that hold property or assets on behalf of another person, group or organization.** In general, trust funds are assets managed by a neutral third party or trustee<sup>1</sup>. **In the context of the AfDB however, TFs constitute a special kind of partnership with donors.** Put simply, they are financing agreements between the Bank and a partner but are also designed to achieve mutually agreed development objectives. Trust funds can be designed to crowd in resources (financial and technical) from various partners, or partnerships interested in a specific development outcome. In this regard, they can be bilateral, multi-donor, or thematic. Regardless of the form of the trust fund, they serve as channels for funding and technical

---

<sup>1</sup> Danielle Klimashousky, Oct. 2018

support to an array of activities that support agreed partnership outcomes such as leverage, knowledge exchange, or coordination. Some examples of trust funds in the Bank include the ADB/Infrastructure Consortium for Africa, the Africa Trade Fund, and the Africa Water Facility Fund.

- ii. **Co-financing (CF)** are agreements whereby the partners jointly finance a program or project by bringing together their comparative advantages such as leveraging funding, knowledge, and technical expertise for the successful implementation of a project. Co-financing can be an *ad hoc* activity or developed within an agreed framework or memorandum of understanding. Examples include the Africa Finance & Investment Forum (EU PAGODA), the Co-financing Framework Agreement between the AfDB and Agence Française de Développement and the MOU between the AfDB and the Islamic Development Bank.
- iii. **Loan Syndication<sup>2</sup>** is the process of involving a group of lenders in funding various parts of a single borrower loan. To a large extent, syndications occur when borrowers request an amount that is too large to be provided by a single lender or when the loan exceeds a lender's risk exposure level<sup>3</sup>.

**Non-financing partnerships** are a range of strategic relationships with development partners and regional member countries (RMCs) that facilitate the achievement of improved development outcomes in client countries. They include activities such as coordination and cooperation, knowledge and advisory services and convening power. This category comprises of:

- i. Coordination and cooperation (C&C) **relate to different forms of strategic relationships with development partners designed to support an institution implementing its corporate, regional and country objectives and strategies, aside from (or sometimes in connection with) financing partnerships.** A case in point in international development is participating in a country's donors' cooperation groups and coordination in the design of country strategies, project preparation, and policy dialogue, for instance.
- ii. **Knowledge and advisory services partnerships (KASP)** are alliances and network platforms that focus on generating and transferring knowledge and innovations in a particular sector or theme, and on learning and applying this knowledge in operations and harmonizing approaches. KASP sometimes involving finance and technical assistance, particularly through grants and can be potentially through a trust fund or constitute a fund in itself. A few examples at the Bank include the Africa Trade Fund and MENA Transition Fund.

## 2. Partnerships at the African Development Bank

### 2.1. Strategic framework

The importance of partnership for promoting development effectiveness at the Bank is reflected in the Long-term Strategy (TYS, 2013-2022). The strategy puts partnership at the center of the

---

<sup>2</sup> Given the importance of loan syndications in the Bank's development objective of mobilizing additional resources, the evaluation will separately examine issues related to syndications.

<sup>3</sup> Operational guidelines for syndication of non-sovereign guaranteed loans (AfDB, 2008).

Bank's ability to serve its client regional member countries across Africa. Specifically, it outlines the following partnership objectives: First, the Bank intends to leverage its own resources in order to move RMCs away from aid dependency and towards market-based financing. Clearly, resources are needed to address funding gaps in both lending and non-lending at the level of the Bank (for loans and grants to RMCs for instance) and in Africa (to bridge the huge infrastructure deficit for example).

Second, given its convening role, the Bank recognizes the need for an 'emphasis on collaboration, coordination, harmonization and information sharing to maximize synergies and complementarities' (TYS, p.26). It also calls for efforts to 'catalyse regional cooperation and integration and public-private partnerships and for an 'increased role in preparing projects and bringing them together to provide comprehensive solutions to development challenges as a powerful complement to its own investments'

Indeed, accelerating the pace of investments in Africa will necessarily require mobilising capital from both traditional donors and new partners, as well as the public and private sector. Specifically, the Bank's conceptual framework for the Bank's partnership objectives are to become:

- i. A **'catalyst, convener, and a connector'** for development finance by "leveraging its partnerships to convene and connect the right players, taking the lead when appropriate;
- ii. A **'trusted adviser'** by increasing its ability to provide advice and analysis to clients and building trust and credibility among its members as well as external actors regional member countries to make the most of their opportunities;
- iii. A **'credible knowledge broker'** to develop its role as an honest and credible knowledge broker. The Bank will connect clients to relevant knowledge in partnership with African institutions, and international knowledge centres as a knowledge hub on African development issues;
- iv. A **'voice for development in Africa'** by working with African countries to share its views and experiences on development and present the African voice at multilateral forums on development, financial architecture, commodities, trade and other issues relevant to African economic and development interests.

## **2.2. Embedding Partnerships in the Bank**

To achieve the High 5s and other priority development objectives such as gender mainstreaming and reducing fragile situations, the new Delivery and Business Development Model (DBDM) mainstream partnerships across the Bank's operational complexes and regional directorates. This is expected to enhance their ability to deliver improved development outcomes.

Partnership strategies and engagements are, therefore, embedded within various regional, sectoral, policy and strategy documents. However, at present, the Bank has no specific partnership policy or strategy, beyond the formulation of its basic partnership goals and objectives in the TYS. An earlier attempt to develop a partnership strategy was discontinued after organizational changes in 2013/14. However, guidelines for partnerships with non-sovereign entities (NSEs) were adopted in 2015. These guidelines provide the framework for

mobilizing resources from or developing non-financial partnerships with Non-Sovereign Entities.

### 2.3. The Bank's partnerships

The Bank makes a clear distinction between partnerships that involve financial commitments and related legal agreements, and those that do not, be it for lending or for non-lending purposes.

This means that two broad partnership categories can be distinguished for the Bank, those of primarily finance-oriented partnerships (often with a leverage objective) and non-finance-oriented partnerships, such as for cooperation and coordination or knowledge and advisory services. These partnerships could be operating within or outside of specific investment programs or projects, and they could be lending or non-lending oriented.

In the first set of partnerships, the Bank leverages its own finance with that of other partners - sovereign and non-sovereign, to complement its own lending and non-lending programme and, more broadly, to help close Africa's finance gaps for critical development investments. **Such finance (or transactional) partnerships would commonly involve formal financial arrangements, in particular through co-financing, syndication, certain forms of trust funds and other financial mechanisms, such as global development programs.** In the second set of partnerships, the Bank engages in complementary, primarily non-financial partnerships to support the Bank's convening, brokering and voice-for-development goals. Such partnerships may include a variety of coordination, cooperation and knowledge partnership activities as well as policy dialogue initiatives. They primarily promote broad-based cooperation and dialogue at country, regional and Africa-wide levels in coordinating development approaches and acting as partners, in project and program design and implementation, analytical work and policy dialogue. They may consist of advisory services, alliances and networks that focus on generating and transferring knowledge and innovations. Also, they may be part of the Bank's non-lending programme and involve finance, but with a primary goal that is unrelated to leveraging funds.

There are usually clear overlaps between these two broad categories in the Bank's partnership arrangements. This is synonymous with partnerships for lending and non-lending operations, but not always, as resources could be mobilized for instance, for purposes beyond the Bank's own lending or for promoting the Bank's non-lending partnerships and knowledge.

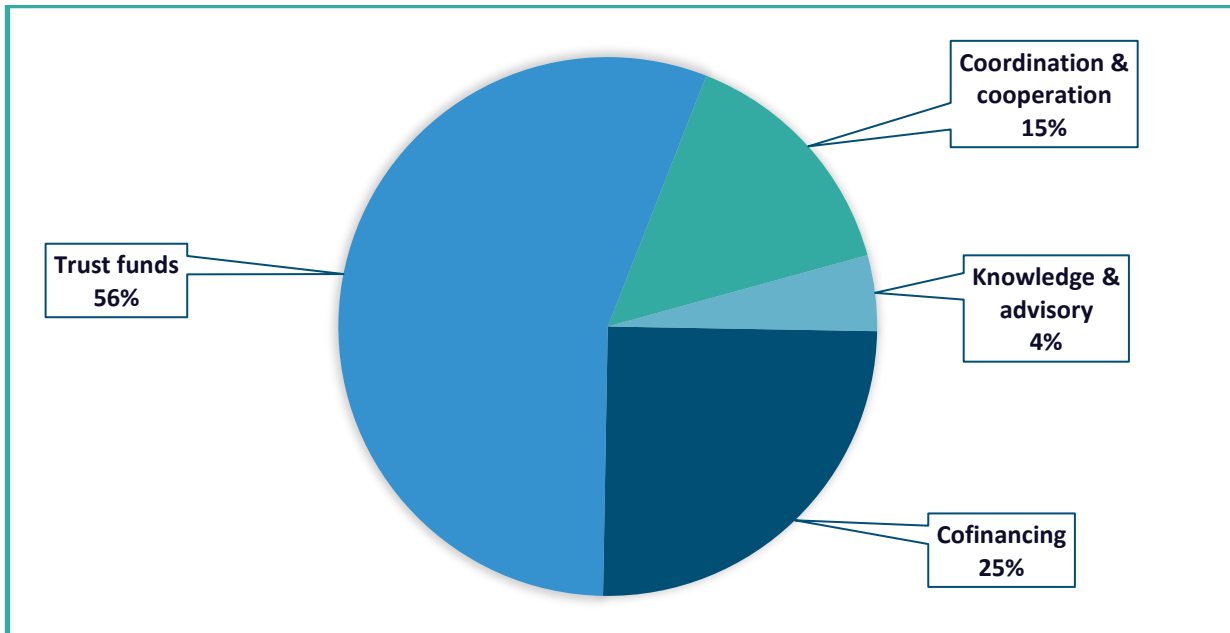
The initial document review of partnerships in the Bank indicates that the Bank is involved in 89 partnerships sub-divided in 24 CFs, 46 TFs, 15 C&C, and 4 KASPs. While these subcategories exist, it is important to note that some trust funds relate to both C&C and KASP. The delineation of these issues will be further developed during the evaluation with a mapping of all partnership arrangements in the Bank. Thus, these numbers are liable to change as the evaluation evolves.

The oldest partnerships are the "Nigeria Trust Funds" and the "Strategic Partnership with Africa", which date back to 1976 and 1987, respectively. The most recent partnerships are the "Africa Integrity Fund" and the "Adaptation Benefit Mechanism (ABM)", both of which came into effect in 2019. The "Africa Integrity Fund" is a bilateral trust fund whose aim is to fight corruption in RMCs, while the ABM is a cooperation & coordination partnership (Policy and Technical Assistance), whose objective is to improve the adaptation of RMCs to climate change.



The analysis of the Bank's database on partnerships reveals that, on average, the amounts allocated for partnerships are decreasing, thus posing the issue of the effectiveness of resource mobilization through partnerships. About 17 partnerships cover all the High 5s of the Bank while about 7 partnerships cover four (4) High 5s. In addition, 22 partnerships cover only one (1) of the High 5s. Although about 20 partnerships are presently uncategorized, their grouping will be conducted at later stages of the evaluation beginning from the Inception Report Phase.

**Figure 1: Distribution of partnerships type at AfDB**



**2.3.1. Financing partnerships**

*2.3.1.1. Co-financing*

Co-financing includes joint or parallel financing of classical AfDB public sector loan projects with international partners such as IFIs, bilateral co-financing framework agreements (such as ACFA with Japan or AGTF with China), multi-party co-financing arrangements (EC AFIF and PAGODA for instance), and global programs (such as CIF, GEF and GCF).

Co-financed resources in the Bank have increased over time. For example, the co-financing partnership between the Bank and Korea, namely the Korea Africa Economic Cooperation Co-financing Facility was established in 2008 with an initial allocation of USD 400 Million. The MoU establishing the facility was revised in May 2015, and it received USD 600 million over the next 5 years. At present, the resources available to the Facility amounts to USD 45 million. Similarly, the co-financing partnership, Africa Growing Together Fund, established in 2014, with an initial allocation of UA 296.47 million, currently has an amount of UA 1077.46 million - that is, a significant addition of UA 780.99 million.

In 2017, the active co-financing agreements included but were not limited to the AGTF with China for 2 billion USD over 10 years (2014), the EPSA/ACFA with Japan for 1.5 billion USD (2006, updated 2012), the AFD France CF for 1.5 billion Euro (2015), the Pagoda European Commission with 434 million Euro of grants and 1 billion Euro of projects.

### *2.3.1.2. Trust Funds*

**Trust Funds** in the Bank can be classified as bilateral, multi-donor, and thematic grant resources. For instance, a preliminary review of partnership documents shows that there are 25 bilateral trust funds (BTFs) and 21 multilateral trust funds (TTFs) in the Bank. However, there is a recent trend towards thematic trust funds. For instance, in 2017, 77% of resources mobilized were channelled to thematic TTFs and 14% to BTFs. Bilateral trust funds (BTF) in the Bank are usually cross-sector and have a minimum threshold for creation of 1 million USD with a 100 thousand USD approval threshold delegated to the Bank. Thematic trust funds (TTF) are most of the times for a specific sector or theme. The Minimum threshold for creation is 2 million USD and the approval threshold delegated to the Bank is 500 thousand USD. As a general trend, BTF have been on the decline since the 2006 Trust Fund policy and its recent revision.

## **2.3.2. Non financing Partnerships**

### *2.3.2.1. Coordination and cooperation*

Coordination and cooperation partnerships in the Bank cover both national and international. They are mostly oriented towards improving service delivery such as cooperation with other IFIs and country governments or to generating links across countries, sectors and partners to identify complementarities and produce synergies.

The extent of cooperation in these partnerships vary and may be formal or informal. In addition, coordination and cooperation partnerships could be related to the Bank's lending or the broader non-lending programs but are not systematically documented and tracked. They can be set up in the form of a fund, a financial vehicle or a platform for collaboration. While informal C&Cs happen in all countries where the Bank operates and at global levels, the 15 identified formal C&C in the Bank are set up to achieve a clear set of objectives. These include the following:

- The Somalia Infrastructure Fund (SIF): The Fund's objective is to support and accelerate Somalia's inclusive and sustainable economic recovery, peace and state building within the context of AfDB's Strategy for Addressing Fragility and Building Resilience in Africa.
- The Souk At-Tanmia Partnership: It provides an effective and immediate response in the employment sector, especially for young people from disadvantaged regions.
- The South-South Cooperation Trust Fund: its objective is to support African countries in mobilizing and taking advantage of development solutions and technical expertise available in the South.
- The Strategic Partnership with Africa: Discusses emerging issues within the international aid architecture.
- The Transition Support Facility (TSF): designed to help countries affected by fragility to consolidate peace, build resilient institutions, stabilize their economies and lay the foundations for inclusive growth.

### *2.3.2.2. Knowledge, advisory services and policy dialogue*

Knowledge and advisory services partnerships (KASP) can be seen as a special form of coordination and cooperation partnerships that sometimes involve finance, particularly through grants. They are different from Bank specific ESW or other knowledge work directly carried out by the Bank or by institutions and individuals contracted by the Bank for that purpose. KASPs are alliances and networks (platforms) that focus on generating and transferring knowledge and innovations in a particular sector or theme, and on learning and applying this knowledge in operations and harmonizing approaches. They mostly involve research and other knowledge-oriented organizations, but not exclusively. Knowledge partnerships are closely intertwined with policy dialogue. In this sense, they form the basis for partnerships with Governments and other development partners. Some examples of this type of partnerships at the Bank include the African Carbon Support Program (ACSP) under the Fund for African Private Sector Assistance (FAPA) and the Africa Peer Review (APR) Mechanism. Other partnerships of this form will be identified and explored in the course of the evaluation.

### **2.3.3. Loan syndication**

The Bank has the objective of mobilizing additional resources from investors to fund long-term private sector projects. Since 2008, it has developed operational guidelines for syndication of Non-Sovereign Guaranteed loans. These guidelines are complementary to the Bank's private sector operations policies. According to these guidelines, "a syndicated loan is typically a large loan in which a group of financial institutions (the Syndicate) work together to provide funds for a Borrower. Usually, one or more lead banks (the Arranger) take a percentage of the loan and syndicate the rest to other financial institutions. To ensure that the Borrower does not have to deal with all syndicate members individually, an Agent (the Agent) acts as a focal point for and on behalf of all syndicate members".

The Bank offers two types of syndication solutions namely:

- A/B Loans whereby the Bank acts as Lender-of-Record by lending to a borrower, keeping part of the loan for its own book (the A Loan); and selling participations to commercial investors (the B Loan);
- Parallel financing where various DFIs lend under parallel facility agreements all coming under harmonized contractual arrangements.

Syndication therefore appears as a specific type of financing and resource mobilization operation. While it could be broadly considered as a way to collaborate for development, syndication does not qualify as what can be considered as development partnership considering the solely profit approach.

## **2.4. Institutional responsibilities**

The Resource Mobilization and Partnerships Department (FIRM) and the Syndications and Client Solutions Department (FIST), both in the Vice-Presidency for Finance, share the responsibility of partnerships with other Bank Complexes in terms of policy and strategy and of operationalizing partnerships in lending and non-lending activities as well as in the management of multi-donor thematic trust funds. Although FIRM is the main custodian responsible for coordinating and providing advisory function on partnerships for the Bank,

thematic partnership decisions and initiatives are widely decentralized and mainstreamed throughout the Bank's complexes. Furthermore, FIST is entrusted with key partnership responsibilities related to providing financial solutions and co-financing, particularly in the context of the private sector.

The operational complexes in charge of delivering the High 5s do not have a dedicated partnerships department. The function is commonly mainstreamed except in the Energy Complex. The Regional Directorate has a special Office for the Coordination of Regional Integration (RDRI). Other supportive departments for partnerships are the Directorate for Strategy and Operational Policies (SNSP), Directorate for Operationalization, Performance Management and Results (SNDR), Directorate for Energy Partnerships (PENP), Directorate for Water and Sanitation (AHWS), and Private Sector Development (PISD).

A Standing Committee on Partnerships (SCP), established in June 2012, is domiciled in the Vice-President's complex and is charged with reviewing and clearing all major transactional partnerships, including trust funds and special initiatives. Its responsibilities also include liaising with the Senior Management Committee (SMCC) and identifying reforms in partnership administration. Its membership includes FIRM, Operations, Strategy and Policy, Legal, Quality Assurance and others. FIRM has the responsibility of ensuring that all partnerships with financial implications – and above a certain threshold, are approved by the SCP.

## **2.5. Issues related to partnerships in the Bank**

Various agendas for international development such as the SDGs (2030) and the AU Agenda 2063 recognize the critical role of the Bank as a premier development finance institution in the continent. The Bank is, therefore, saddled with the responsibility to mobilize significant resources to support both public and private sector investments in Africa. For instance, it is estimated that around 210 billion USD will be required to close the investment gaps identified by the SGDs. Given the Bank's own capital adequacy constraints, filling Africa's huge financing gap requires it has to leverage its limited resources to mobilize additional resources (financial and technical) for its operations (lending and non-lending). Clearly, the only approach to sustainably closing this gap is partnering with the range of actors in the global development space.

This points to the central role of partnerships for the Bank. First, the Bank has a fundamental role as a multilateral agency for deepening RMC and non-RMC partnerships in Africa and providing regional and continent-wide public goods. In this regard, the Bank is determined to become a reliable partner of choice and voice for development in Africa as stated by the Bank's TYS. During the ADF 14 for instance, the need for new business models and alliances with significant implications for the Bank's partnerships and business processes, both for its sovereign and non-sovereign operations was a key issue. Further to that, the Bank has indicated its willingness to promote partnerships and strengthen its convening role particularly with respect to the High 5s.

On the other hand, the emerging development environment calls for a drastic rethinking of partnerships for development while new partnership challenges are emerging. Some of these challenges include: i) Incorporating the increasing number of emerging development partners

for Africa, non-RMC and private entities; ii) Positioning the AfDB in the context of a greater appetite by some donors for bilateral rather than multi-lateral approaches; iii) Supporting multiple external and internal Africa-wide initiatives, such as various climate change conventions and the a Compact for Africa for private sector operations; and iv) Expanding the Bank resource base beyond classical ODA, particularly in MICs.

Considering the importance of the partnership function as documented through the Bank's partnership goals and relevance in the High 5s, some key issues call for a critical assessment of the performance of partnership arrangements at AfDB. These issues evolve around three key points, namely:

- i. **The appropriateness of the Bank's approach to partnerships given its strategic objectives and mandate in Africa, especially, in the context of increased competition for the limited ODA resources.**
- ii. **The effectiveness and efficiency of the Bank's approach and the extent to which the Bank has increased its capabilities to become the partner of choice so far in the course of implementing the TYS.**
- iii. The ability of the Bank to establish sustainable and efficient partnerships, adequately mobilize the partners and advance its agenda using various types of partnership instruments.

Other issues related to the knowledge gap existing in this domain are related to the lack of a Bank-wide partnership strategy, the limited scope of previous evaluations, the diverging perceptions from stakeholders on the topic and the learning gap on improvements made following previous evaluations.

### **3. The evaluation framework**

#### **3.1. Purpose**

The proposed evaluation aim to facilitate learning by providing an evidence-based knowledge on the performance of partnerships at the AfDB. The evaluation is, therefore, a comprehensive exercise to provide evidence on issues around partnerships and to shed light on their overall ecosystem and performance at the Bank.

#### **3.2. Objectives**

By examining both sovereign and non-sovereign operations borne out of the Bank's various partnership arrangements, the evaluation's specific objectives are:

- i. To provide an assessment of the relevance, effectiveness, efficiency and sustainability of the various partnerships' arrangements at the AfDB.
- ii. To identify the factors affecting the performance of different types of partnership and the conditions under which they could achieve better results.
- iii. To provide the Board and the Bank's Management with lessons and recommendations on improving the effectiveness of the present and future partnerships.

### **3.3. Scope**

The scope of the proposed evaluation will include financing and non-financing partnerships initiated at the Bank between 2008 and 2018. The evaluation will examine both sovereign and non-sovereign operations borne out of the Bank's partnerships arrangements with a comparison made between the periods 2008-2012 and 2013-2018 respectively. The period from 2013 is considered as a starting point for the Bank's strategic approach approved in the TYS (2013-2022). Assessing the Bank's performance from 2013 will therefore allow for an accountability perspective of achievement 5 years after the approval of the TYS.

The evaluation will cover institutional partnerships formed under specific legal agreements or frameworks but will also include the themes of coordination and syndication.

In the case of coordination, the evaluation will assess the Bank's action is ensuring adequate coordination of its operations with partners at country level and at the global level. This will include the convening power of the Bank to mobilize partners and its ability to promote or support international initiatives. This aspect will be covered under the non-financing partnerships.

In the case of syndication, the evaluation will separately examine the Bank Group's loan syndications within the same period. Syndication is identified, as a very specific form of resource mobilization and it will be covered in this evaluation as an independent component. Indeed, the syndication of non-sovereign operations falls outside the general definition of development partnership. However, the evaluation takes the view that understanding the catalytic role in mobilizing additional development finance from the private sector in RMCs deserves attention and that exploring the effectiveness and opportunity cost of the Bank's syndication activities is relevant for a comprehensive evaluation. Importantly, this evaluation will not cover certain types of partnerships such as Public Private Partnerships which are covered by previous IDEV evaluations.

### **3.4. Audience and primary users of the evaluation**

The findings of this evaluation are directed to various internal and external stakeholders.

- i. The Board of Directors to inform their discussions and guidance to Management to improve a range of issues including co-financing, trust funds and policy dialogue.
- ii. The Bank's Senior Management to improve the policies and strategies pertaining to financing and non-financing partnership issues.
- iii. The Resource Mobilization and Partnerships Department (FIRM) in improving the performance of its operations of resources mobilization and TFs management.
- iv. The Syndications, Co-financing and Client Solutions Department (FIST) in improving its operations of syndications and co-financing; and
- v. Operational Complexes, Regional Directorates; Country Offices; as well as Programme Coordinators for various Financing and Non-Financing Partnership arrangements.

## **4. Approach and Methodology**

### **4.1. Approach**

The approach of the evaluation will be tailored to maximize uptake by final users. The evaluation will respond to specific questions based on the need of the primary users of the evaluation with the intent of ensuring the utilization of the evaluation and its findings to inform the Bank's decision-making process and improve performance. To this effect, the evaluation



will resort to mixed methods and tools and will be structured in three different components (i) financing partnerships, (ii) non-financing partnerships and (iii) syndications. The evaluation will also review the internal capacity and readiness of the Bank to enter into effective partnerships to achieve its corporate goals taking into consideration changes of the DBDM process.

#### **4.1.1. The Financing Partnerships**

Using mainly a case study approach, this component will study the Bank' co-financing agreements and the trust funds. While co-financing will be assessed for their relevance, effectiveness and management, the assessments of TFs will mainly focus on their ability to effectively support the Bank's core operations. An evaluation has been conducted on Trust Funds' management in 2013 and this evaluation rather than focusing on that aspect will focus on the development effectiveness.

Through the assessment of funded operations (loans and grants), using quantitative and qualitative data, the evaluation will seek to understand how effective the financing partnerships are. It will also try to determine the combination of factors (design, implementation, context, etc.) affecting their performance. Specific tools that will be used include the value for money of partnership analysis.

#### **4.1.2. The Non-Financing Partnerships**

This component of the evaluation will assess the sub-topics of C&C and KASP to assess three aspects stated under the TYS which means to make the Bank a trusted adviser, a credible knowledge broker and a voice for development in Africa. Under the subtopic of coordination and cooperation, some sampled initiatives will be used for case studies and the themes of policy dialogue, country coordination and convening power of the Bank will also be assessed. The subtopic of the KASP will also be evaluated following the same approach.

The evaluation will attempt to assess the development effectiveness of the C&C and KASP of the Bank with the objective to establish if they are relevant for the Bank and if they serve their purpose and have substantially contributed to improve the Bank's operation.

#### **4.1.3. The Syndication**

The loan syndications will undergo an analysis based on the operating guidelines approved in 2008. A portfolio analysis will be conducted to assess the syndicated loans performed by the Bank since 2008 and a sample of loan operations will be reviewed to determine their development outcomes on one hand and the effectiveness of the syndication process on the other hand. The analysis will also be strengthened by an analysis of processes, capacity and incentives in place as well as perception of private partners and the benchmarking with other IFIs.

### **4.2. Evaluation Questions**

The proposed evaluation will be guided by questions related to the relevance and effectiveness, efficiency and to the extent possible sustainability. The overarching questions presented below will be detailed and finalized following consultations with stakeholders during the inception phase<sup>4</sup>.

---

<sup>4</sup> The evaluation matrix with a full suite of sub-questions and sources of data under each OECD/DAC criteria will be developed at the Inception Phase of the partnership evaluation.

#### **4.2.1. Relevance**

- i. How relevant is the Bank's partnership strategic approach to achieving the TYS (2013-2022) and the High 5s?
- ii. To what extent are the Bank's partnerships adequate to contribute to mobilizing and leveraging resources for the Bank?
- iii. To what extent are the operations funded through the partnerships aligned with the Bank's policies and strategic objectives and support its (non)lending programme?
- iv. How can partnerships at the Bank be mapped? To what extent is the Bank's approach to identifying, designing, and entering into partnerships relevant?

#### **4.2.2. Effectiveness**

- v. How effective are financing and non-financing partnerships at the Bank in delivering expected outputs and outcomes? Have these results caused some unintended consequences? Have they contributed to make the Bank a more effective partner? What factors have influenced the achievement or non-achievement of outputs and outcomes
- vi. How effective has the Bank been in mobilizing resources through the various types of partnerships? What factors affect the development effectiveness of each type of partnerships?
- vii. To what extent have the results delivered through operations funded by the partnerships improved the Bank's contribution to development?
- viii. How does the Bank compare with other partners in terms of delivering results through partnerships? What is the perception of other partners of the Bank capacity to be a partner of choice?
- ix. What are the lessons and recommendations to improve partnership effectiveness?
- x. To what extent have the partnerships (KASP) improved the Bank's contribution to knowledge production?

#### **4.2.3. Efficiency**

- i. How optimal are the internal Bank structures, guidelines, institutional arrangements, resources, interdepartmental cooperation, business processes team work and incentives in place to optimize partnerships efficiency?
- ii. To what extent does the DBDM process and the intended strengthening of regional offices (General Directorates) guide and support various forms of partnerships?
- iii. To what extent the efficiency level has affected the Bank's objectives for partnerships<sup>5</sup>?
- iv. How does the Bank compare with other multilateral organizations in terms of partnerships' efficiency?

---

<sup>5</sup> Making the Bank a (i) catalyst, convener, and a connector', (ii) a 'trusted adviser', (iii) a 'credible knowledge broker' and (iv) a 'voice for development in Africa'.



- v. What are the lessons and recommendations to improve and make the Bank a partner of choice?

#### 4.2.4. Sustainability

- i. To what extent are the various types of partnerships sustainable?
- ii. To what extent are the partnerships and their operations likely to sustain their positive effects? What factors affect their sustainability?

#### 4.2.5. Questions for evaluating loan syndications

The evaluation questions relate mainly to the relevance, effectiveness, efficiency and organizational performance of loan syndications at the AfDB. Specifically, the following broad questions will be examined:

- i. How relevant is the Bank's approach to loan syndications key to achieving the LTS (2013-2022) and the High 5s?
- ii. How effective are loan syndications in leveraging financing for the Bank's clients?
- iii. What has been the performance of loan syndications at the Bank?
- iv. How well is the Bank organized, both internally and externally, to effectively deliver on its loan syndications?
- v. Are the conditions in place to make the AfDB to lead syndication arrangements in Africa?

### 4.3. Methods of Data Collection and Analysis

#### 4.3.1. Evaluation tools

The following tools will be included in the evaluation to generate a strong analysis of the strategic and operational perspectives of partnerships at the Bank.

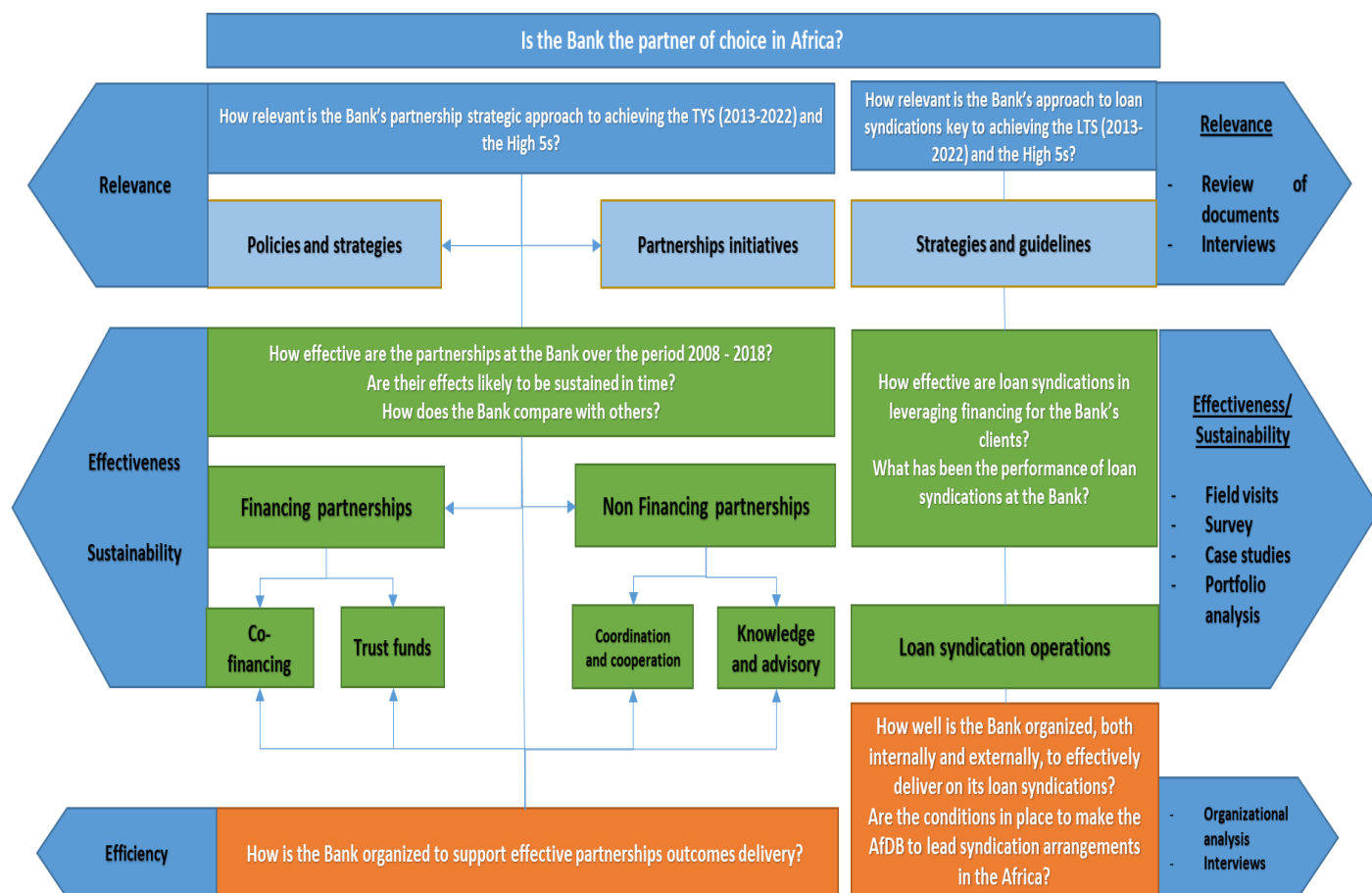
- i. **Literature review:** The literature review will focus on Bank-wide documents related to financing and non-financing partnership arrangements, including syndications. It will mainly help clarify all aspects related to the issue of partnerships in the Bank and provide preliminary analysis on the funding, operations, results and lessons from past studies and external literature.
- ii. **Portfolio analysis:** The analysis will focus on the operations borne out the various partnerships and will aim at providing a strong analytical overview of resources mobilized, operations carried out, and cost effectiveness. As indicated the analysis will focus on two periods 2008-2012 and 2013-2018.
- iii. **Project reviews:** The reviews will be conducted to provide a systematic assessment of all evaluation criteria from relevance to sustainability mainly considering projects funded under the different types of partnerships and completed during the period under scrutiny. Ongoing projects might also be assessed if found relevant. The project reviews will be essentially desk based.
- iv. **Case study:** The case studies will be conducted on a selected sample of operations and partnerships to offer an in-depth assessment following the project reviews. The will focus on drawing knowledge from partnerships and partners on projects/policy

dialogues/knowledge events/coordination activities executed through partnership arrangements. The field missions will focus on the collection of information for the case studies.

- v. **Value for Money:** VfM will be used in specific case studies to assess the level to which different types of partnerships have generated results and benefits that outweigh their costs. This analysis is considered important to complement the selectivity assessment and also understand which partnerships work best and why. VfM will be used as an additional source of information and does not constitute the primary methods of the evaluation. Two techniques are likely to be used Cost Benefit Analysis and Basis Efficiency Resource Analysis. During the inception phase, the possibility to use VfM will be explored and a specific methodology developed for sampled projects.
- vi. **Key informant interviews:** This will provide qualitative information of the various partnerships and projects. The survey of respondents will focus on partnership Focal Points, Executive Directors, and Task Managers as well as external stakeholders such RMCs, Development Partners and Donor Countries.
- vii. **Benchmark exercise:** A study visit will be conducted to similar MDBs, specifically, the World Bank Group, Inter-American Development Bank, European Investment Bank, and the Asian Development Bank, to generate insights on best practices and lessons on the programming of partnerships. The benchmarking exercise will take place after sufficient analysis of the results of the Bank's partnership to ensure that it provides well-reasoned and informed information that will improve the quality of the evaluation's findings and recommendations.

Figure 1 below presents the framework of the above overarching evaluation questions and the general framework of the evaluation. It must be noted that syndication will be applied the same rating criteria except the criteria of sustainability. The approach to the syndication evaluation will adopt primarily a private sector operation evaluation dimension.

**Figure 2: Evaluation framework**



**4.3.2. Rating criteria**

The table below present the general definition of the rating criteria of the evaluation. These rating will be detailed at for each component of the evaluation. To determine the rating of the overall partnership evaluation, the rating criteria will apply values and calculation approach determined in table 1.

**Table 1: Indicative definition of rating criteria**

Rating	Highly satisfactory	Satisfactory	Unsatisfactory	Highly unsatisfactory
<b>Relevance</b>	The financing and non-financing partnerships are to a large extent aligned with the Bank’s objectives, designed to ensure their effectiveness and do not suffer any major issues	The financing and non-financing partnerships are to some extent aligned with the Bank’s objectives, designed to ensure their effectiveness and do suffer some concerning issues	The financing and non-financing partnerships are to a limited extent aligned with the Bank’s objectives, designed to ensure their effectiveness and suffer some major issues	The financing and non-financing partnerships are not aligned with the Bank’s objectives, not designed to ensure their effectiveness and suffer many major issues
<b>Effectiveness</b>	The financing and non-financing partnerships through their operations have achieved expected outputs and outcomes to a large extent	The financing and non-financing partnerships through their operations have achieved expected outputs and outcomes to some extent	The financing and non-financing partnerships through their operations have achieved expected outputs and outcomes to a limited extent	The financing and non-financing partnerships through their operations have not achieved expected outputs and outcomes
<b>Efficiency</b>	The results of financing and non-financing	The results of financing and non-financing	The results of financing and non-financing	The results of financing and non-financing

	partnerships of the Bank are delivered at optimal costs with adequate processes and practices in line with good international practices	partnerships of the Bank are delivered at less optimal costs but processes and practices are in line with good international practices	partnerships of the Bank are not delivered at optimal costs and process are inadequate but practices are in line with good international practices	partnerships of the Bank are not delivered at optimal costs and processes and practices are not in line with good international practices
<b>Sustainability</b>	The effects of financing and non-financing partnerships of the Bank are highly likely to be sustained with time and few to no negative aspects are found	The effects of financing and non-financing partnerships are likely to be sustained with time and some negative aspects are found	The effects of financing and non-financing partnerships of the Bank are unlikely to be sustained with time some negative aspects are found	The effects of financing and non-financing partnerships of the Bank are highly unlikely to be sustained with time and major negative aspects are found

**Table 2: Final rating assessment**

<b>Evaluation components</b>	<b>Criteria</b>	<b>Relevance</b>				<b>Effectiveness</b>				<b>Efficiency</b>				<b>Sustainability</b>				
	<b>Ratings</b>	<i>HS</i>	<i>S</i>	<i>U</i>	<i>HU</i>	<i>HS</i>	<i>S</i>	<i>U</i>	<i>HU</i>	<i>HS</i>	<i>S</i>	<i>U</i>	<i>HU</i>	<i>HS</i>	<i>S</i>	<i>U</i>	<i>HU</i>	
	<i>Weight</i>	4	3	2	1	4	3	2	1	4	3	2	1	4	3	2	1	
<b>Partnerships</b>	<b>1</b>	$(X+Y)/2$				$(x+x')/2$				$(x+x')/2$				$(x+x')/2$				
<b>FP</b>	0,6	$(x+x')/2$				$(x+x')/2$				$(x+x')/2$				$(x+x')/2$				
	<b>CF</b>	0,5	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
	<b>TF</b>	0,5	x'	x'	x'	x'	x'	x'	x'	x'	x'	x'	x'	x'	x'	x'	x'	x'
	<b>NFP</b>	0,4	$Y = (y+y')/2$				$Y = (y+y')/2$				$Y = (y+y')/2$				$Y = (y+y')/2$			
	<b>C&amp;C</b>	0,7	y	y	y	y	y	y	y	y	y	y	y	y	y	y	y	y
	<b>KASP</b>	0,3	y'	y'	y'	y'	y'	y'	y'	y'	y'	y'	y'	y'	y'	y'	y'	y'

### 4.3.3. Limitations to the Evaluation

The evaluation will be affected by various limitations and challenges due to the specific nature of the partnerships and approach used by this evaluation. The specific limitations of each component of the evaluation will be discussed and addressed in the inception report.

Primarily, the decentralization and diffusion of partnerships across the operational complexes of the Bank is expected to adversely affect the evaluation in two ways. First, the evaluation team may have an incomplete information on the number of partnerships at the Bank, since this information is not centralized and readily available. Second, it may be difficult to make recommendations for each operational complex responsible for a specific set of partnerships. The sampling strategy will also be affected posing the risk of the generalization of the findings.

## 5. Evaluation plan

### 5.1. Evaluation phases

#### 5.1.1. Inception phase

The inception phase will be mainly dedicated to the literature review, the portfolio analysis, project reviews and consultations during the scoping mission. The main deliverable expected in the inception report.

### 5.1.2. Data collection phase

The data collection phase will include various activities leading to the gathering of the information the evaluation will need to form a judgment. This phase will also include activities such as the country visits, the interviews, survey and benchmarking.

### 5.1.3. Analysis and reporting

All the data gathered will be analysed during this period. Draft thematic reports that have been prepared will be reviewed and finalized following the quality assurance process. Two synthesis report will be prepared. One synthesis report on partnerships and one synthesis report on syndications.

## 5.2. Quality assurance

The reference group of the evaluation will be composed of various bank staff and resource person representing the relevant operation complexes and specialized departments. The full reference group will be nominated following the consultations of the scoping mission. In addition, the evaluation will be strengthened by one internal reviewer and one external reviewer to help ensure the consistency and rigor of analysis in line with good evaluation practices.

## 5.3. Deliverables

Table 3 below indicates the deliverables expected and indicative periods of their delivery. Annex 1 present a detailed tentative timeline with the milestones of the assignment

**Table 3: Expected deliverables**

<i>Deliverables</i>	<i>Indicative dates</i>
<i>Consolidated Inception Report on Partnerships at the AfDB</i>	<i>June 2019</i>
<i>Thematic Report on Financing Partnerships</i>	<i>November 2019</i>
<i>Technical Report on Non-Financing Partnerships</i>	<i>November 2019</i>
<i>Technical Report on Loan Syndications</i>	<i>November 2019</i>
<i>Final Synthesis Report on Syndication</i>	<i>January 2020</i>
<i>Final Synthesis Report on Partnerships</i>	<i>February 2020</i>

## 5.4. Expertise required

Four (4) Senior-level Individual consultants will be recruited to conduct evaluation of partnerships at the Bank.

Three (3) thematic experts will respectively cover the component of FP (i.e., Trust Funds and Co-financing) (Co-financing and Trusts Funds) of the Consultants should have experience in evaluating financing and non-financing partnerships (i.e., Cooperation and Coordination, Knowledge and Advisory Services) and loan syndications in the context of the private sector and a development bank.

The fourth consultant will be team Leader in charge of coordinating the thematic experts and delivering the synthesis reports of the evaluation

Each of the other three (3) thematic consultants is expected to provide inputs into the Inception Report and deliver ‘standalone’ Technical Reports on Financing Partnerships, Non-Financing Partnerships, and Syndications, respectively. Profiles required for the assignment are detailed in ToR in annexes.

The estimate of consultants' working days for this assignment is table 3 below

**Table 4: Estimated workload of consultants**

<i>Phases</i>	<i>Team Leader</i>	<i>Financing partnerships</i>	<i>Non-Financing Partnerships</i>	<i>Loan syndication</i>
<i>Inception</i>	15	15	15	15
<i>Data collection</i>	15	15	15	15
<i>Data analysis</i>	20	15	15	15
<i>Reporting</i>	15	20	20	15
<i>Finalization</i>	15	10	5	15
<b><i>Total</i></b>	<b>80</b>	<b>75</b>	<b>70</b>	<b>75</b>

### **5.5. Management**

The evaluation will be managed by a task manager from IDEV with a team of one evaluation officer and one junior consultant. External expertise will be comprised of 4 individual consultants providing inputs for the final deliverables. IDEV management will provide supervision and guidance.

The assignment will be coordinated by a Task Manager (TM) and an IDEV team that will provide support in research, data analysis, data collection, and report writing.

The TM will be responsible for the final deliverables of the evaluation. He will provide adequate guidance for the Team Leader and the thematic experts. He will also:

- i. Contribute to preparing all deliverables and ensure their finalization;
- ii. Oversee the methodological aspects of the evaluation and ensure the coherence and relevance of all the deliverables;
- iii. Lead the data collection and manage all consultations with key stakeholders in RMCs and MDBs;
- iv. Facilitate contributions by reference group members, peer-reviewers and key stakeholders;
- v. Ensure that experts working on different aspects of the reports adequately address comments from stakeholders and reviewers to ensure its utilization;
- vi. Together with IDEV's management, approve the final deliverables of the assignment.

As part of the quality assurance process, the evaluation reference group as well as two peer-reviewers, one internal and another external, will review and provide comments on the evaluation's key deliverables. The division of tasks for the core team is detailed in the table below.

**Table 5: Division of tasks**

<i>Tasks</i>	<i>IDEV</i>			<i>CONSULTANTS</i>			
	<i>MOA</i>	<i>EU</i>	<i>JN</i>	<i>LC</i>	<i>FP</i>	<i>NFP</i>	<i>LS</i>
<i>Document search</i>	▶	➔	✔	➔	➔	➔	➔
<i>Document database management</i>	▶	➔	✔	➔	➔	➔	➔
<i>Approach paper</i>	✔	➔	➔	⚠	⚠	⚠	⚠
<i>Stakeholders consultations</i>	▶	✔	➔	➔	➔	➔	➔
<i>Inception report</i>	▶	⚠	⚠	✔	➔	➔	➔
<i>Preparation of data collection</i>	▶	✔	➔	▶	➔	➔	➔
<i>Portfolio analysis</i>	▶	✔	✔	⚠	➔	➔	➔
<i>Data collection</i>	▶	✔	✔	➔	➔	➔	➔
<i>Benchmarking</i>	▶	➔	➔	✔	⚠	⚠	⚠
<i>Preparation of draft thematic reports</i>	▶	⚠	⚠	▶	✔	✔	✔
<i>Finalization of thematic reports</i>	▶	✔	✔	⚠	➔	➔	➔
<i>Preparation of draft synthesis reports</i>	▶	➔	➔	✔	⚠	⚠	✔
<i>Finalization of synthesis reports</i>	✔	➔	➔	⚠	⚠	⚠	⚠

**Legend**

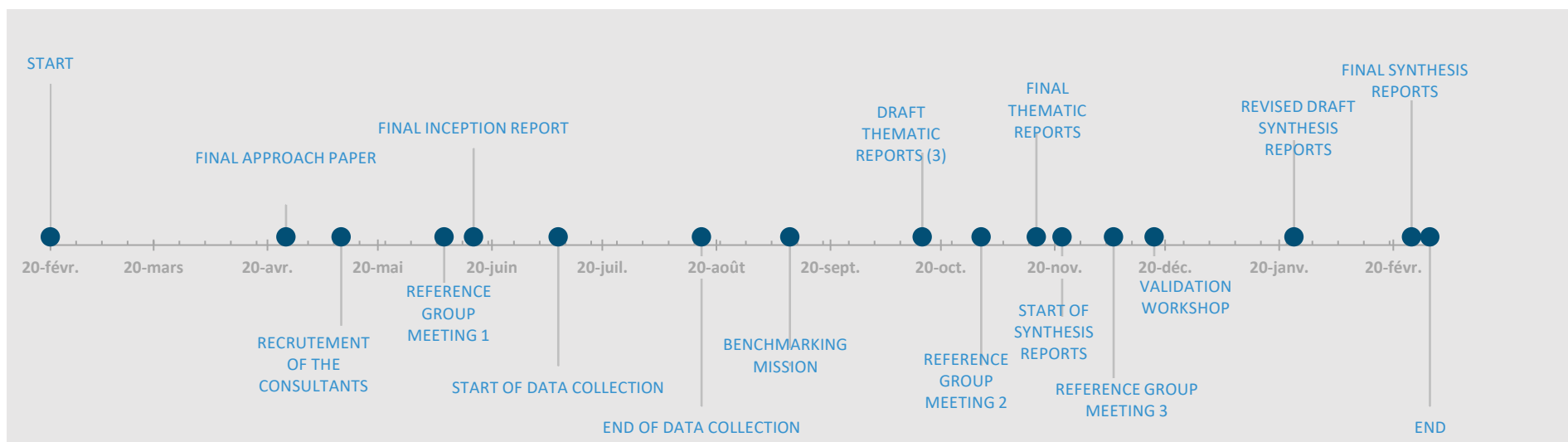
<i>C - Coordinate</i>	▶	<i>Ensures that all team members involve play their role and deliver per agreed timeline</i>
<i>S - Support</i>	➔	<i>Contribute during the process by delivering information for the completion of the task</i>
<i>R - Review</i>	⚠	<i>Contributes by providing comments and ensuring the quality of the delivery</i>
<i>D - Deliver</i>	✔	<i>Initiate the task and is primary responsible for the delivery of the task</i>

**5.6. Communication and dissemination**

To be drafted in collaboration with the Knowledge management officer of the evaluation.

## 6. Annexes

### 6.1. Indicative timeline



DATE	MILESTONES
20/02/2019	Start
25/04/2019	Final Approach Paper
10/05/2019	Recruitment of the Consultants
07/06/2019	1 <sup>st</sup> Reference Group Meeting 1
15/06/2019	Final Inception Report
08/07/2019	Start of Data Collection
16/08/2019	End of Data Collection
09/09/2019	Benchmarking Mission
15/10/2019	Draft Thematic Reports (3)
31/10/2019	2 <sup>nd</sup> Reference Group Meeting
15/11/2019	Finalization of Thematic Reports
22/11/2019	Start of Synthesis Reports
06/12/2019	3 <sup>rd</sup> Reference group meeting
17/12/2019	Validation Workshop
24/01/2020	Revised Draft Synthesis Reports
25/02/2020	Final Synthesis Reports
01/03/2020	End



## **6.2. Terms of Reference (ToR) for Team Leader in charge of evaluating the partnerships of the African Development Bank**

### **1. Introduction**

The Independent Development Evaluation (IDEV) of the African Development Bank Group (the Bank or AfDB hereafter) requires the services of a Team Leader to support the evaluation of the Bank's financing, non-financing partnerships, and loan syndications.

The Team leader is expected to have extensive experience in evaluating partnerships activities and in managing evaluation teams for assignments in Multilateral Development Banks (MDBs), Development Finance Institutions (DFIs), and other bilateral agencies.

The position holder is to be expected to support IDEV's evaluation team in the activities leading to the i) delivery of an Inception Report (IR) with a detailed methodology for the evaluation; ii) delivery of a final synthesis report of the evaluation and iii) providing intellectual and technical leadership throughout the evaluation process, from the inception to submission of the summary evaluation report.

The evaluation of the Bank's financing, non-financing partnerships, and loan syndications, aims to facilitate learning at the Bank by providing an evidence base on the current state of performance of partnerships at the AfDB. Specifically, the objectives of the evaluation are:

- To provide an assessment of the effectiveness and efficiency of the various partnerships' initiatives at the AfDB;
- To identify the factors affecting the performance of partnerships and the conditions under which they could achieve results, and
- To provide the Bank's Management and the Board with lessons and recommendations towards improving the effectiveness of the present and future partnerships.

The evaluation will examine both sovereign and non-sovereign operations borne out of the Bank's partnerships and loan syndication arrangements.

The assignment will be coordinated by a Task Manager (TM) and with support an IDEV team that will provide research support, data analysis and contribution to data collection and report writing.

### **2. Context of the assignment**

As articulated in the Bank's Long-term Strategy (LTS, 2013-2022), promoting effective partnerships are key to achieving the Bank's overall objective of poverty reduction for its regional member countries (RMCs). The LTS clearly outlines the Bank's partnership objective of becoming a partner of choice and Africa's premier development finance institution.

Preliminary analysis indicates that the Bank is involved in a range of partnerships estimated at 89. Of the 89, 24 are co-financing agreements while 46 are trust funds (TF). Others are coordination and cooperation (15), and knowledge, advisory and policy dialogue (4)<sup>6</sup>.

To achieve the partnership's objectives set by the Bank, a constant diagnosis is required to examine whether financing and non-financing partnerships are relevant and effective. Similarly, understanding how well the Bank is organized to deliver efficiently its partnership goals is critical.

The evaluation will focus on two equally important categories of partnerships, namely, financing and non-financing partnerships. While the former comprises of trust funds and co-financing, the latter will consist of coordination and cooperation, knowledge and technical

---

<sup>6</sup> Subject to revision based on the mapping exercise that will be conducted during the evaluation. Some TFs comprise activities related to coordination & cooperation and knowledge/advisory/policy dialogue.

assistance, as well as advisory and convening power. Whereas financing partnerships combine financial resources of partners to support development efforts and create opportunities for co-financing, non-financing partnerships instead use the range of strategic relationships with development partners and RMCs to facilitate the achievement of improved development outcomes in the continent.

The evaluation will also separately examine the Bank Group's loan syndications within the same period. Although the syndication of non-sovereign operations falls outside the definition of partnership, the evaluation takes the view that understanding its catalytic role in mobilizing additional development finance from the private sector in RMCs deserves attention. Therefore, it will examine how effective the Bank is in syndicating resources for non-sovereign operations.

The evaluation will examine both sovereign and non-sovereign operations borne out of the Bank's partnerships arrangements. The scope of the evaluation is limited to partnerships initiated by the Bank between 2008 and 2018.

### **3. Evaluation questions and framework**

**Questions:** The evaluation questions relate mainly to the relevance, effectiveness, efficiency and organizational performance of partnerships at the AfDB. Specifically, the following broad questions will be examined:

#### **a. Relevance**

- How relevant is the Bank's partnership strategic approach to achieving the TYS (2013-2022) and the High 5s?
- To what extent are the Bank's partnerships adequate to contribute to mobilizing and leveraging resources for the Bank?
- To what extent are the operations funded through the partnerships aligned with the Bank's objectives and support its lending programme?
- How can partnerships at the Bank be mapped? To what extent is the Bank's approach to identifying, designing, and entering into partnerships relevant?

#### **b. Effectiveness**

- How effective are financing and non-financing partnerships at the Bank in delivering expected outputs and outcomes? Have these results cause some unintended consequences? Have they contributed to make the Bank a more effective partner?
- How effective has the Bank been in mobilizing resources through the various types of partnerships? What factors affect the development effectiveness of each type of partnerships?
- To what extent have the results delivered through operations funded by the partnerships improved the Bank's contribution to development?
- How does the Bank compare with other partners in terms of delivering results through partnerships? What is the perception of other partners of the Bank capacity to be a partner of choice?
- What are the lessons and recommendations to improve partnership effectiveness?

#### **c. Efficiency**

- How optimal are the internal Bank structures, guidelines, institutional arrangements, resources, interdepartmental cooperation, business processes team work and incentives in place to optimize partnerships effectiveness and efficiency?

- To what extent does the DBDM process and the intended strengthening of regional offices (General Directorates) guide and support various forms of partnerships?
- To what extent the efficiency level has affected the Bank's objectives for partnerships?
- How does the Bank compare with other multilateral organizations in terms of partnerships' efficiency?
- What are the lessons and recommendations to improve the make the Bank a partner of choice?

#### **d. Sustainability**

- To what extent are the various types of partnerships sustainable?
- To what extent are the effects of the partnerships and their operations likely to sustain their positive effects? What factors affect their sustainability?
- How does the Bank compare with similar Multilateral Development Banks (MDBs)?

#### **e. Questions for evaluating loan syndications**

The evaluation questions relate mainly to the relevance, effectiveness, efficiency and organizational performance of loan syndications at the AfDB. Specifically, the following broad questions will be examined:

- How relevant is the Bank's approach to loan syndications key to achieving the LTS (2013-2022) and the High 5s?
- How effective are loan syndications in leveraging financing for the Bank's clients?
- What has been the performance of loan syndications at the Bank?
- How well is the Bank organized, both internally and externally, to effectively deliver on its loan syndications?
- Are the conditions in place to make the AfDB to lead syndication arrangements in the Africa?

**Framework of the evaluation:** As indicated above, to answer these overarching questions, the evaluation will be structured in three main thematic components consisting of the following sub-themes:

#### **[1] Financing partnerships: Co-financing and Trust Funds.**

#### **[2] Non-financing partnerships: Knowledge, Advisory, and Network-type partnerships, coordination and cooperation, including policy dialogue and convening power.**

#### **[3] Loan syndications.**

**Methodology and tools:** The evaluation will use a mixed methods approach including developing theories of change, outcome mapping, and whether the various of categories of partnerships yield value for money. The evaluation will also undertake stakeholders' survey, interviews, field visits, case studies, portfolio analysis and benchmarking with other MDBs. The final approach and analytical tools will be finalized during the inception phase.

## **4. Tasks and deliverables**

---

<sup>7</sup> Making the Bank a (i) catalyst, convener, and a connector', (ii) a 'trusted adviser', (iii) a 'credible knowledge broker' and (iv) a 'voice for development in Africa'.

The role of the Team Leader is to coordinate a team of thematic experts and ensure the quality and consistency of the evaluation's key deliverables. In this regard, the position holder will be responsible for:

- Participating in the inception phase including the scoping mission;
- Preparing an inception report for the evaluation including the specific analytical framework for synthesising the thematic reports; during the inception phase he will coordinate and contribute to the design of the evaluation tools namely, the evaluation matrix, the evaluation criteria rating matrix, the stakeholders' survey, the value for money methodology, the interview guides, the project review format;
- Supporting the IDEV team in ensuring internal coherence and quality of the evaluation framework, methodology, and tools;
- Supporting the IDEV team in the preparation of the data collection and supervising the delivery of key outputs by thematic experts;
- Participate in the data collection across various African countries, and a benchmark exercise with selected multilateral development banks;
- Supporting the application of survey tools for data collection, including drafting interview notes, preparation of the evidence binder and interim notes;
- Supporting the IDEV team to ensure that he, collaboratively with thematic experts, deliver all interview notes and data collected;
- Reviewing and contributing to the drafting and finalization of the three (3) thematic reports; he will provide guidance and supervision to the evaluation team to ensure the consistency of the thematic reports;
- Preparing the draft and contributing to finalizing the synthesis report of financing and non-financing partnerships;
- Supporting the finalization of the synthesis report on loan syndication.

In terms of deliverables, each thematic component of the partnership's evaluation (see above) will be delivered as a thematic report. Additionally, the thematic reports on financing and non-financing partnerships will be synthesized into a Final Synthesis Report. The thematic report on loan syndication will be synthesized into a separate standalone Summary Report.

In sum, the Team Leader will be accountable for the following deliverables:

**[1] The final inception report;**

**[2] The final synthesis report on financing and non-financing partnerships;**

**[3] The final synthesis report on loan syndications.**

## **5. Management of the Assignment**

### **6.**

The assignment will be coordinated by a Task Manager (TM) and an IDEV team that will provide support in research, data analysis, data collection, and report writing.

The TM will be responsible for the final deliverables of the evaluation. He will provide adequate guidance for the Team Leader and the thematic experts. He will also:

- Contribute to preparing all deliverables and ensure their finalization;
- Oversee the methodological aspects of the evaluation and ensure the coherence and relevance of all the deliverables;

- Lead the data collection and manage all consultations with key stakeholders in RMCs and MDBs;
  - Facilitate contributions by reference group members, peer-reviewers and key stakeholders;
  - Ensure that experts working on different aspects of the reports adequately address comments from stakeholders and reviewers to ensure its utilization;
  - Together with IDEV’s management, approve the final deliverables of the assignment.
- As part of the quality assurance process, the evaluation reference group as well as two peer-reviewers, one internal and another external, will review and provide comments on the evaluation’s key deliverables.

## 7. Timelines and Milestones

The assignment is expected to start in mid May 2019 and end in December 2019. The Team Leader should be willing to work from their country of residence as well as in Abidjan, and countries selected for fieldwork and data collection. The estimated workload for the Team Leader is **80** working days. The indicative timelines and milestones for delivering the assignment are stated in the table below.

Phase / Activities	Deliverables	Start	End	Working days
<b>Inception phase</b> Scoping mission	Final inception report	Mid-May 2019	End of June 2019	15
<b>Data Collection</b> Field visits Case studies Benchmarking	Emerging findings report	July 2019	Mid-Sep. 2019	15
<b>Data analysis</b>		Mid-Sep 2019	End-Oct. 2019	15
<b>Reporting</b> Drafting of the thematic report Revision of the report	Thematic Reports (3)	End-Oct. 2019	End Nov. 2019	20
<b>Finalization</b> Drafting of the Synthesis Report on Partnerships Finalizing the synthesis report	Synthesis Report on Partnerships	Nov. 2019	End-Dec. 2019	15
		End-Dec. 2019	End of Jan.2020	
<b>Total working days</b>				<b>80</b>

## 8. Consultant’s profile

Candidates applying for the Team Leader consultancy position should meet the following minimum qualifications and experience:

- A master’s degree with a minimum of 10 to 15 years of demonstrated knowledge and experience in the development evaluation, economics, finance, public policy, or other related topics.
- Extensive experience in evaluating financing partnerships, non-financing partnerships, syndicated Funds in MDBs and DFIs with strong knowledge of Africa’s development context.
- Experience in synthesizing evaluations or large volume of data in a strategic and compelling approach.

- Previous experience in thematic and corporate evaluations, especially various partnership arrangements and syndicated funds at the African Development Group or previous published research in the field of development partnerships will be advantages.
- Excellent verbal and written skills in English/French with a working proficiency in the second language.
- Proficiency in using quantitative and qualitative data analysis software's such as Stata, NVivo and Atlas.Ti, and Microsoft products including Windows, Word, Excel, PowerPoint. Mainly Stata and Atlas.Ti will be used for quantitative and qualitative analysis for this assignment.
- Demonstrated ability to write succinctly and manage complexity in evaluations will be an asset.
- Proven experience in coordinating a team highly skilled experts and ability to deliver as per stringent timelines.
- Availability to travel throughout the proposed data collection period is required.

### **6.3. Terms of Reference (ToR) for a thematic expert in charge of evaluating financing partnerships of the African Development Bank**

#### **1. Introduction**

The Independent Development Evaluation (IDEV) of the African Development Bank Group (the Bank or AfDB hereafter) requires the services of a Consultant with expertise in evaluating financing partnerships, particularly, trust funds and co-financing.

The Consultant is expected to have extensive experience in evaluating partnerships activities and in managing evaluation teams for assignments in Multilateral Development Banks (MDBs), Development Finance Institutions (DFIs), and other bilateral agencies.

The Financing Partnership thematic expert to expected to support IDEV's evaluation team in the activities leading to the i) delivery of an Inception Report (IR); ii) delivery of a thematic report on financing partnerships, and iii) providing intellectual and technical leadership in the execution of evaluation activities related to the Bank's financing.

The position holder is to expected to support IDEV's evaluation team in the activities leading to the i) delivery of an Inception Report (IR) with a detailed methodology for the evaluation; ii) delivery of a final synthesis report of the evaluation and iii) providing intellectual and technical leadership throughout the evaluation process, from the inception to submission of the summary evaluation report.

The evaluation of the Bank's financing, non-financing partnerships, and loan syndications. aims to facilitate learning at the Bank by providing an evidence base on the current state of performance of partnerships at the AfDB. Specifically, the objectives of the evaluation are:

- To provide an assessment of the effectiveness and efficiency of the various partnerships' initiatives at the AfDB;
- To identify the factors affecting the performance of partnerships and the conditions under which the could achieve results, and
- To provide the Bank's Management and the Board with lessons and recommendations towards improving the effectiveness of the present and future partnerships.

The evaluation will examine both sovereign and non-sovereign operations borne out of the Bank's partnerships and loan syndication arrangements.

The assignment will be coordinated by a Task Manager (TM) and with support an IDEV team that will provide research support, data analysis and contribution to data collection and report writing.

## 2. Context of the assignment

As articulated in the Bank's Long-term Strategy (LTS, 2013-2022), promoting effective partnerships are key to achieving the Bank's overall objective of poverty reduction for its regional member countries (RMCs). The TYS clearly outlines the Bank's partnership objective of becoming a partner of choice and Africa's premier development finance institution.

Preliminary analysis indicates that the Bank is involved in a range of partnerships estimated at 89. Of the 89, 24 are co-financing agreements while 46 are trust funds (TF). Others are coordination and cooperation (15), and knowledge, advisory and policy dialogue (4).

To achieve the partnership's objectives set by the Bank, a constant diagnosis is required to examine whether financing and non-financing partnerships are relevant and effective. Similarly, understanding how well the Bank is organized to deliver efficiently its partnership goals is critical.

The evaluation will focus on two equally important categories of partnerships, namely, financing and non-financing partnerships. While the former comprises of trust funds and co-financing, the latter will consist of coordination and cooperation, knowledge and technical assistance, as well as advisory and convening power. Whereas financing partnerships combine financial resources of partners to support development efforts and create opportunities for co-financing, non-financing partnerships instead use the range of strategic relationships with development partners and RMCs to facilitate the achievement of improved development outcomes in the continent.

The evaluation will also separately examine the Bank Group's loan syndications within the same period. Although the syndication of non-sovereign operations falls outside the definition of partnership, the evaluation takes the view that understanding its catalytic role in mobilizing additional development finance from the private sector in RMCs deserves attention. Therefore, it will examine how effective the Bank is in syndicating resources for non-sovereign operations.

The evaluation will examine both sovereign and non-sovereign operations borne out of the Bank's partnerships arrangements. The scope of the evaluation is limited to partnerships initiated by the Bank between 2008 and 2018.

## 3. Evaluation questions and framework

**Questions:** The evaluation questions relate mainly to the relevance, effectiveness, efficiency and organizational performance of partnerships at the AfDB. Specifically, the following broad questions will be examined:

### a. Relevance

- How relevant is the Bank's partnership strategic approach to achieving the TYS (2013-2022) and the High 5s?
- To what extent are the Bank's partnerships adequate to contribute to mobilizing and leveraging resources for the Bank?
- To what extent are the operations funded through the partnerships aligned with the Bank's objectives and support its lending programme?
- How can partnerships at the Bank be mapped? To what extent is the Bank's approach to identifying, designing, and entering into partnerships relevant?

### b. Effectiveness

- How effective are financing and non-financing partnerships at the Bank in delivering expected outputs and outcomes? Have these results cause some unintended consequences? Have they contributed to make the Bank a more effective partner?

- How effective has the Bank been in mobilizing resources through the various types of partnerships? What factors affect the development effectiveness of each type of partnerships?
- To what extent have the results delivered through operations funded by the partnerships improved the Bank's contribution to development?
- How does the Bank compare with other partners in terms of delivering results through partnerships? What is the perception of other partners of the Bank capacity to be a partner of choice?
- What are the lessons and recommendations to improve partnership effectiveness?

#### **c. Efficiency**

- How optimal are the internal Bank structures, guidelines, institutional arrangements, resources, interdepartmental cooperation, business processes team work and incentives in place to optimize partnerships effectiveness and efficiency?
- To what extent does the DBDM process and the intended strengthening of regional offices (General Directorates) guide and support various forms of partnerships?
- To what extent the efficiency level has affected the Bank's objectives for partnerships<sup>8</sup>?
- How does the Bank compare with other multilateral organizations in terms of partnerships' efficiency?
- What are the lessons and recommendations to improve the make the Bank a partner of choice?

#### **d. Sustainability**

- To what extent are the various types of partnerships sustainable?
- To what extent are the effects of the partnerships and their operations likely to sustain their positive effects? What factors affect their sustainability?
- How does the Bank compare with similar Multilateral Development Banks (MDBs)?

**Framework of the evaluation:** As indicated above, to answer these overarching questions, the evaluation will be structured in three main thematic components consisting of the following sub-themes:

**[1] Financing partnerships: Co-financing and Trust Funds.**

**[2] Non-financing partnerships: Knowledge, Advisory, and Network-type partnerships, coordination and cooperation, including policy dialogue and convening power.**

**[3] Loan syndications.**

**Methodology and tools:** The evaluation will use a mixed methods approach including developing theories of change, outcome mapping, and whether the various of categories of partnerships yield value for money (cost beef. The evaluation will also undertake stakeholders' survey, interviews, field visits, case studies, portfolio analysis and benchmarking with other MDBs. The final approach and analytical tools will be finalized during the inception phase.

---

<sup>8</sup> Making the Bank a (i) catalyst, convener, and a connector', (ii) a 'trusted adviser', (iii) a 'credible knowledge broker' and (iv) a 'voice for development in Africa'.



#### **4. Tasks and deliverables**

The role of the Consultant is to ensure the quality and consistency of the evaluation's key deliverables related to financing partnerships. In this regard, the position holder will be responsible for:

- Participating in the inception phase including the scoping mission;
- Contributing to finalizing the evaluation's inception report including specific tools and analytical frameworks for synthesizing the thematic report on financing partnerships;
- Supporting the IDEV team in ensuring internal coherence and quality of the evaluation framework, methodology, and tools;
- Supporting the IDEV team in the preparation of the data collection;
- Working in collaboration with the Team Leader and the other thematic experts;
- Participating in the data collection across various African countries, and a benchmark exercise with selected multilateral development banks;
- Supporting the development of survey tools for data collection, including drafting interview notes, preparation of the evidence binder and interim notes.
- Delivering a thematic report on financing partnerships.
- Contributing to finalizing the final synthesis report partnerships.

In terms of deliverables, the thematic expert will be accountable for the following deliverables:

**[1] Inception report on financing partnerships (cofinancing and trust funds);**

**[2] The final thematic report on financing partnerships;**

**[3] Contribution to the final synthesis report on partnerships.**

#### **5. Management of the Assignment**

The assignment will be coordinated by a Task Manager (TM) and an IDEV team that will provide support in research, data analysis, data collection, and report writing.

The TM will be responsible for the final deliverables of the evaluation. He will provide adequate guidance for the Team Leader and the thematic experts. He will also:

- Contribute to preparing all deliverables and ensure their finalization;
- Oversee the methodological aspects of the evaluation and ensure the coherence and relevance of all the deliverables;
- Lead the data collection and manage all consultations with key stakeholders in RMCs and MDBs;
- Facilitate contributions by reference group members, peer-reviewers and key stakeholders;
- Ensure that experts working on different aspects of the reports adequately address comments from stakeholders and reviewers to ensure its utilization;
- Together with IDEV's management, approve the final deliverables of the assignment.

As part of the quality assurance process, an evaluation reference group as well as two peer-reviewers, one internal and another external, will review and provide comments on the evaluation's key deliverables.

#### **6. Timelines and Milestones**

The assignment is expected to start in mid May 2019 and end in December 2019. The Consultant should be willing to work from their country of residence as well as in Abidjan, and countries selected for fieldwork and data collection. The estimated workload is 75 working days. The indicative timelines and milestones for delivering the assignment are stated in the below.

Phase / Activities	Deliverables	Start	End	Working days
<b>Inception phase</b> Scoping mission	Final inception report	Mid-May 2019	End of June 2019	15
<b>Data Collection</b> Field visits Case studies Benchmarking	Emerging findings report	July 2019	Mid-Sep. 2019	15
<b>Data analysis</b>		Mid-Sep 2019	End-Oct. 2019	15
<b>Reporting</b> Drafting of the thematic report Revision of the report	Thematic Report on Financing Partnerships	End-Oct. 2019	End Nov. 2019	20
<b>Finalization</b> Drafting of the Synthesis Report on Partnerships Finalizing the synthesis report	Synthesis Report on Partnerships	Nov. 2019	End-Dec. 2019	10
		End-Dec. 2019	End of Jan.2020	
<b>Total working days</b>				<b>75</b>

## 7. Consultant's Profile

Applicants for the thematic expert on financing partnerships consultancy position should meet the following minimum qualifications and experience:

- A master's degree with a minimum of 10-12 years of demonstrated knowledge and experience in the development evaluation, economics, finance, public policy, or other related topics.
- Extensive experience in evaluating financing partnerships in MDBs and DFIs with strong knowledge of Africa's development context.
- Previous experience in thematic and corporate evaluations, especially various financing partnership arrangements at the African Development Group or previous published research in the field of development partnerships will be advantages.
- Excellent verbal and written skills in English/French with a working proficiency in the second language;
- Proficiency in using quantitative and qualitative data analysis software's such as Stata, NVivo and Atlas.Ti, and Microsoft products including Windows, Word, Excel, PowerPoint. Mainly Stata and Atlas.Ti will be used for quantitative and qualitative analysis for this assignment.
- Demonstrated ability to write succinctly and manage complexity in evaluations will be an asset;
- Proven experience in working in a team of highly skilled experts and ability to deliver as per stringent timelines;
- Availability to travel throughout the proposed data collection period is required.

## **6.4. Terms of Reference (ToR) for a thematic expert in charge of evaluating non-financing partnerships of the African Development Bank**

### **1. Introduction**

The Independent Development Evaluation (IDEV) of the African Development Bank Group (the Bank or AfDB hereafter) requires the services of a Consultant with expertise in evaluating financing partnerships, particularly, trust funds and co-financing.

The Consultant is expected to have extensive experience in evaluating non-financing partnerships, coordination and policy dialogue activities for assignments in Multilateral Development Banks (MDBs), Development Finance Institutions (DFIs), and other bilateral agencies.

The expert on non-financing partnerships is expected to support IDEV's evaluation team in the activities leading to the i) delivery of an Inception Report (IR); ii) delivery of a thematic report on non-financing partnerships, and iii) Providing intellectual and technical leadership in the execution of evaluation activities related to the Bank's non-financing partnerships.

The proposed evaluation aims to facilitate learning at the Bank by providing an evidence base on the current state of performance of partnerships at the AfDB. Specifically, the objectives of the evaluation are:

- To provide an assessment of the effectiveness and efficiency of the various partnerships' initiatives at the AfDB;
- To identify the factors affecting the performance of partnerships and the conditions under which they could achieve results, and
- To provide the Bank's Management and the Board with lessons and recommendations towards improving the effectiveness of the present and future partnerships.

The assignment will be coordinated by a Task Manager (TM) and with support an IDEV team that will provide research support, data analysis and contribution to data collection and report writing.

### **2. Context of the assignment**

As articulated in the Bank's Long-term Strategy (LTS, 2013-2022), promoting effective partnerships are key to achieving the Bank's overall objective of poverty reduction for its regional member countries (RMCs). The LTS clearly outlines the Bank's partnership objective of becoming a partner of choice and Africa's premier development finance institution.

Preliminary analysis indicates that the Bank is involved in a range of partnerships estimated at 89. Of the 89, 24 are co-financing agreements while 46 are trust funds (TF). Others are coordination and cooperation (15), and knowledge, advisory and policy dialogue (4).

To achieve the partnership's objectives set by the Bank, a constant diagnosis is required to examine whether financing and non-financing partnerships are relevant and effective. Similarly, understanding how well the Bank is organized to deliver efficiently its partnership goals is critical.

The evaluation will focus on two equally important categories of partnerships, namely, financing and non-financing partnerships. While the former comprises of trust funds and co-financing, the latter will consist of coordination and cooperation, knowledge and technical assistance, as well as advisory and convening power. Whereas financing partnerships combine financial resources of partners to support development efforts and create opportunities for co-financing, non-financing partnerships instead use the range of strategic relationships with development partners and RMCs to facilitate the achievement of improved development outcomes in the continent.

The evaluation will also separately examine the Bank Group's loan syndications within the same period. Although the syndication of non-sovereign operations falls outside the definition of partnership, the evaluation takes the view that understanding its catalytic role in mobilizing additional development finance from the private sector in RMCs deserves attention. Therefore, it will examine how effective the Bank is in syndicating resources for non-sovereign operations.

The evaluation will examine both sovereign and non-sovereign operations borne out of the Bank's partnerships arrangements. The scope of the evaluation is limited to partnerships initiated by the Bank between 2008 and 2018.

### **3. Evaluation questions and framework**

**Questions:** The evaluation questions relate mainly to the relevance, effectiveness, efficiency and organizational performance of partnerships at the AfDB. Specifically, the following broad questions will be examined:

#### **a. Relevance**

- How relevant is the Bank's partnership strategic approach to achieving the TYS (2013-2022) and the High 5s?
- To what extent are the Bank's partnerships adequate to contribute to mobilizing and leveraging resources for the Bank?
- To what extent are the operations funded through the partnerships aligned with the Bank's objectives and support its lending programme?
- How can partnerships at the Bank be mapped? To what extent is the Bank's approach to identifying, designing, and entering into partnerships relevant?

#### **b. Effectiveness**

- How effective are financing and non-financing partnerships at the Bank in delivering expected outputs and outcomes? Have these results cause some unintended consequences? Have they contributed to make the Bank a more effective partner?
- How effective has the Bank been in mobilizing resources through the various types of partnerships? What factors affect the development effectiveness of each type of partnerships?
- To what extent have the results delivered through operations funded by the partnerships improved the Bank's contribution to development?
- How does the Bank compare with other partners in terms of delivering results through partnerships? What is the perception of other partners of the Bank capacity to be a partner of choice?
- What are the lessons and recommendations to improve partnership effectiveness?

#### **c. Efficiency**

- How optimal are the internal Bank structures, guidelines, institutional arrangements, resources, interdepartmental cooperation, business processes team work and incentives in place to optimize partnerships effectiveness and efficiency?
- To what extent does the DBDM process and the intended strengthening of regional offices (General Directorates) guide and support various forms of partnerships?
- To what extent the efficiency level has affected the Bank's objectives for partnerships<sup>9</sup>?

---

<sup>9</sup> Making the Bank a (i) catalyst, convener, and a connector', (ii) a 'trusted adviser', (iii) a 'credible knowledge broker' and (iv) a 'voice for development in Africa'.

- How does the Bank compare with other multilateral organizations in terms of partnerships' efficiency?
- What are the lessons and recommendations to improve the make the Bank a partner of choice?

#### **d. Sustainability**

- To what extent are the various types of partnerships sustainable?
- To what extent are the effects of the partnerships and their operations likely to sustain their positive effects? What factors affect their sustainability?
- How does the Bank compare with similar Multilateral Development Banks (MDBs)?

**Framework of the evaluation:** As indicated above, to answer these overarching questions, the evaluation will be structured in three main thematic components consisting of the following sub-themes:

**[1] Financing partnerships: Co-financing and Trust Funds.**

**[2] Non-financing partnerships: Knowledge, Advisory, and Network-type partnerships, coordination and cooperation, including policy dialogue and convening power.**

**[3] Loan syndications.**

**Methodology and tools:** The evaluation will use a mixed methods approach including developing theories of change, outcome mapping, and whether the various of categories of partnerships yield value for money. The evaluation will also undertake stakeholders' survey, interviews, field visits, case studies, portfolio analysis and benchmarking with other MDBs. The final approach and analytical tools will be finalized during the inception phase.

The role of the Consultant is to ensure the quality and consistency of the evaluation's key deliverables related to financing partnerships. In this regard, the position holder will be responsible for:

- Participating in the inception phase including the scoping mission;
- Contributing to finalizing the evaluation's inception report including specific analytical frameworks for synthesizing the thematic report on non-financing partnerships;
- Support the IDEV team in ensuring internal coherence and quality of the evaluation framework, methodology, and tools;
- Supporting the IDEV team in the preparation of the data collection;
- Work in collaboration with the Team Leader and the other thematic experts;
- Participate in the data collection across various African countries, and a benchmark exercise with selected multilateral development banks;
- Supporting the development of survey tools for data collection, including drafting interview notes, preparation of the evidence binder and interim notes.
- Delivering a thematic report on non-financing partnerships.
- Contributing to finalizing the final synthesis report partnerships.

The expert on non-financing partnerships will be accountable for the following deliverables:

**[1] Final inception report on non-financing partnerships (Knowledge, Advisory, and Network-type partnerships, coordination and cooperation, including policy dialogue and convening power);**

**[2] Final thematic report on non-financing partnerships;**

**[3] Contribution to the final synthesis report on partnerships.**

**4. Management of the Assignment**

The assignment will be coordinated by a Task Manager (TM) and an IDEV team that will provide support in research, data analysis, data collection, and report writing.

The TM will be responsible for the final deliverables of the evaluation. He will provide adequate guidance for the Team Leader and the thematic experts. He will also:

- Contribute to preparing all deliverables and ensure their finalization;
- Oversee the methodological aspects of the evaluation and ensure the coherence and relevance of all the deliverables;
- Lead the data collection and manage all consultations with key stakeholders in RMCs and MDBs;
- Facilitate contributions by reference group members, peer-reviewers and key stakeholders;
- Ensure that experts working on different aspects of the reports adequately address comments from stakeholders and reviewers to ensure its utilization;
- Together with IDEV’s management, approve the final deliverables of the assignment.

As part of the quality assurance process, an evaluation reference group as well as two peer-reviewers, one internal and another external, will review and provide comments on the evaluation’s key deliverables.

**5. Timelines and Milestones**

The assignment is expected to start in mid May 2019 and end in December 2019. The Consultant should be willing to work from their country of residence as well as in Abidjan, and countries selected for fieldwork and data collection. The estimated workload is **70** working days. The indicative timelines and milestones for delivering the assignment are stated in the table below.

Phase / Activities	Deliverables	Start	End	Working days
<b>Inception phase</b> Scoping mission	Final inception report	Mid-May 2019	End of June 2019	15
<b>Data Collection</b> Field visits Case studies Benchmarking	Emerging findings report	July 2019	Mid-Sep. 2019	15
<b>Data analysis</b>		Mid-Sep 2019	End-Oct. 2019	15
<b>Reporting</b> Drafting of the thematic report Revision of the report	Thematic Report on Non-Financing Partnerships	End-Oct. 2019	End Nov. 2019	20
<b>Finalization</b> Drafting of the Synthesis Report on Partnerships Finalizing the synthesis report	Synthesis Report on Partnerships	Nov. 2019	End-Dec. 2019	10
		End-Dec. 2019	End of Jan.2020	
<b>Total working days</b>				<b>70</b>

**6. Consultant’s Profile**

Applicants for the expert on non-financing partnerships consultancy position should meet the following minimum qualifications and experience:

- A master's degree with a minimum of 10-12 years of demonstrated knowledge and experience in the development evaluation, economics, finance, public policy, or other related topics.
- Extensive experience in evaluating non-financing partnerships in MDBs and DFIs with strong knowledge of Africa's development context.
- Previous experience in thematic and corporate evaluations, especially various non-financing partnership arrangements at the African Development Group or previous published research in the field of development partnerships will be advantages.
- Excellent verbal and written skills in English/French with a working proficiency in the second language.
- Proficiency in using quantitative and qualitative data analysis software's such as Stata, NVivo and Atlas.Ti, and Microsoft products including Windows, Word, Excel, PowerPoint. Mainly Stata and Atlas.Ti will be used for quantitative and qualitative analysis for this assignment.
- Demonstrated ability to write succinctly and manage complexity in evaluations will be an asset.
- Proven experience in coordinating a team highly skilled experts and ability to deliver as per stringent timelines
- Availability to travel throughout the proposed data collection period is required.

## **6.5. Terms of Reference (ToR) for a thematic expert in charge of evaluating loan syndications at the African Development Bank**

### **1. Introduction**

The Independent Development Evaluation (IDEV) of the African Development Bank Group (the Bank or AfDB hereafter) requires the services of a Consultant with expertise in evaluating financing partnerships, particularly, trust funds and co-financing.

The Consultant is expected to have extensive experience in evaluating loan syndications in Multilateral Development Banks (MDBs), Development Finance Institutions (DFIs), and other bilateral agencies.

The syndication's expert is expected to support IDEV's evaluation team in the activities leading to the i) delivery of an Inception Report (IR); ii) delivery of a thematic report on loan syndications, and iii) Providing intellectual and technical leadership in the execution of evaluation activities related to the Bank's loan syndication activities.

The proposed evaluation aims to facilitate learning at the Bank by providing an evidence base on the current state of performance of loan syndications at the AfDB. Specifically, the objectives of the evaluation are:

- To provide an assessment of the effectiveness and efficiency of loan syndication operations at the AfDB;
- To identify the factors affecting the performance of loan syndication and the conditions under which they could achieve results, and

- To provide the Bank's Management and the Board with lessons and recommendations towards improving the effectiveness of the present and future syndications.

The assignment will be coordinated by a Task Manager (TM) and with support an IDEV team that will provide research support, data analysis and contribution to data collection and report writing.

## **2. Context of the assignment**

As articulated in the Bank's Long-term Strategy (LTS, 2013-2022), promoting effective partnerships are key to achieving the Bank's overall objective of poverty reduction for its regional member countries (RMCs). The LTS clearly outlines the Bank's partnership objective of becoming a partner of choice and Africa's premier development finance institution.

The Bank has the objective of mobilizing additional resources from investors to fund long-term private sector projects. To that end, it has developed operational guidelines for syndication of Non-Sovereign Guaranteed loans since 2008. These guidelines are complementary of the Bank's private sector operations policies. According to these guidelines, "a syndicated loan is typically a large loan in which a group of financial institutions (the Syndicate) work together to provide funds for a Borrower. Usually, one or more lead banks (the Arranger) take a percentage of the loan and syndicate the rest to other financial institutions. To ensure that the Borrower does not have to deal with all syndicate members individually, an Agent (the Agent) acts as a focal point for and on behalf of all syndicate members".

The Bank offers two types of syndication solutions namely:

- A/B Loans whereby the Bank acts as Lender-of-Record by lending to a borrower, keeping part of the loan for its own book (the A Loan); and selling participations to commercial investors (the B Loan);
- Parallel financing where various DFIs lend under parallel facility agreements all coming under harmonized contractual arrangements.

As part of the evaluation of the partnerships of AfDB, it is envisaged to separately examine the Bank Group's loan syndications within the period of 2008 to 2018. Although the syndication of non-sovereign operations falls outside the definition of partnership, the evaluation takes the view that understanding its catalytic role in mobilizing additional development finance from the private sector in RMCs deserves attention. Therefore, it will examine how effective the Bank is in syndicating resources for non-sovereign operations.

## **3. Evaluation questions and framework**

**Questions:** The evaluation questions relate mainly to the relevance, effectiveness, efficiency and organizational performance of loan syndications at the AfDB. Specifically, the following broad questions will be examined:

- How relevant is the Bank's approach to loan syndications key to achieving the LTS (2013-2022) and the High 5s?
- How effective are loan syndications in leveraging financing for the Bank's clients?
- What has been the performance of loan syndications at the Bank?
- How well is the Bank organized, both internally and externally, to effectively deliver on its loan syndications?
- Are the conditions in place to make the AfDB to lead syndication arrangements in the Africa?

**Methodology and tools:** The evaluation will use a mixed methods approach including developing theories of change, outcome mapping, and whether the various of categories of loan syndication yield value for money. The evaluation will also undertake stakeholders' survey,



interviews, field visits, case studies, portfolio analysis and benchmarking with other MDBs. The final approach and analytical tools will be finalized during the inception phase.

#### **4. Tasks and deliverables**

The role of the expert on evaluating loan syndications is to ensure the quality and consistency of the evaluation's key deliverables. In this regard, the position holder will be responsible for:

- Participating in the inception phase including the scoping mission;
- Contributing to finalizing the evaluation's inception report including specific analytical frameworks for synthesizing the thematic report on loan syndications;
- Support the IDEV team in ensuring internal coherence and quality of the evaluation framework, methodology, and tools;
- Supporting the IDEV team in the preparation of the data collection and supervising the delivery of key outputs by thematic experts;
- Work in collaboration with the Team Leader and the other thematic experts;
- Participate in the data collection across various African countries, and a benchmark exercise with selected multilateral development banks;
- Supporting the development of survey tools for data collection, including drafting interview notes, preparation of the evidence binder and interim notes.
- Delivering a thematic report on loan syndications at the AfDB.
- Contributing to finalizing the final synthesis on loan syndications.

In terms of deliverables, the trust funds and co-financing expert will be accountable for the following deliverables:

**[1] Final inception report on loan syndication;**

**[2] Final thematic report on loan syndication;**

**[3] Final synthesis report on loan syndication.**

#### **5. Management of the Assignment**

The assignment will be coordinated by a Task Manager (TM) and an IDEV team that will provide support in research, data analysis, data collection, and report writing.

The TM will be responsible for the final deliverables of the evaluation. He will provide adequate guidance for the Team Leader and the thematic experts. He will also:

- Contribute to preparing all deliverables and ensure their finalization;
- Oversee the methodological aspects of the evaluation and ensure the coherence and relevance of all the deliverables;
- Lead the data collection and manage all consultations with key stakeholders in RMCs and MDBs;
- Facilitate contributions by reference group members, peer-reviewers and key stakeholders;
- Ensure that experts working on different aspects of the reports adequately address comments from stakeholders and reviewers to ensure its utilization;
- Together with IDEV's management, approve the final deliverables of the assignment.

As part of the quality assurance process, an evaluation reference group as well as two peer-reviewers, one internal and another external, will review and provide comments on the evaluation's key deliverables.

## 6. Timelines and Milestones

The assignment is expected to start in May 2019 and end in December 2019. The loan syndications expert should be willing to work from their country of residence as well as in Abidjan, and countries selected for fieldwork and data collection. The estimated workload is 75 working days. The indicative timelines and milestones for delivering the assignment are stated in the below.

Phase / Activities	Deliverables	Start	End	Working days
<b>Inception phase</b> Scoping mission	Final inception report on loan syndication	Mid-May 2019	End of June 2019	15
<b>Data Collection</b> Field visits Case studies Benchmarking	Emerging findings report	July 2019	Mid-Sep. 2019	15
<b>Data analysis</b>		Mid-Sep 2019	End-Oct. 2019	15
<b>Reporting</b> Drafting of the thematic report Revision of the report	Thematic Report on loan syndication	End-Oct. 2019	End Nov. 2019	20
<b>Finalization</b> Drafting of the Synthesis Report on Partnerships Finalizing the synthesis report	Synthesis Report on loan syndication	Nov. 2019	End-Dec. 2019	10
		End-Dec. 2019	End of Jan.2020	
<b>Total working days</b>				<b>75</b>

## 7. Consultant's Profile

Applicants for the expert on loan syndication consultancy position should meet the following minimum qualifications and experience:

- A master's degree with a minimum of 10-12 years of demonstrated knowledge and experience in economics, finance, or other related topics.
- Extensive experience in evaluating loan syndications in MDBs and DFIs with strong knowledge of Africa's development context.
- Previous experience in thematic and corporate evaluations, especially various non-sovereign syndicated funds at the African Development Group or previous study in the field of syndication and development finance will be advantages.
- Excellent verbal and written skills in English/French with a working proficiency in the second language.
- Proficiency in using quantitative and qualitative data analysis software's such as Stata, NVivo and Atlas.Ti, and Microsoft products including Windows, Word, Excel, PowerPoint. Mainly Stata and Atlas.Ti will be used for quantitative and qualitative analysis for this assignment.
- Demonstrated ability to write succinctly and manage complexity in evaluations will be an asset.
- Proven experience in working in a team of highly skilled experts and ability to deliver as per stringent timelines

- Availability to travel throughout the proposed data collection period is required.