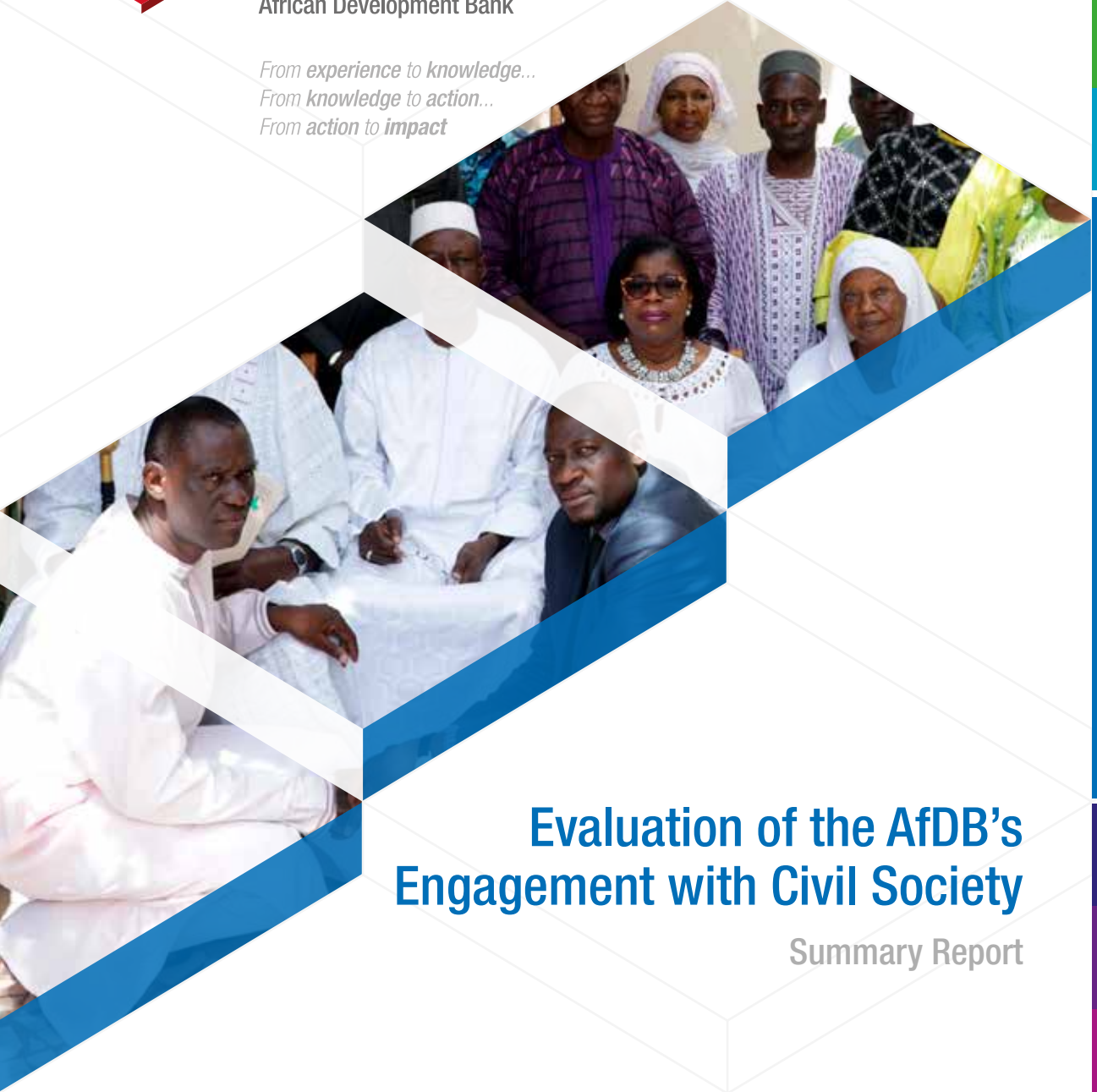


# IDEV

Independent Development Evaluation  
African Development Bank

*From experience to knowledge...*  
*From knowledge to action...*  
*From action to **impact***



## Evaluation of the AfDB's Engagement with Civil Society

Summary Report



AFRICAN DEVELOPMENT BANK GROUP

February 2021

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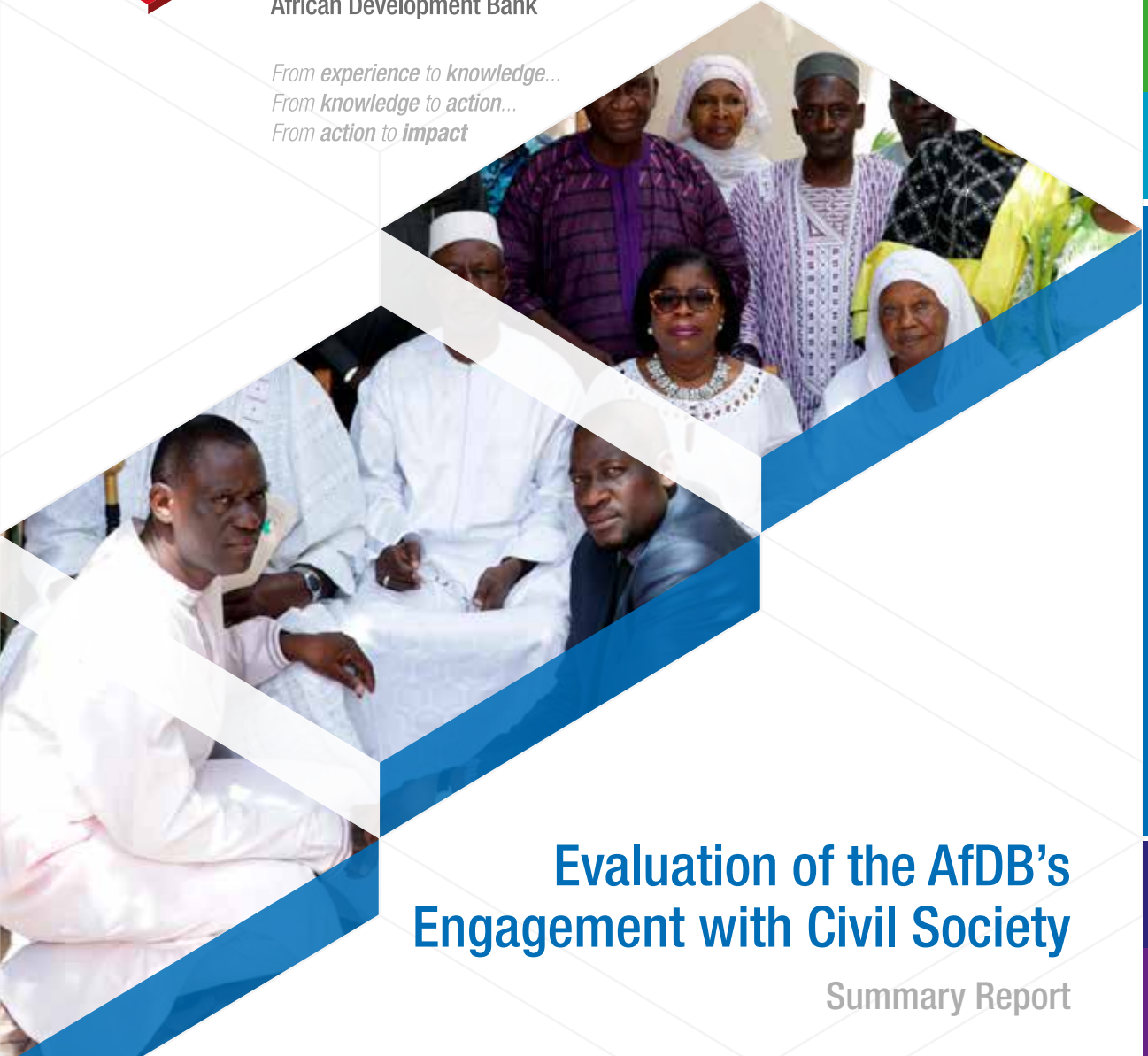




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AFRICAN DEVELOPMENT BANK GROUP

February 2021

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**Evaluation of the AfDB's Engagement with Civil Society – Summary Report**  
IDEV Corporate Evaluation, February 2021

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

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# Abbreviations and Acronyms

<b>ADF</b>	African Development Fund	<b>MDO</b>	Multilateral Development Organization
<b>AERC</b>	African Economic Research Consortium	<b>MOPAN</b>	Multilateral Organization Performance Assessment Network
<b>AfDB</b>	African Development Bank Group	<b>MoU</b>	Memorandum of Understanding
<b>AHGC</b>	Gender, Women and Civil Society Department	<b>MTP</b>	Medium Term Plan
<b>AHGC2</b>	Civil Society and Community Engagement Division	<b>NGO</b>	Non-Governmental Organization
<b>AHHD</b>	Human Capital, Youth and Skills Development Department	<b>NSO</b>	Non-Sovereign Operation
<b>AHVP</b>	Agriculture, Human and Social Development Complex	<b>PAR</b>	Project Appraisal Report
<b>AsDB</b>	Asian Development Bank	<b>PCN</b>	Project Concept Note
<b>BCRM</b>	Compliance Review and Mediation Unit	<b>PCR</b>	Project Completion Report
<b>BTOR</b>	Back-to-Office Report	<b>PENP</b>	Energy Partnerships Department
<b>CBO</b>	Community-Based Organization	<b>PGCL</b>	Office of the General Counsel and Legal Services
<b>CDN</b>	Country Diagnostic Note	<b>PGCL4</b>	Administrative Affairs Division of PGCL
<b>CODE</b>	Committee on Operations and Development Effectiveness	<b>PIAC</b>	Office of Integrity and Anti-Corruption
<b>COVID-19</b>	Corona Virus Disease 2019	<b>PSEG</b>	Office of the Secretary General and General Secretariat
<b>CRF</b>	COVID-19 Rapid Response Facility	<b>RDGC</b>	Central Africa Regional Development and Business Delivery Office
<b>CS</b>	Civil Society	<b>RDGE</b>	East Africa Regional Development and Business Delivery Office
<b>CSE</b>	Civil Society Engagement	<b>RDGN</b>	North Africa Regional Development and Business Delivery Office
<b>CSO</b>	Civil Society Organization	<b>RDGS</b>	Southern Africa Regional Development and Business Delivery Office
<b>CSP</b>	Country Strategy Paper	<b>RDGW</b>	West Africa Regional Development and Business Delivery Office
<b>DAI</b>	Disclosure and Access to Information	<b>RISP</b>	Regional Integration Strategy Paper
<b>DBDM</b>	Development and Business Delivery Model	<b>RMC</b>	Regional Member Country
<b>EC</b>	European Commission	<b>SDG</b>	Sustainable Development Goal
<b>ECGF</b>	Governance and Public Financial Management Coordination Office	<b>SNSP</b>	Strategy and Operational Policies Department
<b>ECMR</b>	Macroeconomic Policy, Forecasting and Research Department	<b>SWOT</b>	Strengths, Weaknesses, Opportunities and Threats
<b>ECNR</b>	African Natural Resources Centre	<b>TTF</b>	Thematic Trust Fund
<b>ECVP</b>	Economic Governance and Knowledge Management Complex	<b>TOC</b>	Theory of Change
<b>ESIA</b>	Environmental and Social Impact Assessment	<b>ToR</b>	Terms of Reference
<b>EU</b>	European Union	<b>TYS</b>	Ten-Year Strategy
<b>EVRD</b>	Evaluation Results Database	<b>UFE</b>	Utilization-Focused Evaluation
<b>GCI</b>	General Capital Increase	<b>UN</b>	United Nations
<b>IDEV</b>	Independent Development Evaluation	<b>UNEP</b>	United Nations Environment Programme
<b>IRM</b>	Independent Review Mechanism	<b>VNR</b>	Voluntary National Review
<b>KII</b>	Key Informant Interview	<b>VOPE</b>	Voluntary Organization for Professional Evaluation
<b>KPI</b>	Key Performance Indicator	<b>WB</b>	World Bank
<b>M&amp;E</b>	Monitoring and Evaluation		
<b>MDB</b>	Multilateral Development Bank		







# Executive Summary

## Introduction

The African Development Bank Group (AfDB, or the Bank) adopted a [Civil Society Engagement \(CSE\) Framework](#) in 2012, later complemented by a CSE Action Plan (2019–2021). The CSE Framework built on the [Policy and Guidelines for Cooperation with Civil Society Organizations](#), which was approved in 1999.

The Independent Development Evaluation (IDEV) approved Work Program for 2019–2021 includes a corporate evaluation of the Bank's Engagement with Non-State Actors.<sup>1</sup> The purpose of this evaluation is to facilitate effective implementation of the CSE Action Plan (2019–2021) and to inform the design of a new CSE Strategy. Its objectives are: (i) to review the type and extent of engagement between the Bank and Civil Society, including processes and outcomes, and the Bank's strengths and weaknesses in this area; (ii) to explore the nature, type and capacities of civil-society partners, and their needs vis-à-vis the Bank's priorities and capacities related to CSE; and (iii) to generate lessons and recommendations for effective engagement with Civil Society Organizations (CSOs).

The main evaluation questions were: (i) To what extent is the Bank's conceptualization of CSE relevant and coherent? (ii) How effectively and efficiently has CSE been operationalized in the Bank since 2012 at the corporate, Regional Member Country (RMC) and project levels? (iii) To what extent have the Bank's processes and mechanisms for CSE facilitated meaningful engagement with Civil Society at the three levels and across the three focus areas (outreach, dialogue and partnership) defined by the CSE Framework? (iv) What lessons and best practices can the Bank apply to enhance CSE for inclusive growth going forward?

## Methodology

The evaluation used a combination of evaluation approaches.<sup>2</sup> Data-collection methods included: (i) an online survey that targeted Bank staff and consultants (henceforth referred to as "Bank staff") and civil-society actors; (ii) country case studies; (iii) synthesis of evaluative evidence from development organizations; (iv) Bank corporate policy and strategy document reviews; and (v) Key Informant Interviews (KIIs) and Focus Group Discussions (FGDs). The evaluation period covered 2012–2019, which took into account the implementation of the 2012 CSE Framework.

Initially, field missions were planned for the five country case studies: Chad, Côte d'Ivoire, Kenya, South Africa and Tunisia. However, due to the travel restrictions imposed as a result of the COVID-19 pandemic, only three country case studies were undertaken (Chad, Côte d'Ivoire, Kenya). The selection criteria for the country case studies included (i) regional representation; (ii) timing of the latest Country Strategy Paper (CSP) and whether a Civil Society Officer was involved in its development; (iii) the presence of a Civil Society Officer in the Bank's Regional Office; and (iv) previous and upcoming CSO activities in the country, including CSO Open Days and workshops.

## Main Findings

### To what extent is the Bank's conceptualization of CSE relevant and coherent?

**The conceptual and normative basis for CSE at the AfDB is partially relevant to the Bank's priorities and coherent in key Bank documents.**

The 2012 CSE Framework was consistent with the 1999 Policy and the 2001 Handbook on CSE. It reflected the Bank's operational modality and reinforced guidance on entry points for CSE at the strategic level and across the Bank's operations. Although the existing guiding documents (Civil Society Policy, CSE Framework and Action Plan) for CSE are well-defined and valid, they are scattered, and not well known or understood by the Bank's staff and Civil Society. This limits their potential use for guiding CSE at the corporate, RMC and project levels.

**What the Bank aims to achieve by engaging with CSE has not yet been made clear.** The lack of a Monitoring and Evaluation (M&E) framework has hampered monitoring, learning and knowledge management of CSE experiences.

**Attention to CSE in the Bank's Ten-Year Strategy (TYS) was reflected in its inclusive growth agenda, acknowledging the private sector and Civil Society as key development partners, and through cross-cutting themes, namely gender, anti-corruption and governance.** The evaluation found that the subsequent CSE Action Plans issued after the 2012 CSE Framework had missed the opportunity to address the Sustainable Development Goals (SDGs) and Agenda 2030, driven by the principle of inclusion and "Leaving No One Behind."

**The Bank's strategic and convening positioning has not fully reflected CSE in the design of the Bank's strategies and priorities, and its dialogues at the RMC level.** CSE at the project level is more advanced than at the strategic level, especially in some sectors such as agriculture, water and sanitation. Most corporate documents provide little reference or guidance on CSE. In the future, however, the current Civil Society Division's representation in relevant Reference Groups will improve CSE in the design of new policies and strategies.

**Consistent with the 2012 CSE Framework, several noteworthy corporate-level initiatives**

**have been institutionalized across the Bank, but their uptake could be further enhanced.**

These initiatives include the CSO Forum, the CSO Committee and the CSO database that strengthen CSE mechanisms. Since 2012, awareness raising has been undertaken through a CSE-related newsletter, internal and external outreach events, and CSO Open Days. However, their timing (mostly occurring since 2015), frequency and effectiveness are limited by their perceived external focus.

**Partnership is a key mechanism for facilitating CSE at various levels; however, the evaluation identified some missed opportunities.**

Internal collaboration between Civil Society and the Bank's gender teams has been action-oriented, complementing each team's agenda and strengths with a stronger need to leverage opportunities. Similarly, there was strategic engagement between the Civil Society and Community Engagement (AHGC2) team, the Safeguards and Compliance (SNSC) team, and the Compliance Review and Mediation Unit (BCRM). As far as the governance agenda is concerned, limited evidence was found of effective internal collaboration to achieve common objectives such as policy dialogue, partnership, outreach and communication.

**How effectively and efficiently has CSE been operationalized in the Bank?**

**The Bank's CSE-related interventions were found to be more efficient and effective at the corporate and project levels, compared with the RMC and Regional Office level.** The recent staffing-up of the Civil Society Division and the level of coordination and support within the Civil Society team have enhanced CSE at the corporate level, while regional level CSE was limited by insufficient resources, with the exception of the West and South regions. Since the creation of the Civil Society Division in 2016, progress has been made mainly in outreach and communication, but less so in terms of partnerships and dialogue or consultation. The lack of clarity regarding staff roles and the unavailability of CSE-specific operational

tools have hampered the effectiveness of CSE. The ongoing development of guidelines for the integration of CSE into the CSP process and project cycle by the Civil Society Division are positive steps going forward.

### Communication and outreach

**At the corporate level, the evaluation found progress with respect to disclosure and access to information.** The Disclosure and Access to Information (DAI)<sup>3</sup> Policy recognized the pivotal role of CSOs in transferring the Bank's information to affected communities, at the same time as the 2012 CSE Framework was being developed, underlining the importance of disclosure and transparency. However, the Bank website was not cited as the top source of information about the Bank's operations and its engagement mechanisms with Civil Society. Furthermore, low awareness regarding the CSO database within the Bank hindered efficient communication and outreach, especially at the RMC level.

**Learning and communication about CSE was limited until the Civil Society Division recently introduced its e-newsletter.** Long existing corporate resources, such as the press digest and the CSO Portal, have been under-utilized. Press announcements about country-level CSO Open Days and signatures of partnership agreements have focused on process at the expense of tangible and actionable outcomes. The Civil Society Division has introduced initiatives such as external website and social media platforms to improve communication with CSOs.

**Communication is only one-way between the Bank and CSOs.** The Civil Society Division uses the CSO database contact list and the website to share information with Civil Society. The CSO survey responses identified peers (network/umbrella organizations) and development partners as the main channels that were used to learn about the Bank's activities (42 percent), followed by governments (18 percent), and AfDB

Country Offices (17 percent). However, there is no communication channel that operates the other way around, except during the CSO Forum. The Civil Society testimonies reveal that reaching out to the Bank's departments is almost impossible at all levels (headquarters, regional, country, project).

**Mechanisms for monitoring and learning from outreach activities were limited.** The lack of data collection and reporting about outreach activities hindered actionable learning from the implementation of CSO Open Days and other awareness-raising activities.

### Consultation and dialogue

**The most sustained example of corporate-level dialogue is the CSO Forum, which was started before the release of the 2012 CSE Framework.** The first CSO Forum was held in 2009, in conjunction with the Bank's Annual Meetings, and highlighted an internal consultative process reflected in its themes. However, the link between the CSO Forum and the CSO Committee is weak. In addition, the operational role of the CSO Forum was never made fully clear. The spectrum of participating Civil Society actors did not represent the diversity of the African continent, and the Bank's geographical coverage.

**At country and regional levels, AfDB Offices do not systematically engage with CSOs.** Consistent with the 2012 CSE Framework, the value of CSE in CSP development and review has been acknowledged by both the Bank staff and CSOs. This shows signs of improvement in CSE in terms of CSP development. Nonetheless, the lack of tools, guidelines and resources for CSE at the RMC level has hindered meaningful engagement.

**There is limited evidence on the effectiveness of the Bank's efforts to foster policy dialogue that involve Civil Society.** Even though CSP and Regional Integration Strategy Paper (RISP) development drives RMC- and regional-level engagement with the Bank, CSP development

processes have limitation in providing an institutional arrangement at the country level that allows for a significant policy dialogue between Civil Society, governments and other stakeholders.

### Partnerships

**The evaluation found internal and external collaboration to be a significant driver in enhancing meaningful CSE.** Confirming the findings from IDEV's evaluation of the Bank's partnerships, evidence was lacking on the criteria used by the Bank to identify and partner with CSOs, either formally or informally.

**The evolution of trust funds at the Bank has allowed it to address issues not traditionally addressed through standard projects, including in CSE.** Trust funds have been instrumental in strengthening the Bank's lending and non-lending portfolios. In RMCs with fragile situations, several Bank-funded emergency projects with successful direct and indirect partnerships with CSOs were identified.

**Research, evaluation and knowledge generation and brokerage were found to be mutually beneficial.** The relevance and importance of strategically partnering with academia was notable, but the lack of operationalized procedures limited strategic linkages to the broader CSE agenda.

## Recommendations

The evaluation proposes the following recommendations.

**Recommendation 1:** Enhance awareness and common understanding of the purpose and potential value-added of CSE to the Bank's mandate. The following actions are suggested to address this issue:

- a. Communicate more widely the guiding documents, tools and mechanisms for CSE (CSO database, CSO Forum, CSO Committee, etc.)

among Bank staff, as well as CSOs, through the use of appropriate media (e.g., internal and external outreach events, publications, website, and mainstream and social media).

- b. Strengthen internal collaboration across the Bank's departments to consolidate CSE efforts by creating adequate space and relevant incentives.
- c. Develop an M&E framework for CSE that clarifies the CSOs' added value, the Bank's spheres of influence, dimensions of expected change, and indicators to monitor and measure results.
- d. Integrate the CSE output and outcome indicators into the Bank's Results Framework.
- e. Prioritize learning and knowledge management around CSE.

**Recommendation 2:** Enhance the resourcing approach for effective implementation of CSE. To address this issue, the Bank could consider employing the following actions:

- a. Develop operational guidelines to accompany the Bank's strategic commitment to CSE at the three levels (corporate, RMC and project) and across existing engagement mechanisms (including communication and outreach, consultation and dialogue, and partnerships).
- b. Explore alternative funding sources such as Thematic Trust Funds for projects that either involve CSOs as implementing agents or as beneficiaries.
- c. Ensure adequate staffing at Bank headquarters and regional levels (including engagement of focal points at the country level) with clearly defined roles and responsibilities to foster the CSE agenda.

**Recommendation 3:** Strengthen CSE in policy dialogue at the country and regional levels to contribute to the Bank's agenda of inclusive growth

and good governance. The following actions could be considered by the Bank to facilitate this process:

- a. Provide clear guidance to foster CSE in policy dialogue in the new CSE strategy and operational guidelines.
- b. Set up institutional arrangements at the country level to facilitate policy dialogue between the Bank, CSOs, governments and other stakeholders.
- c. Systematize and regularize CSO Open Days at the country level to foster partnerships. ■





10<sup>th</sup> anniversary  
CIVIL SOCIETY  
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Engaging Civil Society to Accelerate Regional Integration

# Management Response

Management welcomes IDEV's evaluation of the Bank's Civil Society Engagement (CSE) and acknowledges IDEV's recommendations to increase awareness, build a common understanding, and better resource CSE, particularly at the country and regional levels. IDEV's evaluation is timely, as Management will soon begin designing a CSE strategy that will outline the trajectory of the Bank's engagement with Civil Society and articulate ways to better mainstream CSE into Bank policies and operations. The strategy will be aligned to GCI-VII and ADF-15 commitments and will lay the groundwork for making CSE a Bank-wide mandate, helping the institution practise CSE more systematically as it delivers on the High 5s. This note presents Management's response to the key issues raised in IDEV's evaluation and outlines actions—both planned and ongoing—in line with IDEV's recommendations.

## Introduction

Management welcomes IDEV's independent evaluation of the Bank's Civil Society Engagement (CSE) between 2012 and 2019 and is encouraged that IDEV considers CSE to be relevant to stimulating inclusive, participatory growth in Africa. Management takes note of the following findings, noted in IDEV's report:

- As per the Bank's Ten-Year Strategy 2013–2022, the Bank's agenda for inclusive growth acknowledges the role of Civil Society and private sector as key development partners. CSE is also reflected in the Bank's cross cutting priorities: gender, accountability, and governance.
- The Bank has made important strides with respect to disclosure and access to information. The Bank should continue to improve two-way communication at both the corporate and project levels to facilitate access to information by Civil Society and the wider public.
- The Bank's trust funds have allowed the Bank to address issues not typically addressed in standard projects, including issues related to CSE. In Regional Member Countries (RMCs) with fragile situations, several Bank-funded emergency projects were implemented through successful direct and indirect partnerships with Civil Society Organisations (CSOs).

- Partnerships with relevant Bank Departments and with external partners were a substantial driver in enhancing meaningful CSE. Research, evaluation, and knowledge generation and brokerage have benefited both the Bank and its partners.

IDEV's evaluation will inform the ongoing institutionalisation of guidelines and tools for mainstreaming CSE in country strategy papers (CSPs), regional integration strategy papers (RISPs), and Bank-funded projects. IDEV's evaluation will also inform the ongoing design of a capacity-building programme to train staff and CSOs in CSE. Finally, the Bank's new CSE strategy will incorporate IDEV's key recommendations, including these three elements:

- Enhance awareness and common understanding of the purpose and potential valued added of CSE to the Bank's mandate.
- Increase available human and financial resources to engage Civil Society more effectively.
- Practise more CSE in policy dialogue at the country and regional levels to contribute to the Bank's agenda on inclusive growth and good governance.

The development of a new CSE strategy will strengthen CSE in the Bank further by introducing

key performance indicators (KPIs) and deliverables that will measure how the Bank's CSE activities impact the Bank's development agenda, the sustainable development goals, and Agenda 2063 based on the principle of "leaving no one behind."

## The Bank's Institutional Arrangements in Support of CSE

Management welcomes IDEV's recognition that the 2012 CSE framework—as well as the policy of 1999 and a handbook issued in 2001—established certain operational modalities and identified entry points for CSE, both at the strategic level and across the Bank's operations. The creation in 2017 of a Civil Society and Community Engagement Division (AHGC2) within the Gender, Women and Civil Society Department (AHGC) in the Agriculture Human and Social Development Complex (AHVP) was a consequence of the 2012 Framework: prior to this, the Bank's CSE resources had consisted of just one person, the principal Civil Society officer. The creation of AHGC2 thus marked an important milestone in the development of the Bank's capacity to engage Civil Society as a means of making Bank operations more inclusive, thus improving Africans' quality of life. Staffing the division improved the understanding and practise of CSE at the Bank's headquarters and in regional offices and increased public awareness of the Bank and its operations. It should be noted, however, that this timeline means that the bulk of AHGC2's activities has occurred in the last two years of the period covered by IDEV's evaluation with substantial progress having been made including the design of guidelines for CSE in country level policy dialogue, systematic Civil Society consultation in the preparation of CSPs and the organisation of CSO Open Days in all five regions; the ongoing development of CSE mainstreaming tools for projects; and CSE inputs provided to corporate sector and cross sectoral strategies and partnerships established and strengthened with relevant external partners.

In this regard, and in response to IDEV's finding of limited evidence of CSE in the design of the Bank's priorities and strategies, Management would like to submit evidence of several notable advancements:

- The appointment of Civil Society officers to country and regional teams during the preparation, midterm review, and extension of CSPs has caused CSE to be mainstreamed into CSPs and RISPs in all RMCs where CSP/RISP work was scheduled in 2019 and 2020.
- The inclusion of Civil Society officers in the reference groups that help prepare policies and operations strategies has caused CSE to be better integrated in the operational tools used by the Bank's departments. Examples include the Water and Sanitation Strategy where Civil Society participation will be promoted in all its water dialogue and operations; the Bank's Strategy for Economic Governance, with the strengthening of demand-side governance and Civil Society Engagement on transparency, anti-corruption and accountability in Bank projects; the Gender Strategy with the role of Civil Society in enhancing gender quality and women's empowerment in the design and implementation of Bank policies, programmes and projects.
- CSE is reflected in policy documents and tools being developed by other corporate departments as well: for example, the Guidelines for Transparency and Accountability on the Bank's COVID-19 Response Facility, the Urban Resilience and Fragility Assessment Tool, and the Feed Africa Response to COVID-19. These materials have a common thread, namely, the recommendation to leverage partnerships with CSOs on key interventions in order to increase and improve development impact.
- The Bank-CSO Committee has been revamped to include both CSOs and staff from the sectors that make up the High 5s. Regions are now better represented as well. Furthermore, the CSO

database has been updated and upgraded to provide credible and reliable contact information on CSOs. It will eventually become an interactive knowledge platform.

- The Bank currently employs two Civil Society regional officers in the Regional Office for Southern Africa (RDGS) and the Regional Office for West Africa (RDGW). The Bank is calling for three additional Civil Society officers in the Regional Office for Central Africa (RDGC), the Regional Office for East Africa (RDGE), and the Regional Office for North Africa (RDGN). Meanwhile, the M&E Officer in AHGC currently working on Gender, shall provide support to the development of a CSE M&E Framework by a consultant as well as support overall M&E activities on CSE across the Bank.
- Management is drafting terms of reference for the designation, roles, and responsibilities of CSE focal points in country offices, the appointment of whom was recommended by IDEV.
- The Bank is in the process of developing several tools and guidelines to better incorporate CSE in the Bank's operations, to guide staff on the importance and purpose of CSE, and to train staff to mainstream CSE into Bank policies and operations. Guidelines for CSE in RISPs/CSPs are being finalised; a toolkit for mainstreaming CSE in Bank-funded projects is being developed as well as Guidelines for handling complaints; and a Programme for Building Capacity on CSE. All are at the final stages of development pending the validation process.
- Finally, the Bank is also carrying out a mapping of existing funds that support CSOs with the aim of understanding the current arrangements and to inform the development of a new mechanism, if relevant. The financing mechanism will include either a sustainable, stand-alone instrument or a window within an existing trust fund and shall recommend alternative means of funding CSE other than the envisaged trust fund. Funding

of CSE on existing operations of the Bank shall also be leveraged where applicable, to ensure an effective institutionalization of its engagement with Civil Society, by supporting CSOs to contribute to the implementation of the High 5s.

Other alternative funding sources could include a shared agenda with relevant development partners in the High 5s and in fragile states; shared value where funds are raised through private sector projects that have significant impact on vulnerable populations; and crowdfunding which is an online platform that helps overcome the geographical divide between those seeking and those providing individual funds.

This initiative responds to IDEV's finding that trust funds have been instrumental in strengthening the Bank's lending and non-lending portfolio, however, lessons should be drawn from past initiatives particularly the Congo Basin Forest Fund (CBFF). IDEV's evaluation of the CBFF found out that results were inefficiently delivered and were unlikely to be sustained.

## The Bank's Engagement Mechanisms

Management agrees with IDEV that before 2019, some opportunities for partnerships were missed. Since AHGC2 has been staffed, efforts to enhance partnerships both internally and externally have yielded results:

- Internally, AHGC2 has systematically engaged with other Bank departments and units. As such, 11 departments are represented on the Bank-CSO Committee, whose mandate is to advise the Bank on forging stronger relations and partnerships with the CSO community and engage CSOs to help deliver the High 5s.
- Externally, partnership agreements have been established with renowned international and continental organisations with a comparative

advantage in key sectors related to the High 5s as well as with institutions able to help deliver the Bank's inclusive agenda. These include the International Committee of the Red Cross, the West Africa Civil Society Institute, and the Pan African Farmer's Organisation. Joint initiatives have been and shall continue to be organised with the World Bank, the Islamic Development Bank, and the African Union's Economic, Social & Cultural Council on CSE awareness and building back better after the COVID-19 pandemic. For example, the Bank supports the Lake Chad Basin Commission, which is establishing a regional CSO platform for addressing fragility and building resilience in the region.

Lessons learnt and best practices of other development partners particularly MDBs, are being documented and have served as benchmarks for the guides and tools including the CSE capacity building programme currently being developed. These include the NGO and Civil Society Center of the Asian Development Bank; the Civil Society Capacity Enhancement Framework of the EBRD; the NGO Empowerment Programme of the IsDB as well as the Civil Society Engagement Programme of the UNDP. The design of the envisaged CSE Strategy shall draw inspiration from these and other relevant best practices to further strengthen the CSE agenda of the Bank.

Internally, these partnerships have fostered the Bank's inclusive growth agenda; externally, they have the potential of pulling together more resources and expertise. CSE has enormous potential for resource mobilization and features prominently amongst the requirements of most donors both bilateral and multilateral.

In response to IDEV's finding that communication and outreach on CSE was limited, Management notes that in addition to the newsletter mentioned in IDEV's evaluation, robust communication and outreach initiatives have strengthened channels of communication on CSE. For example, the Civil Society webpage on the Bank's external website is updated regularly, the Bank uses social media

platforms to reach out to Civil Society, and every week messages about the Bank's work are sent to over 4,000 CSOs in the CSO database. In addition, an institutional video entitled "*Civil Society and the African Development Bank: A Key Partnership*" showcases the Bank's CSE and CSE's contribution to inclusive development.

The Bank has also revamped CSO Open Days, turning them into a popular platform for sharing information about the Bank's country portfolios with a broad range of CSOs and obtaining Civil Society's feedback in return. Fourteen CSO Open Days were organised between 2019 and 2020: these events reinforced the Bank's relations with Civil Society and gave citizens a voice in policy dialogue allowing for concrete recommendations and suggestions on behalf of Civil Society in policy discussions. Ultimately, they helped Civil Society shape their countries' development agenda and investment priorities, for example in Liberia where Civil Society's suggestions caused a fourth pillar of investment to be added to the 2019–2023 Country Strategy Paper.

In addition, country-level Bank-CSO monitoring groups were set up to pursue the Bank's engagement with Civil Society at the country level after a CSO Open Day. Units such as the Compliance Review and Mediation Unit (CRMU) were also supported in organising independent review mechanism awareness workshops with Civil Society.

The Bank has also improved its handling of complaints received from Civil Society and affected communities. This was the case for the land dispute complaint to the Bank's President on the Lake Tanganyika Development Project, and for the complaint about environmental issues surrounding the Mozambique Liquefied Natural Gas Project.

IDEV found the most sustained example of corporate-level dialogue to be the annual Civil Society Forum. The Civil Society Forum makes it possible for various stakeholders, including digital influencers, to voice citizens' priorities and discuss Civil Society's role



in implementing the High 5s. The tenth edition of the Forum, which took place in 2019 and generated more than 1000 tweets, was enriched by 7000 contributors—participants who commented, shared reflections, and otherwise contributed content—and reached over 133,000 people. It was reported on social media (Twitter, Facebook and Flickr) in real time.

The Civil Society Forum has become an accelerator for partnerships and a major gathering for the CSO community. It is now branded as the premier Civil Society networking event on the continent. At the same time, at CSOs' request, the Forum, which is always aligned to the theme of the Bank's Annual Meetings, now leaves more space for CSOs to interact with the Bank, among other things through Civil Society-led sessions that allow Civil Society representatives to discuss their experiences, their challenges, and the value of their engagement with the Bank.

## Operational Performance

As successful as CSO Open Days and other awareness-raising activities have been, the lack of tracking and reporting on outreach has hindered actionable learning. For that reason, Management agrees with the need for a mechanism to monitor and learn from outreach.

To meet this need, the results framework of the future CSE strategy and action plan will include measures to capture and document learning from outreach activities and evidence generated from CSE in policies, operations, and projects. To disseminate the findings and demonstrate the value added by CSE, Management will establish clear performance indicators aligned to the Bank's Results Measurement Framework. Management will also request the recruitment of a monitoring and evaluation officer.

## Conclusion

Since the Civil Society and Community Engagement Division was created in 2017, more robust CSE initiatives have taken place and the inclusion of Civil Society in the Bank's development agenda has progressed.

IDEV's recommendations are broadly in line with Management's thinking, and Management will leverage the recommendations identified in IDEV's evaluation to inform the Bank's new CSE strategy. The Bank will emphasise resourcing, enhancing awareness, and strengthening policy dialogue, especially at the regional and country levels. Management actions in the action record below will add value to the Bank's work, to achieve the High 5s, and promote inclusive growth as planned in the Ten-Year Strategy 2013–2022. ■

Management Action Record	
Recommendation	Management Response
<b>Recommendation 1:</b> Enhance awareness and common understanding on the importance, purpose and potential value added of CSE to the Bank's mandate.	
<p>a. Communicate widely the guiding documents, tools and mechanisms for CSE (CSO database, CSO Forum, CSO Committee etc.) among the Bank staff as well as CSOs, through the use of appropriate media (e.g. internal and external outreach events, publications, website, and mainstream as well as social media).</p> <p>b. Strengthen internal collaboration across the Bank's departments to consolidate CSE efforts by creating adequate space and incentives.</p> <p>c. Develop an M&amp;E framework for CSE that clarifies the CSOs' added value, the Bank's spheres of influence, dimensions of expected change, and indicators to monitor and measure results.</p> <p>d. Integrate the CSE output and outcome indicators into the Bank's Results Framework.</p> <p>e. Prioritize learning and knowledge management around CSE.</p>	<p><b>Agreed</b> – Management agrees with this recommendation and will continue working with PCER to enhance communication on CSE with emails, social media, and content for the CSE webpage.</p> <p><b>Further actions:</b></p> <ul style="list-style-type: none"> <li>■ AHGC will work to upgrade the CSO database into an interactive platform for knowledge management and capacity building on CSE. <b>(AHGC, Q4, 2021)</b></li> <li>■ To compile and improve the dissemination of evidence on CSE, with the support of a consultant under the supervision of the AHGC M&amp;E Officer, the Bank will define a monitoring and evaluation Framework with clear performance indicators for CSE aligned to the Bank's Results Measurement Framework. <b>(AHGC, Q3, 2021)</b></li> <li>■ AHGC will undertake studies to document and share learning and knowledge on CSE in operations and projects across Africa in collaboration with ECCE and ECAD. <b>(AHGC, Q3, 2022)</b></li> </ul>
<b>Recommendation 2:</b> Enhance resourcing approach for effective implementation of CSE.	
<p>a. Develop operational guidelines to accompany the Bank's strategic commitment to CSE at three levels (corporate, RMC and project) and across existing engagement mechanisms (including communication and outreach, consultation and dialogue, and partnerships).</p> <p>b. Explore alternative funding sources such as thematic trust funds for projects that either involve CSOs as implementing agents or as beneficiaries.</p> <p>c. Ensure adequate staffing at HQ and Regional levels (including engagement of focal points at the country level) with clearly defined roles and responsibilities to foster the CSE agenda.</p>	<p><b>Agreed</b> – Management agrees with this recommendation and will explore alternative funding mechanisms.</p> <p><b>Further actions:</b></p> <ul style="list-style-type: none"> <li>■ AHGC will finalize guidelines for mainstreaming CSE in RISPs and CSPs <b>(AHGC Q4 2021)</b>; a toolkit for mainstreaming CSE into projects <b>(AHGC Q1 2022)</b>; guidelines for handling CSO complaints on Bank-funded projects; guidance notes for CSO Open Days; and a programme to build capacity on CSE <b>(AHGC, Q1 2022)</b>.</li> <li>■ AHGC will also identify CSE focal points in country offices and continue engaging with CHHR on ensuring adequate human resourcing. <b>(AHGC, Q2 2022)</b></li> <li>■ AHGC is currently undertaking a mapping of CSO funding instruments in the Bank aimed at improving access by Civil Society to funding opportunities <b>(AHGC, Q4 2021)</b> and the possibility of setting up a stand-alone CSE trust fund <b>(AHGC/FIRM, Q1 2023)</b>.</li> </ul>

Management Action Record	
Recommendation	Management Response
<p><b>Recommendation 3:</b> Strengthen CSE in policy dialogue at country and regional levels to contribute to the Bank's agenda on inclusive growth and good governance.</p>	
<p>a. Provide clear guidance to foster CSE in policy dialogue in the new strategy and operational guidelines.</p> <p>b. Set up institutional arrangements at country level to facilitate policy dialogue between the Bank, CSOs, government and other stakeholders.</p> <p>c. Systematize and regularize Open Days at country level to foster partnerships.</p>	<p><b>Agreed</b> – Management agrees with the recommendation.</p> <p><b>Further actions:</b></p> <ul style="list-style-type: none"> <li>■ Management will prepare and get approved by the Board a new CSE strategy for the Bank. The new strategy will explicit the Bank's vision and plan of actions to mainstream CSE in its operations, with clear guidance on how to foster CSE in policy dialogue <b>(AHGC/SNSP, Q3 2022)</b>.</li> <li>■ With support from AHGC, country offices will set up tripartite monitoring groups for policy dialogue at the country level. <b>(AHGC, Q2 2022)</b>.</li> <li>■ In collaboration with country offices, AHGC will develop guidance notes to institutionalise CSO Open Days as the Bank's platform for fostering country-level partnerships with nongovernmental actors. <b>(AHGC, Q4 2021)</b></li> </ul>



# Introduction

This summary report presents the findings, conclusions, lessons and recommendations of the evaluation of the African Development Bank's (AfDB, or the Bank) engagement with Civil Society Organizations (CSOs). This report is prepared based on detailed technical reports and is structured in four sections: the first section presents the purpose, objectives, scope, methods and questions, background and limitations of the evaluation; the second and third sections present the key findings of the evaluation; and the fourth one provides the conclusions, lessons and recommendations.

## Evaluation Purpose, Objectives, Scope and Questions

The purpose of this evaluation is to facilitate effective implementation of the Civil Society Engagement (CSE) Action Plan (2019–2021) and to inform the design of a new AfDB CSE Strategy. The objectives are: (i) to review the type and extent of the engagement between the Bank and Civil Society, including processes and outcomes, and the Bank's strengths and weaknesses in this area; (ii) to explore the nature, type and capacities of civil-society partners, and their needs vis-à-vis the Bank's priorities and capacities related to CSE; and (iii) to generate lessons and recommendations for effective engagement with CSOs going forward.

The main evaluation questions were: (i) To what extent is the Bank's conceptualization of CSE relevant and coherent? (ii) How effectively and efficiently has CSE been operationalized in the Bank since 2012 at the corporate, RMC, and project levels? (iii) To what extent have the Bank's processes and mechanisms for CSE facilitated meaningful engagement with Civil Society at the three levels and across the three focus areas (outreach, dialogue, and partnership) defined in the Bank's CSE Framework? (iv) Which

lessons and best practices can the Bank apply to enhance CSE for inclusive growth? The details of the evaluation questions are presented in Evaluation Matrix in Annex 1.

The evaluation covers the Bank's CSE-related initiatives between 2012 and 2019, based on the 2012 CSE Framework.

## Evaluation Methodology

A combination of evaluation approaches was used. A Theory of Change (TOC) was constructed (Annex 2) to guide how CSE-related interventions brought about observed results. A Utilization-Focused Evaluation (UFE) approach also guided the process and decision-making, placing a high value on ensuring that the evaluation conclusions and recommendations would be useful and actionable to the two groups of primary audience (the Committee on Operations and Development Effectiveness [CODE] and the key Bank departments/divisions driving the CSE agenda).

The evaluation generated the findings by triangulating information from multiple sources of evidence: (i) country case studies; (ii) the synthesis of previous evaluative evidence; (iii) Bank policy, strategies and other<sup>4</sup> document reviews; (iv) Key Informant Interviews and Focus Group Discussions; and (v) online surveys targeting CSOs and Bank staff. A brief summary of each is presented below (details can be found in Annex 3).

**Country case studies:** Country case studies were used to build evidence on how CSE is carried out at the RMC and project levels against key implementation mechanisms. Although IDEV had initially planned five<sup>5</sup> country case studies, only three case studies could be undertaken (Chad, Côte d'Ivoire, and Kenya) due



to the travel restrictions imposed as a result of the COVID-19 pandemic. A summary of the three case studies is presented in Annex 4. The selection criteria for the country case studies included: (i) regional representation; (ii) timing of the latest Country Strategy Paper development and whether a Civil Society Officer was involved; (iii) the presence of a Civil Society Officer in the Regional Office; and (iv) previous and upcoming CSO activities in the country including CSO Open Days and workshops. The field missions provided an opportunity to conduct interviews with executing agencies, Task Managers, other Bank staff, and Civil Society actors in each case study country.

**Online survey:** The online survey targeted two key groups of stakeholders—Bank staff and Civil Society actors. The Bank survey was sent to 1,783 Bank staff with a response rate of 11.4 percent, while the Civil Society survey targeted 4,849 respondents, with a response rate of only 6 percent. The Civil Society respondents were selected from 35 countries and were drawn from different databases, internally from the Bank, and externally as recommended by other stakeholders.

**The Bank's corporate document review:** A total of 77 documents (from an initial list of 158) were selected and analyzed based on their potential thematic relevance to the Bank's CSE and strategic priorities. The documents comprised Bank strategies, policies, guidelines, frameworks, action plans, and roadmaps. The documents were explored and coded following an analytical framework, which had been designed based on the evaluation questions. Content coding was performed digitally using MAXQDA<sup>6</sup> software and manually using Microsoft Excel.

**Synthesis of evaluative evidence:** IDEV undertook a review of the existing evaluative evidence from other development organizations to identify “what worked and what did not” in improving CSE. A total of 12 evaluations related to CSE were identified during a search on institutional website and included for the synthesis of evaluative evidence. The evaluative evidence came from Multilateral Development Banks (MDBs), Multilateral

Development Agencies (MDAs), investment/trust funds, and bilateral donors. Analysis of the evidence from this review was conducted using MAXQDA software.

**Key Informant Interviews and Focus Group Discussions:** Participants were purposively selected for the interviews and discussions from the Bank and country stakeholders. Some were held in person at the Bank headquarters and during field missions, while others took place remotely with Bank staff, executing agencies, and Civil Society actors.

**Limitations of the evaluation:** The main limitations of this evaluation were as follows: (i) Only three countries out of the five planned benefited from full data collection due to the travel restrictions imposed as a result of the COVID-19 pandemic. This limited in-depth data collection at the RMC and project levels. To address this limitation, the evaluation team reviewed strategy and project documents. In addition, the team had some virtual meetings with stakeholders in Tunisia and South Africa; (ii) Community-Based Organizations (CBOs) operating at the village/community level were generally unable to participate in online data collection efforts. This was corrected to the extent possible during the three field visits to the case study countries but, overall, the representativeness of the views expressed remained weak due to the cancelation of two field visits to Tunisia and South Africa; and (iii) Women were under-represented among the online survey respondents, reflecting their under-representation in leadership roles both among CSOs and Bank staff. The evaluation team attempted to ensure gender balance during the KIs and FGDs through an increased effort to identify and invite women to participate. Overall, the evaluation team ensured that empirical data were gathered from multiple perspectives at different levels and triangulated to answer each evaluation question.

## Civil Society Engagement at the AfDB

The key milestones for CSE at the Bank started with the approval of the [“Policy and Guidelines for Cooperation with Civil Society Organizations”](#)

in 1999. In 2001, the [Handbook on Stakeholder Consultation and Participation in AfDB Operations](#) was issued, in line with the 1999 Policy. In 2012, a draft and subsequently final version of the [Framework for Enhanced Engagement with Civil Society Organizations \(CSOs\)](#) was finalized concurrently with the AfDB's Ten-Year Strategy 2013–2022. The 2012 CSE Framework was intended to be proactively implemented on three levels (corporate, RMC and project) and emphasize the following mechanisms for engagement: communication/outreach, dialogue/consultation, and partnership. The 2012 CSE Framework encouraged the Bank to: (i) strengthen its capacity to build cooperative working modalities with CSOs; (ii) promote staff interactions with CSOs in a way that enhances the Bank's work and contributes to the effectiveness of support to RMCs; and (iii) provide operational guidance for the Bank's headquarters, Regional Resource Centers, Country Offices, and project staff.

**Definition:** “Civil society” is the collective noun, while “civic groups” are the individual organizations that constitute the sector. The myriad of civic organizations in Civil Society include, but are not limited to, “Non-Governmental Organizations (NGOs), people's and professional organizations, trade unions, cooperatives, consumer and human rights groups, women's associations, youth clubs, independent radio, television, print and electronic media, neighborhood or community-based coalitions, religious groups, academic and research institutions, grassroots movements and organizations of indigenous peoples” (AfDB CSO Policy, 1999, p. 2).

**The CSO Forum:** This is a platform that has been created by the Bank to enhance dialogue between Civil Society and the Bank. The platform provides an opportunity for Civil Society representatives, Bank staff, international organizations and government actors to engage in discussions and recommendations exclusively dedicated to Civil Society priorities in Africa. Since 2009, the Bank has systematically been organizing the Civil Society Forum every year. The Forum has since then been organized as a side event to the Bank's Annual Meetings, the target audience of which was predominantly Bank staff and CSOs. From 2017, the Forum has been organized as an autonomous platform upstream to the Annual Meetings.

**The CSO Committee:** The latest ToR (2018) stipulated the CSO Committee's role as an advisory body that guides the Bank's engagement in forging stronger relations and partnerships with Civil Society, and helps hold the Bank accountable for implementation of its CSE Framework and Action Plan. The CSO Committee provides strategic guidance for the implementation of the CSE Framework and Action Plan, including advice on priorities and steps to implement those priorities.

**CSO Open Days:** Open days with CSOs are designed to create awareness on the AfDB's operations and interventions in a country, receive feedback on projects funded by the AfDB, and discuss modalities for enhancing the engagement between the AfDB and CSOs as key stakeholders in the achievement of a country's development priorities. Government representatives also take part in these events. ■





# Relevance of the Design<sup>7</sup> and Institutional Arrangements in Support of CSE

## How Consistent is the Conceptualization of CSE in the Bank?

**The conceptual and normative basis for CSE at the AfDB is partially relevant to the Bank's priorities and coherent in key Bank documents.**

The Bank's broad definition of the Civil Society in its CSO Policy (1999) is clearly laid out and remains relevant, as is the description of the entry points and guidance on using them in the 2001 Handbook and the 2012 CSE Framework. In addition, the Action Plan to enhance and mainstream engagement with CSOs (2017, 2019) is designed to operationalize and complement the CSE Framework. However, the evaluation found that the understanding of the wide spectrum and diversity of Civil Society actors from the 1999 Policy was not consistently exhibited by Bank staff or reflected in the Bank's corporate- and project-level documents.

**Attention to CSE is reflected in the Bank's Ten-Year Strategy, in which Civil Society is mentioned as a key development partner in assisting the Bank to achieve its inclusive growth agenda and enhanced accountability.** However, there is a lack of CSE mainstreaming in the Bank's operations, as reflected in the TYS results matrix, which has no indicator on CSE. Thus, the 2019 Action Plan in support of the CSE Framework specifically states "CSE, like gender mainstreaming, also needs to become *part of the Bank's normal operational rules, procedures and practices.*" This priority was reflected in the latest draft of the Operational Guidance, which specifies close interaction with other development partners, CSOs and NGOs, and various stakeholders, including the private sector, in project preparation. However,

the focus on inclusive growth under the TYS, which is potentially key to CSE, focused only on financial inclusion. Meanwhile, openness and transparency are at the heart of the Bank Group's TYS.

Externally, the 2012 CSE Framework reflected the AfDB's CSO commitments under the [Paris Declaration on Aid Effectiveness \(2005\)](#), the [Accra Agenda for Action \(2008\)](#), and the [Busan Agreements on Development Cooperation \(2011\)](#). However, explicit reference to international agendas such as the Millennium Development Goals (MDGs)/SDGs is limited in the Bank's CSE-related documents. The focus on inclusive growth under the TYS could serve to enhance the role of CSOs as an implementation agent. The evaluation noted that the subsequent Action Plans (2017 and 2019) that were prepared after the 2012 CSE Framework could have positioned the Bank better to address the MDGs/SDGs and the Agenda 2030, driven by the principle of inclusion and "Leaving No One Behind", beyond focusing solely on financial inclusion.

**The 2019 ADF-15 and GCI-VI commitments focused on cross-cutting themes with a potential to continue facilitating CSE, but without an explicit reference to Civil Society.** GCI-VI referred to CSE in several contexts, including the discussion of the Bank's comparative advantage and its clients. Issued to support the African Development Fund (ADF) and General Capital Increase (GCI) commitments in January 2020, the Bank's guidance on sharpening its selectivity and development focus failed to mention Civil Society. In emphasizing the four cross-cutting objectives—gender, climate, fragility, and governance and policy dialogue—CSE is

excluded, even under the discussion of gender, and governance and policy dialogue, whereas the latter is an explicit focus area of the CSE Framework.

**The evaluation found that a system for monitoring and evaluating the Bank's CSE-related processes and achievements is lacking.** [The Bank's Results Measurement Framework \(2016–2025\)](#), issued in support of the TYS and High 5s, does not refer to CSE and/or related measurements. Neither does the 2012 CSE Framework nor the 2019 Action Plan offer any measurement parameters.

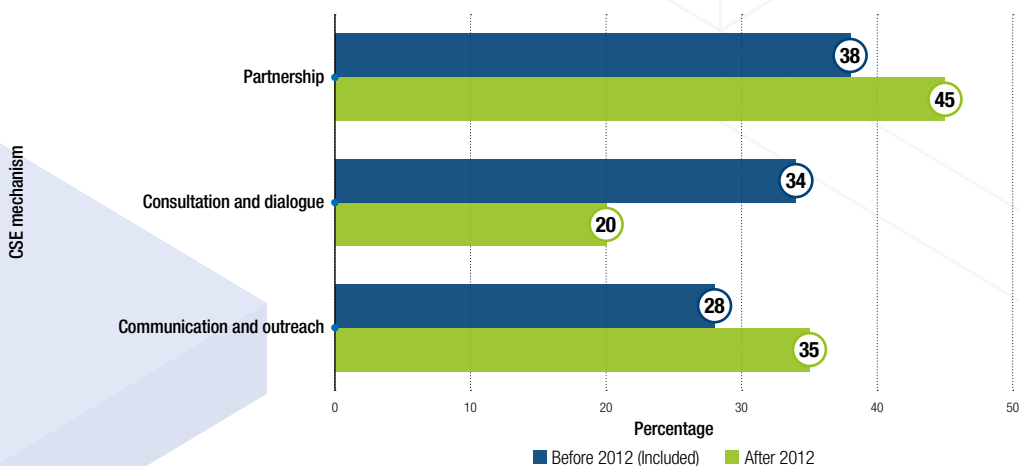
### How Relevant is the CSE Design to the Bank's Priorities and Mandate?

**The release of the 2012 CSE Framework and subsequent Bank efforts did not translate into greater involvement of Civil Society in the development of the Bank's corporate and country strategies.** While some Bank policies mention the importance of CSE, strategy document reviews showed that most (74 percent) did not. The project document review showed that Civil Society is involved frequently at the project implementation level (in

some sectors), while this is not acknowledged in the sector-related strategic documents. For example, the corporate document review showed that agriculture and water and sanitation policy/strategy documents gave the least importance to CSE. In contrast, the case studies indicated that these sectors had better CSE at the project level. Nevertheless, the current Civil Society Division's representation in relevant Reference Groups will improve CSE in the design of new policies and strategies.

**At the strategic level, the document review indicated a decrease over time in the Bank's interest in using consultation and dialogue as mechanisms of engagement with Civil Society (14 percent lower), while communication and outreach seemed to be gaining more ground (Figure 1).** Emphasis on 'partnership' as a mechanism of engagement has increased by 8 percent, which may indicate that the Bank has improved its knowledge regarding CSE and is building stronger operating relationships with Civil Society. In addition, CSE is increasingly mentioned as a guiding principle. The main reasons given for CSE in corporate documents include objectives related to fostering ownership, accountability, and inclusion.

**Figure 1:** Strategy documents' references to CSE mechanisms





## To what Extent are the Institutional Set-Up and Resourcing Appropriate for CSE?

**Until recently, the operationalization of the 2012 CSE Framework was not supported by adequate staffing.** Before 2012, the CSE function in the Bank was underfinanced and understaffed. Since 2016, however, the institutional positioning of CSE has dramatically evolved. For example, the Civil Society Division was created at the Bank headquarters and two Civil Society Officer positions were opened in the Southern Africa Regional Development and Business Delivery Office (RDGS) and the West Africa Regional Development and Business Delivery Office (RDGW). In addition, a Senior Adviser for Civil Society and Community-Based Organizations for Southern and Eastern Africa was appointed at the Director level in 2018. Moreover, the CSO Committee was revamped. Consistent with the Development and Business Delivery Model (DBDM), the presence of a Civil Society Officer in the RDGS and the RDGW has facilitated better engagement, as evidenced by the recently held CSO Open Days and document reviews of CSPs (Liberia, Mali, Lesotho, Zambia, and Namibia).

**While the importance of extra attention to the issue of CSE is acknowledged, there is lack of internal clarity on the role of the Civil Society Division vis-à-vis the Special Advisor to the Bank's President on CSE in Eastern and Southern Africa.** While there was no perceived overlap with this function and those of the Civil Society Community Engagement Division (AHGC2), nonetheless, the dual focus on strategic and community engagement at the regional level was

similar.<sup>8</sup> The collaboration between the two was positive, as was seen in the Mozambique CSO Open Day and an awareness-raising event at the East Africa Regional Development and Business Delivery Office (RDGE) in December 2019. However, the recognition by Bank staff of the role that the Special Advisor plays in enhancing CSE seems to be low. This was noted within the RDGS and by staff in other RMCs. This points to lack of shared understanding on the institutionalization of CSE within the Bank. Synthesis of evaluative evidence indicated that effective and durable institutionalization of engagement can be triggered by the design and implementation of holistic approaches to engagement mechanisms, which requires several specialized frameworks combined with successful internal organizational change. Lack of a clear vision of engagement and the absence of a shared understanding of the Theory of Change were underlined as weaknesses at this level.

**The level of coordination and support within the CSO team has helped to enhance CSE, particularly at the corporate level.** Beyond designated funding for staffing and core corporate activities such as the CSO Forum, other outreach activities have had to rely on the goodwill of Country Managers and Task Managers. Driven by the Bank's RMC-level Offices, CSO Open Days were limited in coverage, and project-level support for CSE was not a funded activity. At the time of this evaluation, significant advances had been made in providing the resources necessary for CSE as a result of the COVID-19 pandemic. Advanced drafts of Concept Notes were shared with the evaluation team, for instance, on CSE in the Bank's COVID-19 Rapid Response Facility (CRF) and on CSE Mainstreaming in the CRF. ■



# Effectiveness and Efficiency of the Bank's Civil Society Engagement Mechanisms

This section presents the findings of the evaluation on the three mechanisms of the Bank's engagement with Civil Society, as defined in the 2012 CSE Framework: (i) outreach and communication; (ii) consultation and dialogue; and (iii) partnership. Each of the mechanisms was assessed at the three levels – corporate, RMC and project.

**Outreach and communication** are ways through which the Bank manages and exchanges information with CSOs. The 2012 CSE Framework proposed various platforms to be used at the three levels: the corporate level, the regional/country level, and the operational/project level. These include the Bank website, publications, press releases, networks of depository libraries, videos, and other awareness-raising events.

**Dialogue and consultation** are defined as approaches through which the Bank engages with CSOs to improve on policies touching on various activities implemented by the Bank. The 2012 CSE Framework identifies the web portal as the basis to achieving virtual CSE, supplemented by face-to-face consultations at the Bank's Annual Meetings and during specific CSO meetings.

**Partnership** is defined as a way through which the Bank establishes a working relationship in collaboration with CSOs. The 2012 CSE Framework states that the Bank will involve CSOs in project monitoring and implementation, or in a review of some of the Bank's policies and strategies. In addition, the evaluation examined the internal collaboration within the Bank itself in achieving CSE objectives.

## Outreach and Communication

### At the corporate level

The Bank's [Disclosure and Access to Information Policy](#) recognizes that CSOs play a pivotal role in transferring the Bank's information to affected communities. The 2018 DAI Annual Report indicates that Civil Society formed a significant proportion (17.5 percent) of the stakeholders (n = 3,665) that made requests to access the Bank's information and documents. In line with the Bank's DAI Policy and the International Aid Transparency Initiative (IATI), and as part of its mandate (*to strengthen the Bank's accountability, promote a performance culture, and extend outreach*), the Bank's Department for Delivery, Performance Management and Results (SNDR) launched the **projects portal** in 2018.

**The survey of CSOs revealed that the Bank website was not necessarily among the top sources through which Civil Society learns about the Bank.** The 2018 DAI Annual Report indicated that DAI-related requests for information were mostly due to difficulties or the inability of website visitors to find the relevant information on the Bank's website. The [Civil Society tab](#) added to the AfDB's external website in 2013 has succeeded in linking key areas of interest to Civil Society and stakeholders. However, this effort still faces several challenges, as the website is infrequently updated and is not particularly easy to navigate.

**The evaluation team found that there was effective collaboration for implementing records management, and disclosure and access to information policies, including with the Civil**



**Society and Community Engagement Division (AHGC2).** The head of the Bank's Records Management and Archives Section, who is also the de facto DAI lead, was invited to join the CSO Committee, and presented the DAI Policy and reporting mechanisms at a CSO Committee meeting held in November 2019. However, the Records Management and Archives Section and DAI were not included in regional CSO events. Their inclusion would have helped to better inform the work of the Bank and how CSOs can best access the Bank's rich information resources.

**Furthermore, underlining the importance of disclosure and transparency, the Bank has tried to build its internal capacity on DAI.** Over 200 staff were trained on records management in 2018. One of the four e-learning courses on the Bank's Learning Management System is on the Bank's DAI Policy. Launched in July 2019, the course responds to frustrations by CSOs regarding their inability to obtain timely and relevant Bank documents. Despite its mandatory nature and frequent reminders, only 70 Bank staff took the course in its first year.<sup>9</sup> Interviews with Bank staff indicated limited appreciation of the applicability of the DAI Policy.

**The evaluation team's findings indicated a low awareness regarding the CSO database<sup>10</sup> within the Bank.** With a few exceptions, interviews indicated that the Bank's staff were unaware of the existence of the Bank's CSO database. The criteria for inclusion/exclusion of CSOs in the database were also unclear and, as a consequence, its usefulness for communication and strategic partnering with viable and trusted CSOs was hampered. Because it lacks useful information<sup>11</sup> in defining the kind of engagement the Bank could have with the CSOs, interviewees deemed the CSO database not relevant. Furthermore, Task Managers mentioned that maintaining a corporate and courteous contact with strategic and prominent CSOs at the national and regional levels was important for engaging with Civil Society. At the time of this evaluation, the CSO database had been updated and was available for use internally by Bank staff. In addition, the CSO webpage of the Bank's external website had been

upgraded, such that individual CSOs can now update their own information.

### At the RMC level

**Communication is only one-way between the Bank and CSOs.** The Civil Society Division uses the CSO database contact list and the website to share information with Civil Society. The CSO survey responses identified peers (network/umbrella organizations) and development partners as the main channels that were used to learn about the Bank's activities (42 percent), followed by governments (18 percent), and AfDB Country Offices (17 percent). However, there is no communication channel that operates the other way around, except during the CSO Forum. The Civil Society testimonies reveal that reaching out to the Bank's departments is almost impossible at all levels (headquarters, regional, country, project). There is also no guarantee that the umbrella organizations share the information in a consistent manner with their members' affiliated organizations.

**Since 2018, CSO Open Days have become known as an outreach mechanism at the RMC level, but their implementation is uneven in terms of regional coverage.** CSO Open Days were acknowledged by Bank staff as relevant outreach events to raise awareness about the Bank's activities in a given country. However, their overall effects are limited because of: (i) limited follow-up opportunities for actual engagement; (ii) reliance on the willingness and buy-in from the RMC level, causing unbalanced regional representation and irregularities in terms of planning and occurrence; (iii) lack of data collection and reporting, hindering the learning opportunity that could be provided by CSO Open Day implementation (with the exception of the [CSO Open Day that was organized in Burkina Faso](#)); and (iv) the criteria for selecting CSOs to be invited are inconsistent. West and Southern Africa organized more Open Days, which may be associated with the presence of dedicated CSE staff at the regional level.

**The voiced expectations of Civil Society are usually considered unrealistic and incompatible**

**with the AfDB's mandate.** One of the most often repeated CSO demands is for the opening of a funding channel. In addition, lack of context of specific mechanisms did not help Country Offices to handle Civil Society demands and respond to their aspirations for engagement with the Bank. The Bank's staff survey results indicated that country-level events and CSO Open Days were relevant, and that their main objectives should be awareness raising and capacity building.

### At the project level

**An inadequate operational set-up and unclear CSE value-added were identified by Bank staff as the main factors impeding CSE at the project level.**

The data from the Bank staff survey indicated that one-third of Bank staff (33.5 percent) who responded to the survey had never interacted with CSOs due to lack of information on the existence of CSOs. The majority of Bank staff (66.5 percent) who responded to the survey were aware of CSOs but had not been able to fully engage with them in their work due to lack of trustworthy and reliable sources of information at the Bank on CSOs in the country. Indeed, limited project-level monitoring and knowledge management systems related to CSE was identified as a missed opportunity in engaging with Civil Society at the project level and learning from CSOs. There is no M&E framework in place or any learning system to implement such efforts, and responsibilities are also not clearly defined. Documenting CSE at the project level would improve the dissemination of evidence for CSE and demonstrate its value addition. The AHGC2 division acknowledged that clear performance indicators would be determined and aligned with the Bank's Results Framework for effective monitoring and evaluation. At the time of this evaluation, AHGC2 was designing a mainstreaming tool for CSE in projects to enable Task Managers to ensure early engagement at both the strategy and operational levels. This will help to ensure CSE at both the strategy and project design stages during the readiness review process.

**Most Bank staff (60 percent) who responded to the survey thought that insufficient resources**

**for CSE hindered project-level CSE, in addition to lack of goodwill among national government counterparts.** This is in line with what was found in other MDBs' evaluations of CSE, such as in the Asian Development Bank (AsDB), where lack of budget provision for CSE implementation in project design documents made it difficult for CSOs to deliver services and hold them accountable for their performance (AsDB, 2006).

**Lessons from the [Three-Year Implementation Retrospective Review \(2013–2016\)](#) of the DAI Policy and DAI [Annual Reports \(2017, 2018\)](#) echoed the frustrations of Civil Society at the project level. This was also revealed in the interviews.** Some Task Managers believed that the whole purpose of disclosure was not being met, specifically disclosure to receive and incorporate feedback to improve projects or to take into account Civil Society's concerns. The main reason was that project documents were often behind schedule and, as a result, it was not feasible to add more processes to the Task Manager's list (DAI Annual Report, 2018).

**Despite outreach efforts<sup>12</sup> conducted by the Independent Review Mechanism (IRM) function targeting CSOs, both Bank staff and CSOs lacked awareness, capacity, and the means to communicate and negotiate.** This was repeatedly stressed by the Tasks Managers and CSOs involved in the safeguards processes. The safeguards processes are neither promoted nor adequately comprehensible among Civil Society. When CSOs are aware of them, several factors impede the engagement effectiveness, mainly related to capacity, access to information, resources, and the level of freedom of expression in a given country. From their side, Task Managers indicated impeding factors such as knowledge of cultures, time constraints, and competence, in addition to the common perception that CSOs are "troublemakers" rather than allies that facilitate communication and access to communities. Testimonies pointed out that information is not "actively" disclosed by the Bank. This is due to difficulties in finding documents, understanding them especially by a non-technical

audience, and the short time provided in which to send feedback.

## Consultation and Dialogue

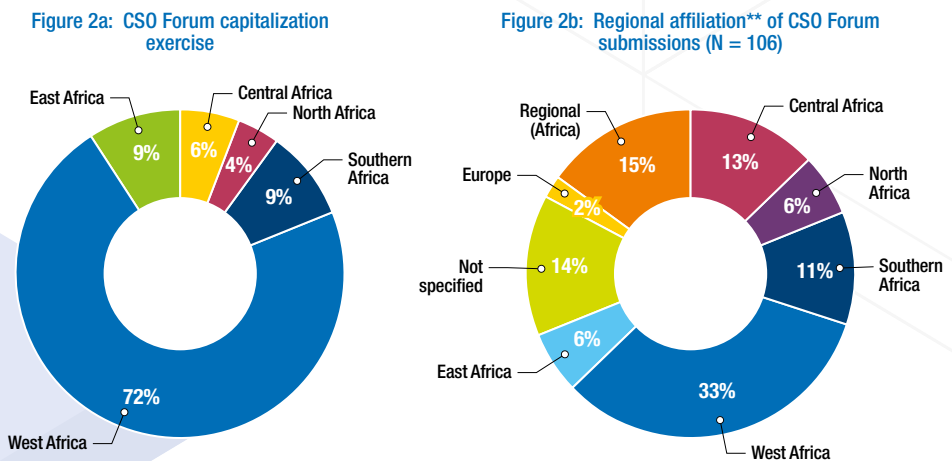
### At the corporate level

Overall, consultations with Civil Society during the development of the Bank's strategies is weak and poorly documented. Only 16 out of 77 documents (corporate strategies and guidelines) that were analyzed indicated consultations with CSOs. In the cases where consultations did occur, CSOs' views and those of other stakeholders (i.e., the private sector) were not disaggregated. The names of CSOs and the sectors in which they operate were also not included. The frequency of consultations with the Civil Society varied across thematic areas/sectors, as revealed by a comparative sector document review of project documents. Documents categorized in the thematic area "Community/Economic Development" had a better record in acknowledging consultations with the Civil Society. Although the thematic areas/sectors such as water and sanitation, humanitarian/

refugees, and environment/energy/climate were reported as having strong CSO engagement at the project level, their respective strategic/policy documents rarely acknowledged Civil Society consultation. This confirms the gap between the strategy development level and what actually happens on the ground.

The first CSO Forum was held in 2009 in conjunction with the Bank's Annual Meetings, which preceded the elaboration of the 2012 CSE Framework. Initially, the CSO Forum activities entailed side meetings on the margins of the main program, and these later evolved into a one- or two-day parallel CSO Forum. In 2017, instead of organizing a parallel event, the Bank included a Civil Society panel discussion among the "High Level Knowledge Events," significantly raising the visibility of CSOs at the Annual Meetings and further signaling the Bank's commitment. Under the theme "Industrializing Africa," the 2018 CSO Forum was held for the first time at the Bank's offices separately from the Annual Meetings at the request of CSOs, which brought new challenges. While CSOs "were more at home with this format,

**Figure 2:** Regional representation\* at the CSO Forum's capitalization exercise and 2018–2019 CSO Forum submitters



\* Indicates the comparison between respondents to the survey conducted for CSO Forum capitalization exercise and those who submitted proposals for the CSO Forum 2018–2019; the groups overlap.

\*\* Regional affiliation of primary and secondary authors.

Source: IDEV-computed from Bank's CSO database



with their own platform to share their diverse and rich experiences” (CSO Capitalization Exercise<sup>13</sup> report, 2019), the evaluation found voices of discontent related to CSOs feeling isolated and disconnected from the Bank. The CSO Forum (2018 and 2019) held in Abidjan had little participation and engagement from Bank staff, beyond the Civil Society Division and selected CSO Committee members presenting their work to the Civil Society. In analyzing the 2018 and 2019 proposals from CSOs for the CSO Forum, it was found that only one in five proposals explicitly targeted Bank audiences. In addition, there was no evidence of participation of Civil Society in determining the CSO Forum theme, which was voiced in the survey.

**Evidence showed that the diversity of civil-society actors submitting and presenting at the CSO Forum did not represent the full diversity of the African continent and the Bank's geographical coverage.** While reputation and geographical coverage were criteria for the invitation of CSOs, the call for proposals was publicly available, which was open to a wide range of actors. A review of the past two CSO Forums (2018 and 2019) conducted in Abidjan showed that a large number of CSOs participated from the West Africa region (Figure 2). In addition, participants from Lusophone Africa were limited. This evaluation found that the CSO Forum was not well-known outside of West Africa and within the Bank.

**The CSO Forum lacks strategic direction; its relationship to the Bank's Annual Meetings and CSO Committee is unclear.** For example, in the 2018 CSO Forum, the CSOs proposed their recommendations to be presented at the 2018 Bank's Annual Meetings in Busan. As of early 2020, it was impossible for the CSO Committee to know whether these recommendations had been taken on board and how to monitor their implementation. The learning from the capitalization exercise and other data sources for this evaluation demonstrates that the major challenge for the CSO Forum is its ability to provide inputs to the AfDB's practices across various departments/divisions, and for

those departments/divisions to take the CSOs' recommendations into consideration.

### At the RMC level

At the country and regional levels, AfDB Country Offices do not engage with Civil Society in a sustained or systematic way. There is lack of clarity on how the responsibility for CSE trickles down from the corporate to the RMC level.

### Country Strategy Papers and RISPs

**Civil society involvement in Country Strategy Paper and Regional Integration Strategy Paper preparation processes is limited and inconsistent.** Though CSP and RISP development drives the engagement of the Bank with CSOs at the RMC and regional levels, CSP analysis showed that engagement with Civil Society in CSPs was usually superficial, except in specific cases where a Civil Society Officer was involved.<sup>14</sup> Only 4.3 percent of the CSO survey respondents indicated that they had been consulted on CSP development. While the selected CSPs stated that Civil Society was consulted, in most cases there was no reference to which Civil Society actors had been consulted (except in the CSP South Africa 2018–2022),<sup>15</sup> what their field of operations was (categories), or whether their views were reflected in the CSP priorities. Consistent with the 2012 CSE Framework, the value of CSE in the CSPs was acknowledged by Bank staff and CSOs. Both groups of respondents to the survey thought that CSE being able to help identify priorities for CSPs was realistic and feasible (87 percent). However, in FGDs and KIs, respondents thought that engaging with the Civil Society at this level did not always add value to the process. Civil society's contribution is intricately linked to the degree of freedom of expression in each African country. In particular, the Civil Society consultation processes are deemed to be a poor use of time when CSOs are selected by the implementing partners (usually the government), and asked to repeat what was already prioritized by the government.

**Overall, CSE at the regional level is limited and inconsistent.** Two RISPs refer to consultations with Civil Society, namely East Africa (2018–2022) and North Africa (2020–2026). Similar to the CSPs, no information was found beyond acknowledging the inclusion of CSOs in the consultation process. In contrast, the [2019 CSO Forum](#) held in Abidjan, under the theme “Engaging Civil Society to Accelerate Regional Integration for Africa’s Economic Prosperity,” aimed to provide an opportunity to define the roles and responsibilities of Civil Society in achieving Africa’s regional integration, and to demonstrate the significance of the AfDB’s CSE in the achievement of the regional integration priority.

**In the CSPs, reference to the Bank’s High 5s is rarely linked to engaging the Civil Society to reach those goals,** particularly in reaching the objective of “Improved Quality of Life/Inclusive Growth.” Indeed, the latter was frequently linked to the theme of “social inclusion” and targeting specific groups (vulnerable groups, youth, women, etc.). In comparison, emphasis on improving the inclusion of the private sector was notable throughout the CSPs. In this regard, the South Africa CSP (2008–2012) stands alone in acknowledging CSE (academia) in reaching an objective focused on social inclusion.

**The participation of Civil Society Officers in CSP development yielded improved results, as demonstrated by a comparative analysis of CSPs.** For example, CSP development for Lesotho in the period [2020–2024](#) received input from a Civil Society Officer who was able to mobilize the Civil Society actors that participated in the consultation. Moreover, the 2020–2024 CSPs were mainstreamed by CSE, as well as the disaggregated consultation feedback from the Civil Society and other stakeholders. In general, the CSE mainstreaming for the Lesotho 2020–2024 CSP was measurably better than the CSP in the period [2013–2017](#), during which there was no Civil Society participation or CSE mainstreaming. However, the Bank’s CSE efforts in CSPs lack balance and have been most effective in Southern Africa. The noteworthy difference resulting from the contribution of a Civil Society Officer is an

increase in acknowledging Civil Society’s potential and role. Furthermore, the review of CSPs showed that the Bank being headquartered in Côte d’Ivoire did not translate into increased engagement during the development of a country’s CSP.

**During interviews and surveys, Bank staff highlighted lack of tools, guidelines and resources as one of the factors that hindered effective and efficient CSE at the regional and RMC levels.** CSO identification, which is aimed at facilitating engagement, is not conducted in a consistent way at the RMC level. The CSO database is either unknown by Bank staff or not used. CSP and RISP guidance is included in the new Country and Regional Strategy Framework<sup>16</sup> (2018), indicating that engagement with Civil Society is required in the design of new strategies. In addition, the 2013 revised version of the proposal for the Bank’s strategy paper recommended strengthening partnerships with CSOs and NGOs, among other actors, to enhance the use of innovative financial instruments in the new generation of CSPs. At the time of this evaluation, the Bank, through its Civil Society Division, had made significant advances in the process of developing guidelines for CSE in Country/Regional Strategy Papers.

Attempts have been made recently to designate CSE focal points at the country level (e.g., in Kenya and Tunisia). However, not enough time has passed to assess the effectiveness of these focal points. Discussions with Bank staff indicated that lack of incentives—financial, acknowledgement in job descriptions and staff annual performance objectives—reduced interest in assuming such a role. Nonetheless, evaluative evidence from comparators shows that focal points have been effective in providing expertise and support to operational teams in regional citizen engagement (World Bank, 2018).

### Policy dialogue

**There is limited evidence of the Bank’s efforts to foster policy dialogue that involves Civil Society or its effectiveness.** The evaluation team was unable to find conclusive evidence of the quality of policy

### Box 1: Facilitating Factors for Consultation and Dialogue with CS

Several factors could foster constructive consultation processes: engaging earlier, in less formal ways, and with country perspectives (GEF, 2016); giving a tangible response to citizen feedback to producing results, sustaining participation, and improving trust (WB, 2018); setting agendas together with an emphasis on supporting the enabling environment (ADC DANIDA SIDA, 2012); and exploring new information technology approaches (such as web casting or using special programs (UNEP, 2016)).

Source: IDEV-Synthesis of Evaluative Evidence on Civil Society Engagement

dialogue that had been facilitated by the Bank with governments and Civil Society. But the review of the Governance Trust Fund (GTF) highlighted that funding had been useful in promoting the Bank's visibility at the country level in partnership with other donors, and that CSOs had been strengthened, while the Bank's Country Offices had also gained knowledge that they can use further in their dialogue with partners. In Togo, for example, GTF funding was successfully turned into a bankable project. CSE-related evidence in this evaluation aligns with the [Evaluation of AfDB Program-Based Operations](#) (2012–2017). The findings revealed the following shortcomings: inappropriate institutional set-up; lack of clarity on who is responsible for policy dialogue; the structure of how it should be conducted and reported; lack of coordination; and lack of investment in the relevant human resources needed to conduct it.

**CSP development processes also failed to establish an institutional arrangement at the country level that allowed for significant policy dialogue between Civil Society, governments, and other stakeholders.** It is not clear whether the “policy dialogue” that involves Civil Society forms part of the Bank's mandate and country-level priorities. Albeit in the AfDB's strategic documents, this involvement is viewed as highly important in order to foster inclusive growth and the quality-of-life agenda.

**Evaluative evidence shows that AfDB comparators also face similar challenges regarding the effectiveness of consultation and dialogue efforts at the country and regional levels.** Among these challenges, closing the feedback loop was identified by a World Bank evaluation (2018) as an important issue after consultation with citizens,

and it is indeed a requirement according to the strategic framework. The World Bank reported not using the full range of entry points to involve citizens in strategic decision-making and policy dialogue, although the World Bank leverages its new country engagement model to consult with a wider range of stakeholders. Similarly, an AsDB evaluation (2006) found that the concerns of grassroots organizations and beneficiaries were not always reflected effectively in CSP formulation, because specific processes for collaboration in monitoring and adjustment of the CSP strategy and program balance were not clearly defined. Several evaluations found power dynamics during the consultation processes were often unequal and dominated by the multilateral development organization and its established agenda. Championing space for Civil Society in the political and policy dialogues with partner governments was recommended in the European Commission's evaluation of its Aid Delivery through Civil Society (2008) report. Box 1 summarizes key facilitating factors for successful CSE.

### At the project level

**Reviews of 76 project documents from the selected case study countries indicated that CSE is often integrated in project design, but that this occurs less during project implementation, monitoring and evaluation.** Projects that involved CSOs at the design stage usually targeted specialized grassroots CSOs with links to the project beneficiaries (i.e., farmers or water-user associations in rural areas). In fact, 16 percent of Bank staff survey respondents indicated that the first contact with the CSO was during project preparation. Furthermore, involving CSOs in the project cycle differed

significantly across the selected case studies: it was high in Côte d'Ivoire<sup>17</sup> and relatively low in Chad. In Tunisia,<sup>18</sup> CSE was found to be solely envisioned as part of safeguards compliance processes. Similarly, in Kenya, descriptions of CSE were significantly richer for projects that had triggered safeguards—out of the 25 projects, 15 projects (60 percent) referred to safeguards documents.<sup>19</sup>

**Evidence of successful collaboration with Civil Society primarily related to community-based organizations and was mostly in the water supply, sanitation, and agriculture sectors.** Project document reviews carried out under the framework of the cases studies showed several activities involving Civil Society in Chad, Côte d'Ivoire, and Kenya.<sup>20</sup> The roles assigned to CSOs were related to undertaking outreach activities, as the beneficiaries of capacity-building activities and, to a lesser extent, as project implementer.

## Partnerships

### At the corporate level

#### Internal collaboration within the AfDB

**Internal collaboration includes formal and informal arrangements, and joint activities to mainstream CSE in the Bank.** The evaluation found that internal partnership was dual-focused: (i) to raise awareness within the Bank regarding the 2012 CSE Framework; and (ii) joint outreach, communication and dialogue by multiple Bank departments/divisions with CSOs. Under the same department (e.g., Gender, Women and Civil Society), collaboration between Civil Society and gender teams was action-oriented, complementing each team's agenda and strengthening leveraging opportunities. The range of joint activities for which evidence was found focused on recent years. Notable CSE-related events included joint CSE awareness-raising events and gender-related sessions at the CSO Forum. Furthermore, a partnership with UN Women was established

to develop joint Country Gender Profiles (in Cabo Verde, Somalia and Sudan), providing evidence of engagement with CSOs in data collection.

#### **The Safeguards and Compliance Department and the Compliance Review and Mediation Unit also show a high level of recognition of the importance of CSE.**

Interviews showed that awareness of the Independent Review Mechanism conducted by the BCRM was high among all stakeholders. SNSC was also represented in the CSO Committee. Examples of collaboration with the Civil Society Division included a joint webinar for CSOs on the IRM Complaints-Handling Process by the BCRM (held in June 2020) and an event planned with other Independent Accountability Mechanisms (IAMS) to engage with CSOs in South Africa (though this was later canceled because of the COVID-19 pandemic). In addition, the Bank's Office of Integrity and Anti-Corruption (PIAC) and the BCRM jointly organized an event in Tunisia to mark the international anti-corruption day, attended by more than 100 representatives from CSOs across North Africa. Furthermore, PIAC and Governance and the Public Financial Management Coordination Office (ECGF) jointly organized a workshop on "fighting corruption and tackling illicit financial flows from Africa" in 2016. The SNSC was also invited by Wetlands International Afrique (WIA) to participate in the training of CSOs on safeguards in June 2019 in Senegal.

#### **The examination of internal partnerships reveals some missed opportunities for collaboration and knowledge-sharing.**

For example, the BCRM and other departments, for example, Macroeconomics Policy, Forecasting and Research Department (ECMR), and African Natural Resources Centre (ECNR), etc., had their own lists of CSOs, and specifically the BCRM maintained its own database of CSOs with whom it had engaged. Other teams, such as governance and gender, were unable to provide lists of civil-society actors, indicating that an ad hoc approach to identifying partners appears to be the current practice. Neither the BCRM nor other departments have used, or are fully aware of, the CSO database.

**Box 2:** The Bank's governance strategy linkage with the CSE Framework

The 2012 CSE Framework described that, as the AfDB has increasingly focused on promoting poverty reduction through a participatory approach, with an emphasis on accountability, transparency, good governance, outreach and communication, CSOs should be an integral partner in the AfDB's work on policies, programs, and country operations. The Governance Strategic Framework and Action Plan 2014–2018 (GAP II) also reiterated the Bank's CSE Framework with the aim of strengthening citizens' engagement with governments in the policy dialogue space, improving their analytical capacity, and improving voice and accountability. The emphasis around CSE had been from the angle of demand-side governance and the important role of CSO in holding governments accountable. There is a growing understanding around the complementarity and synergy between formal accountability mechanisms and demand-side governance toward improving the quality of public services and combating corruption.

**Governance and CSE functions are deeply interlinked, as is clearly illustrated in the AfDB's governance guiding documents and the 2012 Framework for Enhanced Engagement with Civil Society Organizations** (Box 2). Part of the role of Civil Society is to hold the Bank and its borrowers accountable to citizens, and to actively engage in policy dialogue. These represent the widely agreed main entry points to implement the good governance agenda. At the time of this evaluation, with the exception of the [multi-donor Governance Trust Fund](#), limited evidence was found to show effective internal collaboration in both areas. In addition, enabling Civil Society to play a more effective oversight role at the country level was stated as a key entry point in the 2015 Procurement Policy for Bank Group Funded Operations.

**External engagement and partnerships**

Based on the Bank's official definition of what Civil Society includes, this evaluation identified various types of partnership.<sup>21</sup> Although documented evidence of the number and types of agreement between Civil Society actors and the AfDB is sparse, formal and informal collaboration took place by various joint activities, as confirmed by the CSO survey (CSO Open Days, CSO Forum and conferences).

**The Bank has recently established external partnership on CSE.** The Bank's Civil Society Division reported that the Bank has signed a Letter of Intent with International Committee of Red Cross whereas partnership agreements are being finalized

with the West African Civil Society Institute and the Pan African Farmer's Organization. The Bank also organized joint webinars with the World Bank and the Islamic Development Bank on the role of CSOs amidst the impact of the COVID-19. In addition, the Bank established a partnership with the Islamic Development Bank on NGO empowerment in Africa.

**The evolution of Thematic Trust Funds from at least two donors<sup>22</sup> provides opportunities to address issues that could not be financed by standard projects.** According to IDEV's [Evaluation Synthesis on Partnerships](#), trust funds have been instrumental in strengthening the Bank's lending and non-lending portfolios. In addition, the six country case studies undertaken by IDEV for the Evaluation of the Bank's Partnerships indicated that the grants financed by trust funds supported critical areas outside the Bank's traditional areas of intervention, together with upstream analytical work and project bankability.

**There is an unclear understanding by Bank staff of the value-added of CSE to the Bank.** For example, despite an existing Memorandum of Understanding (MoU, 1993)<sup>23</sup> between the Network for Environment and Sustainable Development in Africa and the Bank for more than two decades, this has failed to yield better CSE outcomes. Interviews and document reviews indicated that the value-added of partnerships with the AfDB was not clear among Bank staff.

**Engagement between the Bank and CSOs on research, evaluation and knowledge**



**generation and brokerage was found to be mutually beneficial, although formalization and monitoring would help to enhance their impact.** “Enabling exchange and learning on best practices and to inform policy engagement, to allow for mainstreaming and scaling-up of AfDB interventions” is one of the two focus areas<sup>24</sup> of the AfDB's Knowledge Management Strategy. The 2018 report on Disclosure and Access to Information and Records Management and Archives indicates that, outside the Civil Society Division, the Bank's Macroeconomics Policy, Forecasting and Research Department and the African Development Institute (ECAD) have engaged with academia, think tanks and Voluntary Organizations for Professional Evaluation (VOPEs). For example, these include the “ECAD's Knowledge Seminar Series,” the ECOMR's Research Seminars, research with academic institutions such as [UNU-WIDER](#) and the [STAARS multi-year initiative](#) (2014–2019) with the Partnership for Economic Policy, the African Economic Research Consortium (AERC), the World Bank, and Cornell University. The same department cited its work with a former gender expert working on a project proposal on gender and fragility for an international think tank, [International Development Research Centre](#). Several knowledge products were made available to Civil Society. Some events that were organized, such as the African Economic Conference, involved a large participation of the academia, journalists, etc.

**Although there is evidence of the AfDB's strategic partnership with academia, the lack of operationalized procedures limits its expansion.** This type of Civil Society (as per the AfDB's definition) is viewed as being credible and independent, and the AfDB's best ally in identifying context-specific development solutions. The involvement of university institutions and research centers was often decisive in project implementation. Their intervention provided credibility to the various methodologies and techniques that have been developed (ISANGI geographically integrated REDD pilot project, 2018). Nonetheless, interviews showed that the Bank was not prepared to engage openly and formally with academia, due to the complexity of the processes

involved and the latter's lack of management capacity.

### At the project level

**Despite limited evidence of CSOs implementing projects, the Bank has different modes of engagement with CSOs at the project and activity level.** From the few examples found in this evaluation (Table 1), most of the CSOs (four) benefited by being direct recipients of funding to implement projects, while a couple (two) were subcontracted to implement projects. In addition, three CSOs were found to have MoUs with the Bank. However, evidence on specific engagements with CSOs and the effective dates of contracts and MoUs is scant.

**In fragile situations, several examples of other projects with more successful direct and indirect partnership with CSOs were identified, such as the Kenya Emergency Humanitarian Assistance to Populations Affected by Drought and Famine, where the Kenya Red Cross Society was subcontracted by the Ministry of Finance to provide food distribution.** The above cases resonated with selected interviews with Bank staff and external evidence on CSE, namely, the important role of CSOs in helping the United Nations (UN) institutions (or other implementing agencies) with local service delivery, which the Bank has also relied on. Agencies such as the World Food Program relied on a cleared list of more than 70 NGO partners on the ground to ensure an effective implementation capacity, though this process varies depending on particular context and the specific UN agency.

**Despite a limited number of successful examples of CSOs directly partnering with the Bank, the evaluation agrees with the findings from the two other evaluations (GTF and Congo Basin Forest Fund) regarding the limited real appetite, capacities, competencies and systems to support direct project-level engagement.** The Bank lacks an appropriate system and tailored tools that meet CSOs' management capacity in



**Table 1:** Example of identified projects with CSE, by type of partnership arrangement

Partnership	CSO type	Project	Type/signed	Country	Sector
<b>The University of Cape Town (UCT)</b>	University	Education for Sustainable Development in Natural Mineral Resources Management Operation	Direct contract, 15 March 2016	South Africa	Education
<b>Kenya Rainwater Association</b>	NGO	Scaling up of Integrated Rainwater Harvesting and Management and Complementary Livelihood Systems in Semi-Arid Districts of Kenya	Direct contract under AWF, 2012	Kenya	Water
<b>CARE International Côte d'Ivoire</b>	iNGO	Promotion de l'accès aux Toilettes et aux Emplois à Bouaké et Katiola à Travers la Réutilisation des Boues et des Urines (Promotion of access to toilets and jobs in Bouaké and Katiola through the reuse of sludge and urine)	Sub-contract. 2014	Côte d'Ivoire	Water supply & sanitation
<b>Catholic Relief Services</b>	iNGO	Smallholder Agricultural Productivity Enhancement and Commercialization Project	Sub-contract, grant, 2/2011	Liberia	Water
<b>International Centre for Research in Agroforestry</b>	iNGO	Gender in Agribusiness Investments for Africa Project	Grant agreement, 02/2017	Kenya	Agriculture
<b>Mamoun Beheiry Centre for Economic and Social Studies &amp; Research in Africa (MBC)</b>	Think Tank	Capacity Building for Enhanced Gender Participation in Peace and Economic Activities (CB-EGPPEA)	Direct Contract, March 2016	South Sudan	Social, gender
<b>Worldwide Fund for Nature (WWF)</b>	iNGO	No information available	MOU in/around 2012, no formal agreement for NDC	Pan-African	Climate change
<b>African Economic Research Consortium (AERC)</b>	Think Tank	Research Capacity and Knowledge Enhancement for Africa's Transformation	MOU/ Unknown date	Kenya	Education
<b>SERUKA National Non-Governmental Organization</b>	NGO	Rwanda Honey Value Chain Project: Enabling Women Beekeepers to access Markets (Africa Trade Fund)	Direct Contract/ Unknown date	Rwanda	Agriculture

Source: IDEV evaluation team

project implementation. One of the most important aspirations of CSOs in their engagement with the Bank is the opening of a funding channel. IDEV's synthesis of evaluative evidence on CSE shows that successful partnership practices that are most

likely to produce optimal results include long-term and continuous partnerships and engagement with strategic partners and should not be limited to a donor-recipient relationship based solely on financial transfers. ■



# Conclusions, Lessons and Recommendations

## Conclusions

Attention to CSE in the Bank's TYS is reflected in the inclusive growth agenda' in acknowledging Civil Society as a key development partner; and through cross-cutting themes: gender, anti-corruption and governance. Consistent with the 2012 CSE Framework, several noteworthy corporate-level initiatives have been institutionalized across the Bank. Along the dialogue, communication, and outreach focus areas, these include the CSO Forum, the CSO Committee and the CSO database. Since 2012, awareness raising has been achieved through a CSE-related newsletter, and CSO Open Days as both internal and external outreach events.

However, the extent of pushing the CSE agenda and the strategic framework has not been sufficient to make CSE a reality within the Bank's operations at all levels (corporate, regional, RMC and project). The Bank's strategic and convening positioning has not fully reflected CSE in the design of the Bank's strategies and priorities, and the RMC-level dialogue. Improving the existing mechanisms and providing binding operational guidance for CSE are crucial. Since establishing the Civil Society Division in 2016, progress has mainly been made in outreach and communication, but less so in terms of partnerships and dialogue or consultations.

The conceptual and normative basis for CSE at the AfDB is viewed as being partially relevant and coherent, but what the Bank is trying to achieve by engaging with the Civil Society is not made fully clear. Concepts and principles that guide CSE are well-defined, but scattered across the guiding documents (Policy, Framework and Action Plan), and not fully grasped by either Bank staff or Civil Society.

The evaluation found that the existing conceptual framework is deemed valid, but that it needs to be restructured and proactively disseminated to enhance CSE awareness and ownership. The added value of CSE efforts is not fully acknowledged or documented at all levels. Lack of operational guidelines, human and financial resources, capacity, and awareness have hampered implementation, monitoring, and learning from CSE experiences.

**Communication and outreach.** At the corporate level, the evaluation found progress with respect to disclosure and access to information. However, lack of sustained and systemized two-way communication mechanisms between Civil Society and the Bank across all levels (corporate, RMC and project) impeded meaningful engagement. Decentralization bodes well for CSE, bearing in mind that some regions are more conducive to CSE than others. Some regions are ahead of others mainly because they have dedicated staff and greater awareness of the value of CSE. Lack of data collection and reporting regarding outreach activities hinders actionable learning from the implementation of CSO Open Days and other awareness-raising activities.

**Consultation and dialogue.** The most sustained example of **corporate-level dialogue** is the CSO Forum, which had already started before the release of the 2012 CSE Framework. The emergence of the CSO Forum in 2009, in conjunction with the Bank's Annual Meetings, highlighted the internal consultative process reflected in its themes. However, the link between the CSO Forum and the CSO Committee is weak. In addition, the operational role of the CSO Forum has not been made fully clear. The spectrum

of participating CSOs also fails to reflect the diversity of the African continent and the Bank's geographical coverage.

At the country and regional levels, AfDB Offices do not engage with CSOs in a sustained way. The evaluation found a modest improvement in CSE for CSP development, in cases where a Civil Society Officer was involved. The lack of guidelines and resources (limited staff competencies and capacities) for CSE in RMCs hindered meaningful engagement. In addition, while CSPs and RISPs drive RMC and regional engagement with the Bank, CSP development processes have failed to establish an institutional arrangement at the country level that allows for a significant policy dialogue between Civil Society, governments, and other stakeholders. Nonetheless, the ongoing development of guidelines for CSE in the CSP process and project cycle integration by the Civil Society Division are positive steps going forward.

**Partnerships.** The evaluation found internal and external collaborations and partnerships to be a substantial driver in enhancing meaningful CSE, albeit while lacking strong selectivity. Confirming findings from the partnership evaluation, evidence was missing on the criteria used by the Bank in identifying CSOs and partnering with them, whether formally or informally. In addition, the evaluation identified several missed opportunities for collaboration, such as limited evidence regarding an effective internal collaboration on the governance agenda in achieving common objectives.

## Lessons

1. **Inadequate internal awareness** limited the use of existing CSE mechanisms and institutional structures (CSO database, CSO Officers, CSE Framework) aimed at enhancing CSE. This in turn hindered the achievement of the desired outcomes.
2. **The lack of a proper monitoring, evaluation, and learning framework** deterred the sharing of lessons learned, and reduced the

opportunities to build the business case for CSE. Learning is also hindered by limited discussion of competencies versus capacities. Since the CSE results were not measured, the Bank missed the opportunity to learn from CSE implementation at the project and RMC levels.

3. Lessons from the Bank and development partners point toward the potential usefulness of a credible and reliable **accreditation system** for Africa-based CSOs. Such a system could enhance selectivity and mitigate reputational and operational risks for Bank staff in partnering with Civil Society.
4. Conducting **country- or region-specific mapping** of Civil Society in line with the Bank's mandate and development priorities would help to contextualize the Bank's CSE and foster an enabling environment for CSOs.
5. The lack of sustained and systemized **two-way communication** mechanisms between Civil Society and the Bank across all levels (corporate, RMC and project) impeded meaningful engagement.

## Recommendations

The evaluation proposes the following recommendations:

**Recommendation 1: Enhance awareness and common understanding of the purpose and potential value-added of CSE to the Bank's mandate.** The following actions are suggested to address this issue:

- a. Communicate more widely the guiding documents, tools and mechanisms for CSE (CSO database, CSO Forum, CSO Committee, etc.) among the Bank staff, as well as CSOs, through the use of appropriate media (e.g., internal and external outreach events, publications, website, and mainstream and social media).

- b. Strengthen internal collaboration across the Bank's departments to consolidate the CSE efforts by creating adequate space and relevant incentives.
  - c. Develop an M&E framework for CSE that clarifies the CSOs' added value, the Bank's spheres of influence, dimensions of expected change, and indicators to monitor and measure results.
  - d. Integrate the CSE output and outcome indicators into the Bank's Results Framework.
  - e. Prioritize learning and knowledge management around CSE.
- b. Explore alternative funding sources such as Thematic Trust Funds for projects that either involve CSOs as implementing agents or as beneficiaries.
  - c. Ensure adequate staffing at Bank headquarters and regional levels (including engagement of focal points at the country level) with clearly defined roles and responsibilities to foster the CSE agenda.

**Recommendation 2: Enhance the resourcing approach for effective implementation of CSE.**

To address this issue, the Bank could consider employing the following actions:

- a. Develop operational guidelines to accompany the Bank's strategic commitment to CSE at three levels (corporate, RMC and project) and across existing engagement mechanisms (including communication and outreach, consultation and dialogue, and partnerships).

**Recommendation 3: Strengthen CSE in policy dialogue at the country and regional levels to contribute to the Bank's agenda of inclusive growth and good governance.** The following actions could be considered by the Bank to facilitate this process:

- a. Provide clear guidance to foster CSE in policy dialogue in the new CSE strategy and operational guidelines.
- b. Set up institutional arrangements at the country level to facilitate policy dialogue between the Bank, CSOs, governments and other stakeholders.
- c. Systematize and regularize CSO Open Days at the country level to foster partnerships. ■





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# Annexes

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## Annex 1: Evaluation Matrix

Key evaluation questions	Evaluation sub-questions	Indicators/judgement criteria	Sources for data collection	Methods
<b>1. How has CSE been conceptualized in the Bank and in relation to comparators?</b>	<b>1.1. How clear and consistent was the CSE conceptualized in the key guiding documents (CSE Framework and Action Plan)?</b>	<ul style="list-style-type: none"> <li>▮ Clarity of CS definition, relevance, coherence, and consistency across documentation</li> <li>▮ CSE Framework users consider the CSE Framework as comprehensive, relevant to their work and easy to understand?</li> </ul>	<ul style="list-style-type: none"> <li>▮ 2012 CSE Framework</li> <li>▮ 2017, 2019 Action Plans for CSE</li> </ul>	<ul style="list-style-type: none"> <li>▮ Document review</li> <li>▮ Use of benchmarking indicators</li> <li>▮ Mapping of CSE building blocks</li> <li>▮ Benchmarking the building blocks</li> <li>▮ Qualitative analysis of interviews</li> </ul>
	<b>1.2. How relevant and appropriate was CSE design to the Bank's priorities and mandate (positioning within the Bank and its strategies)?</b>	<ul style="list-style-type: none"> <li>▮ CSE component in the Bank's TYS and other relevant documents</li> <li>▮ CSO Committee</li> <li>▮ Resourcing mechanisms for CSE</li> <li>▮ CSE design is in line with the Bank's TYS and other strategic documents</li> <li>▮ Level of appropriateness of the CSE design with the Bank's TYS</li> <li>▮ Degree of CSE reflection in TYS, High 5s, DBDM</li> </ul>	<ul style="list-style-type: none"> <li>▮ Bank's TYS documents</li> <li>▮ CSO committee documents</li> <li>▮ CSE Action Plan and reports on CSE achievements</li> <li>▮ CSE-related evaluative evidence from IDEV evaluations</li> <li>▮ CSO Open Day and Awareness Workshop reports</li> <li>▮ Sectorial strategies</li> <li>▮ Interviews with AHGC, Senior management</li> <li>▮ External evaluative evidence from comparators</li> </ul>	<ul style="list-style-type: none"> <li>▮ Document review of corporate documents</li> <li>▮ Logframe analysis</li> <li>▮ Content and synthesis analysis</li> <li>▮ Qualitative analysis of interviews</li> <li>▮ MOPAN comparative analysis</li> <li>▮ Benchmarking exercise across comparators</li> </ul>
	<b>1.3. How responsive was CSE design to the needs of RMCs, and regional priorities?</b>	<ul style="list-style-type: none"> <li>▮ Alignment between CSE Framework, Action Plan and CSP guidance and CSPs</li> <li>▮ Coherence between CSE Framework/ Action Plan and project portfolio from 2012–2019</li> <li>▮ Degree of learning from CSP evaluations reflected in CSE framework</li> </ul>	<ul style="list-style-type: none"> <li>▮ CSO Committee documents</li> <li>▮ CSO Open Days reports</li> <li>▮ Interviews with Bank's management</li> <li>▮ Specific Country/regional Strategy Papers</li> <li>▮ CSO survey results</li> <li>▮ CSO Forum Capitalization Exercise results</li> <li>▮ Project documents</li> <li>▮ Country Gender Profiles, ESIA reports if applicable</li> <li>▮ Evaluative evidence from IDEV evaluations of CSPs</li> <li>▮ Country specific SDG VNR reports</li> </ul>	<ul style="list-style-type: none"> <li>▮ Document review</li> <li>▮ Contents analysis</li> <li>▮ Analysis of primary data collected during the CSO committee meeting</li> <li>▮ Qualitative analysis of interviews</li> </ul>
	<b>1.4. How has the Bank's CSE goals, guidance, activities, and positioning of the CS team has</b>	<ul style="list-style-type: none"> <li>▮ Relevance to regional and international priorities</li> <li>▮ Quality (coherence) of guiding documents for CSE from the AfDB and comparators</li> </ul>	<ul style="list-style-type: none"> <li>▮ Action Plan of CSO committee</li> <li>▮ Reports of the CS Division</li> <li>▮ CSO Forum data</li> <li>▮ Bank results management</li> </ul>	<ul style="list-style-type: none"> <li>▮ Desk review</li> <li>▮ Use of benchmarking indicators</li> <li>▮ Content analysis</li> </ul>

Key evaluation questions	Evaluation sub-questions	Indicators/judgement criteria	Sources for data collection	Methods
	<b>compared to those of comparators?</b>	<ul style="list-style-type: none"> <li>▮ Alignment of CSE approaches to international trends</li> </ul>	<ul style="list-style-type: none"> <li>▮ performance</li> <li>▮ Mapping of CSE –related documents across comparators: i.e., ADB Policy on Promotion of Cooperation with NGOs; The World Bank Strategic Framework for mainstreaming Citizen Engagement</li> <li>▮ CSO assessment report (2013)</li> </ul>	
<b>2. How effectively and efficiently has CSE in the Bank been operationalized since 2012 at corporate, RMC and project levels?</b>	<b>2.1. To which extent the Bank's CSE been able to adequately identify CS actors and clarifying their aspirations and concerns regarding the Bank at all levels?</b>	<ul style="list-style-type: none"> <li>▮ What have been the major typology of in the Civil Society with whom the Bank have been engaged (Inclusion and exclusion criteria across levels of interventions)</li> <li>▮ Joint actions /activities between the Bank and CS, by type</li> <li>▮ Number and types of MoUs and similar formal agreements</li> <li>▮ Level of satisfaction from joint action/activities</li> <li>▮ List and number of areas of engagement</li> <li>▮ Ration of RMCs with CSOs in the CS database</li> <li>▮ Size of CS actors with whom Bank engages</li> </ul>	<ul style="list-style-type: none"> <li>▮ 2012 CSE Framework the Bank</li> <li>▮ 2017, 2019 Action Plans for CSE</li> <li>▮ CSO survey results</li> <li>▮ CSO Forum Capitalization Exercise results</li> <li>▮ CSO Forum data</li> <li>▮ CSO Committee reports</li> <li>▮ Reports on activities of AHGC</li> <li>▮ Bank-wide interviews and survey</li> <li>▮ Project-related documents</li> <li>▮ Reports of AHGCs</li> <li>▮ Interviews with CS actors</li> <li>▮ Interview with other development partners (IsDB, World Bank, UNICEF, USAID)</li> </ul>	<ul style="list-style-type: none"> <li>▮ Survey analysis</li> <li>▮ Analysis of primary data collected during the CSO committee meeting</li> <li>▮ Document review</li> <li>▮ Content and qualitative analysis</li> <li>▮ Analysis of CSO database</li> <li>▮ Country case studies</li> <li>▮ Analysis of CSO forum submissions</li> <li>▮ MOPAN comparative analysis</li> <li>▮ Benchmarking exercise across comparators</li> </ul>
	<b>2.2 How has CSE in the Bank been operationalized at corporate level: which mechanisms/ elements have contributed the most to effective CSE?</b>	<ul style="list-style-type: none"> <li>▮ Institutional architecture and governance</li> <li>▮ Bank's strategic frameworks</li> <li>▮ Operational guidance</li> <li>▮ Corporate initiatives, instruments,</li> </ul>	<ul style="list-style-type: none"> <li>▮ Proof of effective and meaningful participation of CS actors</li> <li>▮ Level of satisfaction from CS participation from both parties (the Bank's staff and CS)</li> <li>▮ Adequacy of budgeting for CSE activities</li> <li>▮ Frequency and effectiveness of use of CSE mechanisms</li> <li>▮ Evidence of CSE-related learning at the corporate level, knowledge creation and dissemination</li> <li>▮ CS involvement of in designing/ implementation of strategic/ operational documents</li> </ul>	<ul style="list-style-type: none"> <li>▮ 2012 CSE Framework the Bank</li> <li>▮ 2017, 2019 Action Plans for CSE</li> <li>▮ Bank-wide interviews and survey</li> <li>▮ Interview with AHGC and CSO committee</li> <li>▮ Activity reports of AHGC</li> <li>▮ CSO assessment report (2013)</li> <li>▮ Evaluative evidence on CSE from IDEV corporate evaluations</li> <li>▮ CSE-related content in sectorial policies/strategies and corporate documents (2018 Operational manual, Guidelines for CSP, PCRs,</li> </ul>

Key evaluation questions	Evaluation sub-questions	Indicators/judgement criteria	Sources for data collection	Methods
	<p><b>and platforms for CSE and sensitization</b></p>	<ul style="list-style-type: none"> <li>   Relevance, quality, and quantity of corporate initiatives for CSE</li> <li>   Efficiency and effectiveness of use of corporate instruments for CSE (CSO database, CSO portal and website, CSO newsletter)</li> <li>   Use and utility of the Bank's CSE corporate instruments</li> </ul>	<p>Readiness Reviews from 2013; PAR guideline, CDN, Operations Procurement Manual, etc.)</p> <ul style="list-style-type: none"> <li>   Materials from the corporate initiatives for CSE (CSO Forum, Bank's Annual meeting, dissemination exercise, CSO partnership, CSO Open Days)</li> <li>   Corporate instruments for CSE (CSO database, CSO portal and website, CSO newsletter)</li> <li>   Interviews of CSOs and AHGC</li> </ul>	
	<p><b>2.3. How has CSE been operationalized at the RMC level:</b></p> <ul style="list-style-type: none"> <li>   Stakeholder identification and mapping in the CSP/RISP design</li> <li>   Planning (engagement goals, budget, strategies, and modes)</li> <li>   Implementation (information-sharing, consultation, and partnership)</li> <li>   M&amp;E, KM, and learning</li> </ul>	<ul style="list-style-type: none"> <li>   Evidence of collaboration with RMCs at the design/implementation of the Bank's activities at the RMCs</li> <li>   Frequency and types of interactions of Bank's staff with CS as assessed by key stakeholders.</li> <li>   Relationship between number of CS in CSO database/CSO Forum submissions</li> <li>   Types and effectiveness of CSE modalities at RMCs</li> </ul>	<ul style="list-style-type: none"> <li>   Sample of CSPs</li> <li>   All RISPs</li> <li>   Survey with the Bank's staff and CSO</li> <li>   Country/region-related interviews: country economist, Civil Society</li> <li>   Interview with AHGC and CSO Committee</li> <li>   Relevant BTORs</li> <li>   Reports from and observations at CSO open day if feasible</li> <li>   Evaluative evidence on CSE from IDEV CSP evaluations</li> </ul>	<ul style="list-style-type: none"> <li>   Document review</li> <li>   Contents analysis</li> <li>   Analysis of alignment with the CSP/RISP guidance</li> <li>   Qualitative analysis of interviews</li> <li>   Descriptive analysis of CSP/RISP reviews</li> <li>   Analysis of primary data collected during the CSO Committee meeting</li> </ul>
	<p><b>2.4. How has CSE in the Bank been operationalized at project level?</b></p>	<ul style="list-style-type: none"> <li>   Degree of reflection of CSE in project design and implementation</li> <li>   Relevance, timeliness, and efficiency of project-level engagement of CS actors</li> <li>   Challenges and opportunities in CSE operationalization</li> <li>   Conformity among borrowers/clients with Bank CSE-related guidance and business processes</li> </ul>	<ul style="list-style-type: none"> <li>   Project documentation: Project Concept Notes (PCNs), Project Appraisal Reports (PARs), BTORs, Project Implementation Reports progress</li> <li>   Survey with CSO and the Bank's staff</li> <li>   Interview with Task Managers, and Civil Society</li> </ul>	<ul style="list-style-type: none"> <li>   Document review</li> <li>   Contents analysis</li> <li>   Survey analysis</li> <li>   Portfolio analysis</li> <li>   SWOT analysis</li> <li>   Qualitative analysis of interviews</li> </ul>

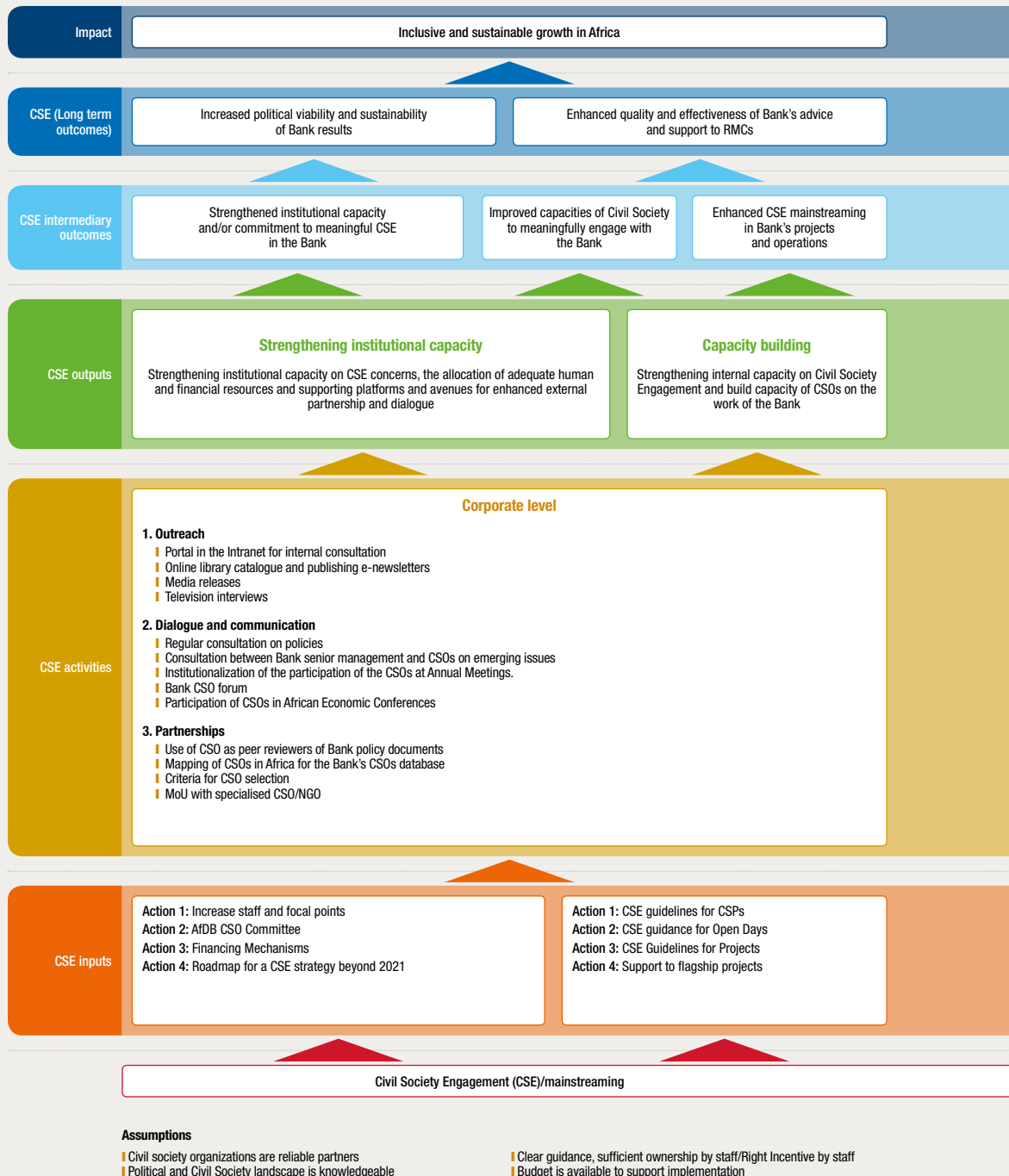


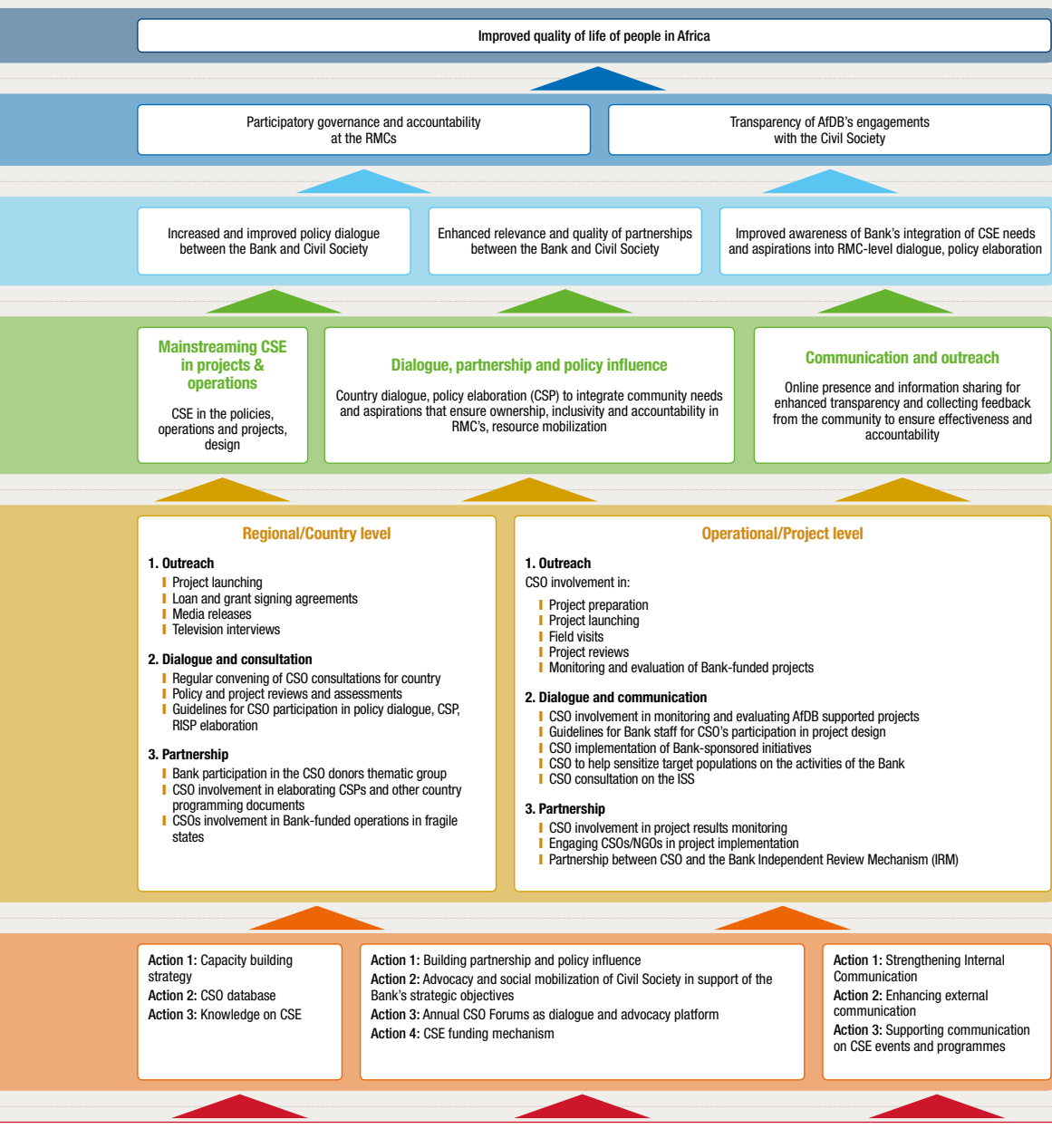
Key evaluation questions	Evaluation sub-questions	Indicators/judgement criteria	Sources for data collection	Methods
<p><b>3. To what extent have the Bank's processes and mechanisms for CSE facilitated meaningful engagement with the Civil Society in three tiers (corporate, regional/ country, and project) and focus areas (outreach, dialogue, and partnership) with stakeholders, i.e., that is timely, based on agreed goals and ground rules, well-informed, representative, constructive, mutually responsive, learning-oriented, and relationship enhancing?</b></p>	<p><b>3.1. How effective and efficient has CSE worked along the three pillars of the 2012 CSE Framework (outreach, dialogue, and partnership)?</b></p>	<ul style="list-style-type: none"> <li>   Planned versus actual</li> <li>   Capacity building and related activities per pillar</li> <li>   Interactions of the Bank's staff with Civil Society</li> <li>   Operational guidance, resources, projects</li> <li>   Perception on activities implementations and achievements between the Bank's staff and Civil Society</li> </ul>	<ul style="list-style-type: none"> <li>   Back to Office Reports</li> <li>   Activities reports of AHGC</li> <li>   Survey with Bank staff and Civil Society</li> <li>   Analysis of CSO Forum submissions</li> <li>   CSO Forum Capitalization report</li> <li>   Report: Scaling-up AfDB CSE</li> <li>   Interviews with AHGC, Task Managers</li> <li>   Interview with Civil Society</li> <li>   CSO assessment report (2013)</li> </ul>	<ul style="list-style-type: none"> <li>   Document review</li> <li>   Contents analysis</li> <li>   Survey analysis</li> <li>   Qualitative analysis of interviews</li> </ul>
	<p><b>3.2. Which focus areas/pillars (outreach, dialogue, and partnership) has the most progress been made and Why?</b></p>	<ul style="list-style-type: none"> <li>   Number of times the focus areas occurs</li> <li>   Justification of the choice</li> <li>   List of facilitators and successes for CSE</li> </ul>		
	<p><b>3.3. To which extent the Bank's CSE has succeeded in planning modes of engagement (information sharing, consultation, partnership) that contributes to Bank's goals, and respond to the relevant stakeholders' interests, concerns, and capacities.</b></p>	<ul style="list-style-type: none"> <li>   Inclusion and exclusion criteria of CSO</li> <li>   Joint planning activities</li> <li>   Evidence of CSE-planning in related Memorandum of Understanding,</li> <li>   CSE workshops and other events</li> <li>   Nature and type of interaction of AHGC with the Bank's departments</li> <li>   Key themes or areas of MoU with partners</li> </ul>	<ul style="list-style-type: none"> <li>   2012 CSE Framework</li> <li>   2017, 2019 Action Plans for CSE</li> <li>   Learning from Evaluation Results Database (EVRD)</li> <li>   CSO Committee reports</li> <li>   Reports on activities of AHGC</li> <li>   Survey with staff of the Bank and CSOs</li> <li>   Project-related and other BTORs</li> <li>   2014–2016 CSO assessment</li> <li>   Survey with staff of the Bank and CS</li> <li>   CSO Open Days and awareness raising workshop reports</li> <li>   CSE-related knowledge products</li> </ul>	<ul style="list-style-type: none"> <li>   Document review</li> <li>   Contents analysis</li> <li>   Survey analysis</li> <li>   Qualitative analysis of interviews</li> </ul>

Key evaluation questions	Evaluation sub-questions	Indicators/judgement criteria	Sources for data collection	Methods
	<b>3.4. How responsive and relevant has the types of engagement by in relation to mutual (the Bank, CS) needs and capacities, in the key areas of engagement?</b>	<ul style="list-style-type: none"> <li>   List of areas of engagement</li> <li>   Actual areas of engagement vs. reported areas of engagement</li> <li>   Bank's capacity and resources to design and implement effective CSE</li> </ul>	<ul style="list-style-type: none"> <li>   Interviews in the Bank: AHGC and others</li> <li>   Evaluation Results Database (EVRD)</li> <li>   Activity reports from AHGC</li> <li>   Survey with staff of the Bank and CS</li> <li>   Interviews with CSOs</li> <li>   CSO assessment reports</li> </ul>	<ul style="list-style-type: none"> <li>   Document review</li> <li>   Contents analysis</li> <li>   Survey analysis</li> <li>   Qualitative analysis of interviews</li> <li>   Mapping of Civil Society actors by type of engagement</li> </ul>
	<b>3.5. Which facilitating factors have facilitated and which hindering factors prevented effective and meaningful CSE?</b>	<ul style="list-style-type: none"> <li>   Alignment of factors with those of comparators</li> <li>   AfDB-specific factors: awareness and recognition</li> </ul>	<ul style="list-style-type: none"> <li>   Bank-wide survey and interviews</li> <li>   Evaluative evidence from EVRD</li> <li>   External evaluative evidence</li> <li>   AHGC2 activity reports</li> <li>   CSO Committee Reports</li> <li>   CS workshops and open day reports</li> <li>   2014–2016 CSO assessment</li> </ul>	<ul style="list-style-type: none"> <li>   Survey analysis</li> <li>   Desk review</li> <li>   Qualitative analysis of interview</li> </ul>
	<b>3.6. How effective was the Bank's CSE in influencing the way in which CSE is understood and supported at the corporate and RMC levels?</b>	<ul style="list-style-type: none"> <li>   RMC level perceptions among Bank staff and partners</li> <li>   Type and content of feedback of/on CSE at the RMC levels</li> </ul>	<ul style="list-style-type: none"> <li>   Survey with the Bank's staff</li> <li>   Interviews with CS, Bank staff at RMC offices and Task Managers</li> <li>   Interview with AHGC and HQ staff</li> <li>   Activities reports of AHGC2</li> <li>   CSO Committee reports and interviews with CSO Committee members</li> <li>   2014–2016 CSO assessment</li> </ul>	<ul style="list-style-type: none"> <li>   Survey analysis</li> <li>   Contents analysis</li> <li>   Qualitative analysis of interviews</li> <li>   Analysis of primary data collected during the CSO Committee meeting</li> </ul>
	<b>3.7. How do the Bank's CSE outcomes compare with outcomes of comparator institutions?</b>	<ul style="list-style-type: none"> <li>   Outcomes for each comparator</li> <li>   Bank's outcomes with CSE</li> <li>   Amount of evidence of Lessons from CSEE from RMC/region</li> </ul>	<ul style="list-style-type: none"> <li>   Activity reports of CS Division for each comparator</li> <li>   Survey of Bank staff</li> <li>   EVRD Evidence</li> <li>   MOPAN reports for AfDB and comparators</li> </ul>	<ul style="list-style-type: none"> <li>   Document review</li> <li>   Use of benchmarking indicators</li> <li>   Survey analysis</li> <li>   SWOT analysis</li> </ul>

Key evaluation questions	Evaluation sub-questions	Indicators/judgement criteria	Sources for data collection	Methods
<b>4. What lessons learned and best practices can the Bank apply to improve CSE and amplify benefits for inclusive growth?</b>	<b>4.1. To which extent and how the Bank's CSE influence the objectives, design and/or implementation of strategies, projects?</b>	<ul style="list-style-type: none"> <li>▮ Alignment of perceptions of internal and external stakeholders about value-added of CSE</li> <li>▮ Feedback of CS on project design/ implementation</li> </ul>	<ul style="list-style-type: none"> <li>▮ Bank-wide interviews and survey</li> <li>▮ Project documentation: PCNs, PARs, BTORs, PIRs</li> <li>▮ 2018 and 2019 CSO Forum submissions</li> <li>▮ Interviews with Task Managers</li> <li>▮ Interview with CSOs</li> <li>▮ CSO assessment report (2013)</li> </ul>	<ul style="list-style-type: none"> <li>▮ Survey analysis</li> <li>▮ Qualitative analysis of interviews</li> <li>▮ Portfolio analysis</li> <li>▮ Corporate review</li> </ul>
	<b>4.2. How well has internal knowledge and learning enhanced CSE, internally in the Bank and with the Civil Society?</b>	<ul style="list-style-type: none"> <li>▮ Alignment of perceptions of internal and external stakeholders about value-added of CSE</li> <li>▮ Types of knowledge products on CSE per RMC</li> <li>▮ CSE-related knowledge generation and management</li> <li>▮ Quantity and quality of CB workshops</li> <li>▮ Internal awareness</li> </ul>	<ul style="list-style-type: none"> <li>▮ Capacity-building workshop reports</li> <li>▮ Survey of the Bank's staff</li> <li>▮ 2014–2016 CSO assessment</li> <li>▮ Bank-wide survey and interviews</li> <li>▮ CSO assessment report (2013)</li> </ul>	<ul style="list-style-type: none"> <li>▮ Document review</li> <li>▮ Survey analysis</li> <li>▮ Qualitative analysis of interviews</li> </ul>
	<b>4.3. To what extent are CSE approaches, issues and lessons learned at each level managed (KM), communicated to other levels, and translated into revised/improved approaches to CSE?</b>	<ul style="list-style-type: none"> <li>▮ Quality of feedback</li> <li>▮ Relevance of feedback</li> <li>▮ Types of knowledge products</li> <li>▮ Dissemination/ communication trends</li> <li>▮ Instances of feedback / learning across levels</li> </ul>	<ul style="list-style-type: none"> <li>▮ CSO Committee meeting reports</li> <li>▮ Activities reports of AHGC</li> <li>▮ Data from CSO Committee meeting (5-6 November)</li> <li>▮ IRM and ESIA reports</li> <li>▮ Reports and notes of the capacity-building workshop, 2019</li> <li>▮ Interviews with Task Managers, AHGC, Civil Society</li> <li>▮ Knowledge products</li> </ul>	<ul style="list-style-type: none"> <li>▮ Contents analysis</li> <li>▮ Documents review</li> <li>▮ Portfolio analysis of projects in five case studies</li> <li>▮ Qualitative analysis of interviews</li> </ul>

## Annex 2: Theory of Change for CSE







## Annex 3: Methodology

This evaluation was strategic and aimed to assess the role of the CSE Framework and Action Plan in providing a structure for enhanced CSE, in support of the Bank's strategic objectives. It also aimed to determine whether CSE approaches and mechanisms are aligned with the Bank's mandate and priorities, and the Bank's portfolio. An overview of the specific evaluation questions, lines of evidence, data analysis techniques, indicators and judgement criteria are provided in the evaluation matrix (Annex 1). The evaluation matrix formed the backbone of the evaluation's technical report, identifying how findings and conclusions of the evaluation were derived.

### Evaluation Approach and Scope

The overarching evaluation approach addressed the dual purposes of learning and accountability, to reflect the adaptive and broad nature of CSE at the Bank, as well as the changing needs and contexts of its internal and external partners and clients in highly dynamic and diverse institutional, regional and international contexts. The evaluation focused on design and implementation, on processes and efficiency, and learning about the successes and challenges from implementing the CSE Framework, Actions Plans and other strategic and operational documents with reference to CSE at the Bank.

**A combination of evaluation approaches was used.** A **theory-based approach** was used by constructing the Theory of Change, which draws conclusions about whether and how CSE-related interventions brought about observed results. The theory-based approach represented a "logic of enquiry," which was used in combination with other approaches. In line with the TOC, a **Utilization-Focused Evaluation** approach was also used, to combine various evaluation designs and data-collection techniques and to guide the process and decision-making, placing a high value on ensuring that the evaluation conclusions and recommendations would be useful and actionable to the two groups of primary audience (CODE and the key departments driving the CSE agenda and the Bank staff). A **case-study approach** was also used to contribute to building evidence on how CSE has been carried out at the RMC level (country case studies) against key implementation mechanisms (outreach and communications, dialogue and consultation, partnerships), including through projects and other specific RMC-level actions.

The initial elaboration of the 2012 CSE Framework defined the time boundaries of the evaluative data collection. For feasibility, it was considered as a starting point for the Bank's most recent strategic approach to CSE, considering TYS and High 5s. The evaluation covered actions along the three groups of mechanisms of engagement (partnerships, consultation and dialogue, communication and outreach) with Civil Society at the three levels (corporate, regional and RMC, and project) since 2012. This was implemented with recognition of the changes brought about by the 2017 Action Plan for CSE, DBDM, and other relevant corporate and sectorial guidance documents and processes.

Through the assessment of key implementation mechanisms (outreach and communications, dialogue and consultation, partnerships), and using quantitative and qualitative data, this evaluation sought to understand the **effectiveness and efficiency of CSE since 2012**, and the status as at December 2019, at the corporate, RMC, regional and project levels. Issues related to efficiency were reviewed in the light of such recent reforms as the DBDM and their implication on CSE positioning and coordination, with an eye for setting up a multi-

donor trust fund to provide funding for: (i) AfDB task teams to enhance CSE scope and quality during project preparation and appraisal; and (ii) CSOs to strengthen capacity in such areas as governance, organizational structure, policies and procedures, financial management, and research and advocacy skills; to implement a program; and/or to monitor so as to ensure that AfDB-financed projects are being implemented effectively and achieving the expected development results. Finally, the aspect of internal and external partnerships was investigated by identifying areas of value-added and efficiency gains, vis-à-vis outcomes for Civil Society and the Bank. The evaluation considered the combination of factors (design, implementation, context, etc.) that facilitate or inhibit CSE at the three levels (corporate, RMC and projects).

In view of the existing evidence on CSE provided by both IDEV and the Bank's Management, the present evaluation focuses more on the **relevance and process of CSE**, and associated results, with limited analysis of the outcomes.

The CSE evaluation is **summative and formative**, emphasizing learning and reflection. The UFE evaluation approach informed the methods chosen, the decisions made, data analysis and, more importantly, how gender mainstreaming interventions are valued. The evaluation team ensured that empirical data were gathered from multiple perspectives at different levels and triangulated to answer each evaluation question, and make sense of the findings.

## Sampling, Methods of Data Collection and Triangulation

The mixed methods approach allowed multiple ways of seeing and hearing, and making sense of the social world and multiple standpoints on what is important, and to be valued and cherished. The mixed methods way of thinking used during the evaluation rested on the assumption that there are multiple legitimate ways of making sense of CSE, the role of the CSE Framework, and the position of Civil Society agenda in the Bank and in the region. The process of active engagement with difference and diversity included triangulation of data sources and researcher triangulation. The evaluation also focused on qualitative research, by not ignoring the "outlier" or information that does not triangulate, rather exploring it. Drawing on both qualitative and quantitative data showed high potential to provide strong results and enabled the development of concrete and practical recommendations for the new CSE strategy.

**Sampling:** Within different lines of evidence, purposeful sampling was mostly used. It allowed for identification and selection of information-rich cases and evidence related to CSE at the AfDB and in the Bank's engagement with the Civil Society actors. The evaluation used a type of purposive sampling (criteria sampling) to select cases that are most likely to provide the most useful information to answer evaluation questions. The overarching criterion was, "what cases (reports, organizations, individuals) we learn the most from?" For each evaluation (EQ), a list of individuals, organizations and documents was identified that were likely to provide the most insight and learning, as detailed in the evaluation matrix. The purposive sampling was used to select cases that are most likely to provide the most useful information to answer evaluation questions (Table A3.2).

**Exploring the Theory of Change:** All data sources were used to construct the TOC for CSE during scoping phase, grounding it in the CSE Framework and other key documents. In addition, a particular attention was given to the assumptions underlying the causal links and their validity was verified across the data collection and analysis process. The TOC informed the evaluation and facilitated exploration to the extent possible during

the evaluation exercise, with a focus on inputs, process, and outcomes. Exploring impact was not feasible, and it was beyond the scope of this evaluation.

**Data Analysis and Triangulation:** Data were analyzed through thematic analysis against the evaluative framework and included an understanding of the various stakeholder perspectives (e.g., valuing). Thematic analysis was used to identify themes in the data that were important or interesting and use these to address the research questions. The following two types of data triangulation were utilized: (i) data triangulation (use of different sources of information from several categories of stakeholders from inside and outside the Bank); and (ii) methodological triangulation (when two or more qualitative and/or quantitative methods are used, such as surveys and interviews).

**Table A3.1:** Overview of data collection methods

Data collection method	Sample
<b>Qualitative:</b>	
▮ Benchmarking the AfDB against comparator organizations using the Multilateral Organization Performance Assessment Network (MOPAN) methodology	9 reports
▮ Key informant interviews and focus groups discussions with the Bank, Civil Society (in-person: Kenya, Côte d'Ivoire, Chad; virtual: Tunisia, South Africa, and a range of other countries)	170 individuals
▮ Document review: Project portfolio analysis	76 projects
▮ Review of AfDB institutional corporate documents	77
▮ Synthesis of evaluative evidence from comparator organizations	12 evaluations
▮ Regional/Country Strategy Papers (CSP/RISP) review	23 documents
<b>Quantitative:</b>	
▮ Online surveys of Bank staff/consultants	203 individual respondents
▮ Online survey of Civil Society	290 individual respondents
▮ 2018 and 2019 CSO forum submissions	54 proposals
<b>Observations at the following events:</b>	
▮ <a href="#">AfDB – CSO Committee meeting</a> and Capacity Building brainstorming workshop, November 2019, Abidjan, Côte d'Ivoire	4 events
▮ <a href="#">CSO Forum, 2019, Abidjan, Côte d'Ivoire, May 2019</a>	
▮ <a href="#">Conference on Land Policy in Africa, Abidjan, Côte d'Ivoire. 25-29 November 2019</a>	
▮ CSOs Webinar. IRM Complaint Handling Process. Compliance Review and Mediation Unit (BCRM), 6 June 2020, Virtual	

## Data Collection Methods

The evaluation matrix in Annex 1 maps data collection methods to the evaluation questions.

### **Online survey:**

The online survey was administered to obtain internal and external perspectives. In line with evaluation design, sampling targeted two different key groups of stakeholders, Bank staff/consultants and Civil Society actors. An invitation to respond to the online survey was sent to two separate lists of Bank staff (Bank ADB\_PL [Managerial & Non-Managerial]) and consultants ("ADB Consultants"). The selection for CSO representatives

followed a sampling methodology that was purposeful and comprehensive to elicit responsiveness by a maximum diversity of respondents.

**Table A3.2:** Sampling for online survey

Survey target group	Sample	Number (Response rate)
AfDB Bank ADB_PL (Managerial & Non-Managerial) and "ADB Consultants"	1000+883 = 1883 For consultants: from the list of 883 around 100 emails bounced back and many of the individuals on the list had become staff, therefore 783 was the number considered	203 (11.4%)
Online survey of Civil Society in Africa	CSO database, sampled 35 countries = 2500; original list from CSO Forum list = 454; BCRM database = 341; IDEV database = 794; ECNR = 209; Lists of participants from anticorruption day in Tunis, constituency lists from selected CSO committee members, participants of CSO side events at Global Gender Summit, CSOs consulted during development of three country gender profiles; participants from CSO Open days in Mauritius, African VOPE list, climate day in Abidjan, governance team, etc. = about 550 = 4849	290 (6%)

The evaluation team worked with the CHIS1 Division at the Bank to administer the online survey. The survey was tested in collaboration with Bank staff and CSOs in English, French and Portuguese (CSO survey only). The feedback from the pilot was used to refine and finalize the survey. Participation in the survey was voluntary as well as confidential. Out of a total of 219 individuals that were invited to participate, 54 responded, which translated into a response rate of 25 percent. A set of interviews and FGDs were organized afterwards with the surveys' respondents (CSO and Bank staff) who expressed the will to be contacted for a deeper discussion with the evaluation team.

**Table A3.3:** Breakdown of AfDB respondents to online survey

Question	Number of respondents	Percentage of respondents
<b>Q2. What is your gender?</b>		
Male	122	60.1%
Female	80	39.4%
Non-Binary	1	0.5%
Total (n)	203	100%
<b>Q1. Where are you located?</b>		
Abidjan (HQ Level)	101	49.8%
Regional/Country Office	102	50.3%
Total (n)	203	100%
<b>Q5. How long have you been at the Bank?</b>		
Less than 1 year	26	12.8%
1–3 years	62	30.5%
4–6 years	21	10.3%
7–9 years	28	13.8%
10+ years	66	32.5%
Total (n)	203	100%

Question	Number of respondents	Percentage of respondents
<b>Q3. What is your grade level at the Bank?</b>		
Consultant	31	15.3%
EL	8	3.9%
GS	14	6.9%
LP	24	11.8%
PL	122	60.1%
STS/service provider	3	1.5%
Non-Response	1	0.5%
<b>Total individual respondents</b>	<b>203</b>	<b>100%</b>

**Table A3.4:** Breakdown of respondents from the Civil Society

Question	Number of respondents	Percentage of respondents
<b>Q4. What is your position/role in the organization</b>		
President or Member of the Board of Directors/elected body	132	40.1%
Administrative director/coordinator/ assistant	78	23.7%
Civil Society/Inclusion/Advocacy related position	27	8.2%
Intern/Volunteer	6	1.8%
Programs director/officer	43	13.2%
Fundraising/resource mobilization coordinator/staff	10	3.0%
Other (specify)	33	10.0%
<b>Q3. What is the highest level of education you have completed?</b>		
Secondary school/high school	9	3.0%
Post-secondary/vocational school (not university, college)	26	9.0%
Bachelors/University/License/Bachelor/College	84	29.0%
Postgraduate/PhD/Master's/Doctorate	171	59.0%
<b>Total individual respondents</b>	<b>290</b>	<b>100%</b>

**Table A3.5:** Background of CSOs responding to the online survey

Question	Number of respondents	Percentage of respondents
<b>Q7. What is/are your organization's top function/roles?</b>		
Service delivery/implementation	135	19.1%
Capacity building/training	235	33.2%
Advocacy/watchdog	172	24.3%
Research/think tank	53	7.5%
Research/think tank/evaluation	55	7.8%
Funding/Grants	12	1.7%
Legal assistance to individuals/organizations	30	4.2%
Other (Please specify)	16	2.3%
Total (n)	290	100%
<b>For how many years your organization has been active?</b>		
0-4 years	45	15.5%



Question	Number of respondents	Percentage of respondents
5-9 years	73	25.2%
10-19 years	99	34.1%
20 or above	73	25.2%
Total (n)	290	100%
<b>Q5. At what level does your organization operate?</b>		
Community/village	35	12.1%
District/Province	27	9.3%
National	155	53.5%
Pan-African (more than one country in Africa)	33	11.4%
Regionally	17	5.9%
International	23	7.9%
<b>Total (n)</b>	<b>290</b>	<b>100%</b>

Table A3.6: Breakdown of AfDB and CSO respondents to online survey

Question	CSO survey		Bank survey	
	Number of respondents	Percentage of respondents	Number of respondents	Percentage of respondents
<b>What is your gender?</b>				
Male	205	70.7%	122	60.1%
Female	83	28.6%	80	39.41%
Non-Binary	2	0.7%	1	0.49%
Total (n)	290	100%	203	100%
<b>Where are you located?</b>				
Algeria	1	0.3%	1	0.5%
Angola	6	2.1%	1	0.5%
Benin	2	0.7%	-	-
Botswana	2	0.7%	-	-
Burkina Faso	5	1.7%	1	0.5%
Burundi	1	0.3%	3	1.5%
Cameroon	8	2.8%	-	-
Cape Verde	6	2.1%	-	-
Chad	4	1.4%	3	1.5%
Congo	1	0.3%	-	-
Côte d'Ivoire	96	33.1%	101	49.8%
Democratic Rep. of Congo	7	2.4%	2	1.0%
Egypt	1	0.3%	2	1.0%
Ethiopia	1	0.3%	11	5.4%
Gambia	3	1.0%	-	-
Ghana	8	2.8%	2	1.0%
Guinea	1	0.3%	1	0.5%
Guinea-Bissau	1	0.3%	1	0.5%
Kenya	23	7.9%	20	9.9%
Lesotho	3	1.0%	-	-
Liberia	6	2.1%	1	0.5%
Madagascar	12	4.1%	3	1.5%

Question	CSO survey		Bank survey	
	Number of respondents	Percentage of respondents	Number of respondents	Percentage of respondents
Malawi	8	2.8%	2	1.0%
Mali	2	0.7%	1	0.5%
Mauritania	2	0.7%	-	-
Morocco	5	1.7%	1	0.5%
Mozambique	-	-	8	3.9%
Niger	7	2.4%	1	0.5%
Nigeria	21	7.2%	7	3.5%
Rwanda	2	0.7%	3	1.5%
Senegal	7	2.4%	2	1.0%
Sierra Leone	2	0.7%	5	2.5%
Somalia	1	0.3%	-	-
South Africa	2	0.7%	5	2.5%
South Sudan	2	0.7%	-	-
Tanzania	4	1.4%	3	1.5%
Togo	6	2.1%	-	-
Tunisia	8	2.8%	8	3.9%
Uganda	2	0.7%	2	1.0%
Zambia	3	1.0%	2	1.0%
Zimbabwe	4	1.4%	-	-
[Other]	4	1.4%	-	-
<b>Total individual respondents</b>	<b>290</b>	<b>100%</b>	<b>203</b>	<b>100%</b>

### ***Three field visits (country case studies)***

Initially, five field visits were selected as part of the case study approach, but only three were finally conducted due to travel restrictions caused by the COVID-19 pandemic. In the end, three of the planned five country case study reports were drafted. The case studies aimed to obtain in-depth insights on the experiences with CSE at the country and project levels. In addition, the field visits were meant to give the evaluators a better sense of the context in which the projects were implemented, thereby enhancing their ability to accurately assess the opportunities and challenges to engage with Civil Society Organizations (national and international) operating in the country. The countries were selected based on the following criteria: (i) regional coverage, (ii) presence of a Civil Society Officer, and (iii) the presence of regional/headquarters offices. The three field missions: to Chad and Côte d'Ivoire (November 2019) and Kenya (March 2020). The field missions targeted a wide range of internal and external stakeholders.

### ***Key informant interviews and focus group discussions***

KIIs and FGDs informed the evaluation design and were completed as part of the data collection to better understand: perspectives regarding relevance and coherence of the Bank's approaches to CSE; facilitators and barriers in the implementation to-date, and associated processes (efficiency and effectiveness); and identify sustainability and perceptions of catalytic effects of CSE. KIIs and FGDs were carried out using a semi-structured interview guide, informed by the evaluation framework. Key informants were selected based on the information needs of the evaluation after analysis of secondary data, following a snowball strategy and

their own desire to be interviewed after completing the online survey. The following table gives a breakdown of respondents to qualitative data collection:

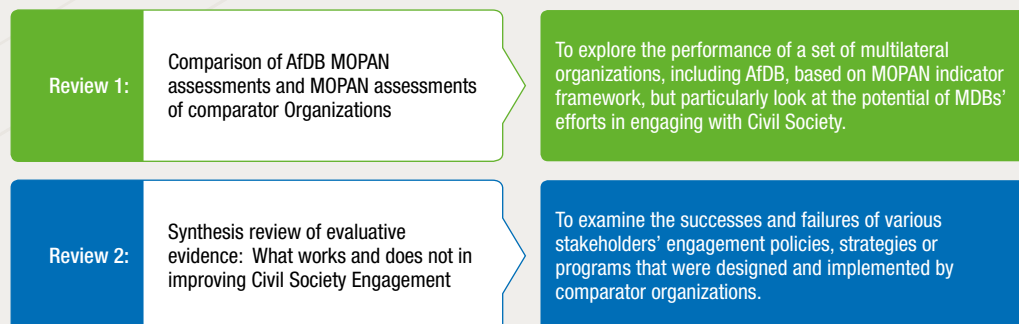
**Table A3.7:** Breakdown of respondents to KIs and FGDs

Data collection type	Count	Percentage
Focus Group Discussion	145	64%
Key Informant Interview	80	36%
<b>Total</b>	<b>225</b>	<b>100%</b>
Category of respondent	Count	Percentage
Bank Staff	59	26%
Consultant	3	1%
CSO Committee Bank	16	7%
CSO-Committee Representing CSOs	12	5%
CSO-Representative	106	47%
Government	13	6%
iNGO	3	1%
Not Specified	1	0%
Staff Other MDBs	5	2%
VOPE	7	3%
<b>Total</b>	<b>225</b>	<b>100%</b>

### *Benchmarking and synthesis of evaluative evidence from comparators*

The **synthesis of evidence** relies on an examination of selected documents which are analyzed following a systematic procedure for reviewing both printed and electronic documents (computer-based and internet-transmitted) material (Bowen, 2009). Like other analytical methods in qualitative research, document analysis requires that data be examined and interpreted in order to elicit meaning, gain understanding, and develop empirical knowledge (Corbin & Strauss, 2008; see also Rapley, 2007 cited in Bowen, 2009). The analytic procedure entails finding, selecting, appraising (making sense of), and synthesizing data contained in documents. Two reviews of evaluative evidence were identified as relevant to answer the evaluation questions.

**Figure A3.1:** Reviews and objectives



**Sampling:** For the purpose of gathering relevant documents for analysis in both reviews, a search for evidence in electronic databases and on institutional websites was conducted. The document search was conducted from September to February 2020, which defines the time scope for evaluative evidence. A total of 22 evaluations were identified and included. Twelve evaluations were selected from different sources for the synthesis of evaluative evidence related to CSE, and 10 from the Multilateral Organization Performance Assessment Network ([MOPAN](#)) database. We searched for evaluations published in three languages (English, French and Spanish). As a result of preliminary sampling, the following types of comparator organizations were included: multilateral development banks, multilateral development agencies, investment/trust funds, and bilateral donors. The final list of documents was selected based on the following inclusion and exclusion criteria:

- Type and standing of the comparator organization;
- Relevance of documents to the topic to the evaluation; alignment to the conceptual framework of the CSE evaluation;
- Authenticity, credibility, and accuracy of the selected evaluations reports;
- Completeness comprehensiveness (covering the topic completely or broadly) or selective (covering only some aspects of the topic); and
- Time-scope: close in time to the AfDB 2012–2015 CSE Framework.

For the two reviews, the qualitative data analysis software package [MAXQDA](#) was used.

**MOPAN benchmarking:** In the absence of designated key performance indicators and MIs around CSE, and to narrow down the spectrum of data from the selected reports, a set of keywords that are relevant to the CSE were identified, aligned with the CSE evaluation design matrix and the reconstructed ToC. Afterwards, on the text segments selected, two-cycle coding took place: (i) The first analytical process followed a **procedural coding approach** whereby the MOPAN indicator framework served as a codebook; and (ii) the second analytic process followed a **focused coding approach**.<sup>25</sup> This is appropriate for the development of major categories or themes from the data (Saldaña, 2016). Indeed, thematic analysis was used to search for themes that emerge as being important (Daly, Kellehear, & Gliksman, 1997). The process involves the identification of themes through a “careful reading and re-reading of the data” (Rice & Ezzy, 1999, p. 258). It is a form of pattern recognition within the data, where emerging themes become the categories for analysis.

**Synthesis of evaluative evidence:** The second analysis “Synthesis review of evaluative evidence: What works and does not in Civil Society Engagement” followed a **realist synthesis approach**.<sup>26</sup> The realist synthesis approach (Pawson, 2005) to reviewing research evidence on complex social interventions provides an explanatory analysis of how and why they work (or do not work) in particular contexts or settings.<sup>27</sup> The synthesis of evidence used in this study relies on the examination of selected documents (Bowen, 2009) and it follows a systematic procedure for reviewing or evaluating documents, both printed and electronic (computer-based and Internet-transmitted) material. A thematic analysis framework was developed, and it summarizes the themes embedded in the evaluation questions and was used to inform the codebook. For the analysis of the 12 evaluations, we performed two coding cycles. The first coding cycle was based on the thematic framework, the CSE evaluation matrix and other key corporate documents by the AfDB (AfDB CSE Framework, CSE Action Plans, etc.). The second coding cycle was meant to highlight best practices, failures, and recommendations.

### ***Project portfolio analysis***

Project portfolio analysis was conducted for private and non-private operations, approved in or after 2012, for five countries. Considering the long time from approval to implementation and completion in the Bank's cycle for certain types of operations, the challenge of finding a sample of projects approved after 2012 with a substantive level of implementation (or even completed) was evident, to assess outcomes. Assessing effectiveness of the portfolio before 2012 was not considered feasible due to potentially limited document availability and recall from the Task Managers. The analysis framework was a portfolio review, which was developed along the key elements of the evaluation design. The evaluation conducted a quality-at-entry analysis, including assessment of the results frameworks in order to distinguish CSE-related outputs and outcomes (immediate, intermediate and ultimate) as well as harvesting un-intended outcomes and CSE-related successes and challenges.

**Project sampling:** projects were selected in a purposeful way to represent the diversity of project portfolio and project status in the project cycle. Projects for Côte d'Ivoire were under-sampled due to the overall dominance of representation of Côte d'Ivoire for data collection. The overall sample represented 53 percent of the total country portfolio in those countries.

**Table A3.8:** Project sampling by country

Country	Total No. of projects	Sample projects
Kenya	60	25
South Africa	21	17
Chad	21	8
Côte d'Ivoire	55	7
Tunisia	46	19
<b>Total</b>	<b>143</b>	<b>76</b>

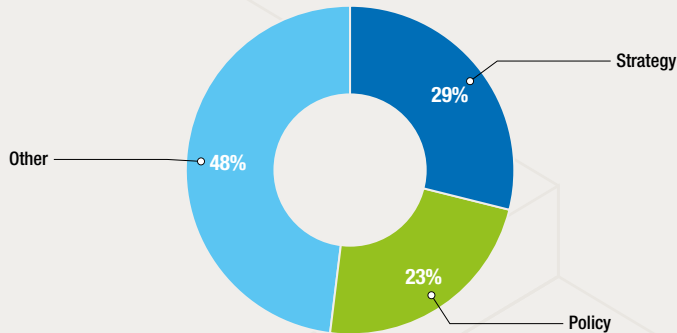
### ***Corporate review:***

The corporate review was aimed at investigating: (i) how CSE has initially been conceptualized in the Bank; (ii) the extent to which the Bank's strategic framework and operational guidance have contributed to the effectiveness of CSE; and (iii) how CSE in the Bank has been operationalized at the corporate level in terms of CSE prioritization and positioning within the Bank and its strategies. Specifically, the aim of this analysis was to explore the extent to which CSE has been reflected in the Banks's strategic documents and guidelines, and whether the release of the 2012 CSE Framework for Enhanced Civil Society Engagement and the creation of the Civil Society Division in 2016 have contributed (or not) to a better embedding of CSE at the institutional and strategic levels.

**Sampling:** Based on their potential thematic relevance to the Bank's CSE evaluation, a sample of 77 documents were selected from an initial list of 158. The typology of documents that were selected is varied (strategies, policies, guidelines, frameworks, action plans, etc.), the proportion of each type is illustrated in Figure A3.2.



**Figure A3.2:** Corporate review: Types of selected documents (strategy, policy, other) analyzed (%)



Almost half (39) of the total 77 documents were released before the end of 2012 (included) and 38 after 2012. The year 2012 was chosen to split between two groups, due to the release of the 2012 [Framework for Enhanced Civil Society Engagement](#).

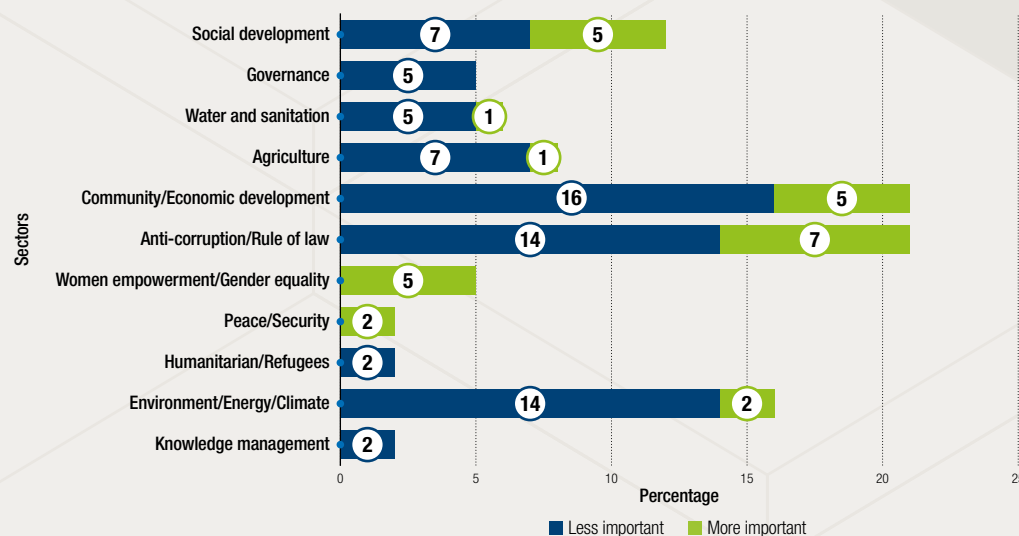
The year 2012 belongs to Group 1 because: it appears that the 2012 is when the original version of the CSE Framework was drafted and distributed for comments, but it is not clear when the final version was publicized. Group 1 include documents released before 2012 and Group 2 include documents released after 2012. Documents were explored and coded following an analytical framework, which was designed based on the evaluation questions. Content coding was performed both with MAXQDA<sup>28</sup> software and manually using Microsoft Excel. From the sampled documents, 77 were analyzed. Documents were obtained either from the AfDB website or from the AfDB internal database. As shown in Figure A3.2, 22 of the 77 documents were strategies (or strategic frameworks), 18 were policies and 37 were other types of documents (guidelines, roadmaps, action plans, procedures, etc.).

Ranking sectors according to the importance given to CSE (Annex Figure A3.3) in corporate documents was conducted as follows: Documents were assigned a sum of numbers (from 0 to 10) based on seven indicators reflecting the importance given to CSE: (i) document development/review- reference to Civil Society participation; (ii) reference to the CSE Framework/Policy; (iii) types of CSO/specific groups mentioned/targeted; (iv) CSE level (corporate, project, RMC/regional, all levels); (v) CSE implementation mechanisms (communication/outreach, partnerships, dialogue); (vi) reference to the Civil Society Division; (vii) Civil Society-related guiding principle/indicator/results/beneficiaries; and (viii) other (added value, risk, context, budgeting, responsibility, etc.).

**A CSP Review** was conducted for 23 CSPs of 10 countries that were purposefully selected to be analyzed. The inclusion criteria were: (i) countries included in the case studies; (ii) coverage of the four African regions; (iii) countries that host(ed) AfDB headquarters; (iv) involvement of a Civil Society Officer in CSP development; and (v) countries hosting regional office. Furthermore, for selected countries, two or three successive years of CSPs were selected to compare the level of CSE before and after the occurrence of the above-mentioned selection criteria. Documents were explored and coded following an analytical framework which had been designed based on the evaluation questions.

**Figure A3.3:** Importance given to CSE in corporate review documents by sector

N = 77



Source: Corporate document review by the evaluation team

**Overt participant observations:** Observation was an important method for data collection for this assignment during scoping exercise and throughout the evaluation. It enabled the evaluation team to gain a deeper insight into CSE in concrete engagement activities. The evaluation team leveraged on the Civil Society Committee meeting at the Bank (from 5 to 6 November 2019) and the capacity building workshop on 7 November 2019, to collect data on the evaluation questions and obtain feedback from the stakeholders. Four other events, including webinars, were attended by members of the evaluation team to enrich the team members' understanding of the quality of engagement, especially the quality of interaction between the Bank and CSOs. Observations followed an unstructured approach, whereby the evaluators recorded all relevant information in a spontaneous manner without following a specific protocol.

**Other data sources:** Multiple other quantitative and qualitative data sources from the Bank or other organizations were used to enrich the evaluation findings. Triangulating data from all sources enabled the evaluation team to assess the status of CSE vis-à-vis design and outcomes. The selection of documents from external sources was based on the following criteria: type and reputation of the organization; relevance of documents to the evaluation topic; alignment to the conceptual framework of the CSE evaluation; authenticity, credibility, and accuracy.

## Annex 4: Summary of Country Case Studies

### Côte d'Ivoire

Due to the presence of the institution's headquarters in the territory, Civil Society was more exposed to AfDB interventions. Participation in the CSO Forum gave more visibility to AfDB activities. In addition, the commitment of CSOs at the project level is deemed relevant and effective by the parties involved.

CSOs were taken into account in operations in Côte d'Ivoire for projects financed by the AfDB. However, the Civil Society actors considered are most often direct or indirect beneficiaries of the projects.

The expectations of Civil Society are high and are broken down as follows: (i) soften the engagement criteria and adapt them to the management capacities of local CSOs; (ii) strengthen the capacity of local CSOs at the institutional and operational levels; (iii) improve communication with Civil Society by creating communication channels with the AfDB and by improving information sharing; (iv) call on Civil Society to monitor the Bank's investments at the local level; and (v) improve the knowledge and understanding of CSOs of AfDB's mission and engagement mechanisms.

At the AfDB level, the factors hampering engagement with Civil Society in Côte d'Ivoire are at different levels: (i) the lack of financial and human resources to implement collaborative projects with or for the benefit of CSOs; (ii) the low enthusiasm by certain departments for taking Civil Society into account at many stages of the lifecycle of projects/programs; (iii) the low knowledge of the activities of the Civil Society Division and of engagement community. Indeed, stakeholders met are aware of the existence of the Civil Society Division but are not informed of its activities; (iv) the lack of tools and capacities of AfDB staff to work with the Civil Society; and (v) the rigidity of AfDB rules without taking into account the fact that some CSOs are very operational on the ground but do not have certain mechanisms of internal governance such as audits.

At the CSO level, the factors preventing more effective engagement are: (i) limited access to information on AfDB engagement with Civil Society and on AfDB priorities, especially CSOs outside of Abidjan; (ii) a lack of capacity, governance and internal organization of the majority of CSOs; (iii) politicization and polarization of Civil Society; (iv) limited capacity in financial management, logistics, mobilization of resources, and in advocacy; and (v) the volatility of certain CSOs whose lifespan depends on the duration of funding or the political agenda (election for example). Indeed, collaborations with such associations require a good analysis of needs and risks.

At the AfDB level, the factors that facilitate engagement with Civil Society in Côte d'Ivoire are: (i) the presence of a team dedicated to Civil Society; and (ii) the existence of a continuous framework of exchange between AfDB and African Civil Society through the CSO-AfDB Committee. For CSOs, the facilitating factors are the existence of CSOs with specialized skills in specific fields and the participation of CSOs in the CSO-AfDB Committee.

The results of this evaluation show significant progress in terms of collaboration with Civil Society in the Ivorian context. This collaboration is done directly with CSOs with the skills required in the desired areas of intervention of the AfDB. Indeed, collaboration with an international organization (CARE) and with the academic community (École Supérieure d'Agronomie and the Houphouët Boigny University) are relevant choices that

promote a better impact of engagement with Civil Society. In addition, in the context of projects and programs, sustainability and appropriation of results are linked to the involvement of CSOs. Some of these organizations have been structured with the support of projects and have benefited from training in different fields, allowing them to contribute significantly to the implementation of projects. At the university level, this contributes to the use of research results and to training the next generation in the sectors concerned.

## Chad

There is an alignment between the Bank's commitment objective with the Civil Society and the stated needs of the member country, in particular in the National Development Plan where the importance and role of Civil Society are established in the socio-economic development area. Bank staff in Chad recognize the importance and the need to work with Civil Society for a better improvement of the living conditions of the population and therefore the development of the country. However, there are risks for the Bank to work with the Civil Society. For example, the lack of knowledge by the AfDB of the CSO landscape (which are with/against the Government, positioning and agenda) could become a risk if this is not considered.

The AfDB's engagement with Civil Society in Chad has not produced tangible results. There is practically a lack of synergy of actions between the two parties. Except for projects where community participation is essential such as water, sanitation, security, and resilience projects. Despite the fact that collaboration has sometimes been formalized through contracts or TORs, there is no institutional consideration of CSOs. As indicated, the budgets for projects on which the engagement of Civil Society is considered represents only 16.7 percent of the portfolio of all projects.

The factors preventing the AfDB's engagement with Civil Society in Chad are at different levels. At the AfDB level: (i) the lack of communication within the institution regarding engagement with the Civil Society. AfDB staff in Chad are not informed about the existence of mechanisms for engagement with Civil Society and there is no formal framework for this purpose at country level; (ii) lack of tools and capacity building for AfDB staff to work with Civil Society; (iii) lack of financial resources to implement projects and interventions in collaboration or for CSOs; and (iv) lack of clarity on who is responsible to promote and implement engagement with Civil Society (i.e., country focal point) to work with CSOs in Chad.

At the CSO level, hindering factors are: (i) poor access to information on the AfDB's engagement with Civil Society and on the AfDB's mandate and priorities; (ii) the organizational problem: the majority of CSOs are poorly structured; (iii) the capacity problem: the skills of CSOs to collaborate with local or bilateral partners need to be strengthened. Financial management and advocacy capacities are often mentioned; and (iv) the lifespan of certain CSOs is a function of the duration of funding and their partisan independence is not always guaranteed.

At the State level: Article 28 of the Constitution of the Fourth Republic of Chad specifies the importance and freedom of expression. Ordinance 23 limits the fields of action of CSOs and provisions should be made for citizen participation in development. CSOs, although independent, must operate according to democratic principles and produce activity reports which contribute to fuel reflection and synergies of actions with the State.

Analysis in the context of Chad reveals more improvements to be made. Taking CSOs into account in AfDB priorities is essential to achieving its objectives. In the context of projects and programs, sustainability and ownership by the communities are intricately linked to the involvement of CSOs. For the projects which

involved CSOs in the implementation (associations of women, producers, users, etc.), positive results were reported as to the structuring of the latter since they benefited from, inter alia, training in different areas allowing them to contribute significantly to the implementation of projects.

## Kenya

The evaluation found that existing guidelines for CSE have not been optimally applied at the three levels by the Bank in CSE in Kenya and RDGE in general. However, some revisions and recommendations need to be made to capture CSE activities at the country and regional level. CSE in Kenya and at RDGE has not applied efficient approaches that could build on in supporting future similar CSE. CSO mapping varied across task managers as well as the government to implement projects. Overall, the Bank has stringent requirements in place to ensure CSO engagement in its operations, when compared with comparator institutions. However, past CSE has been biased towards infrastructure projects, which trigger safeguards. CSO engagement was limited to the inception and project preparation phases with little CSO engagement at the project implementation level and other cycles of the project.

At the institutional and corporate levels: (i) the Bank should address the issue of incentives for improving CSE by Bank staff. The Bank could decide at any point on how to apply the incentives to Bank staff who consistently engage CSOs in their programs; (ii) the Civil Society Division should fast-track the initiative to consolidate the CSO database. This database should have up-to-date information on CSO typology, sector experience and CSO operations in the country and the region. There should be a clear definition of which CSOs to include in the CSO database based on an assessment of the credibility and formal operations of the CSOs in the country and the region. Also, this database should have information that could be used to classify CSOs according to the High 5s or other strategic focus that the Bank will apply in guiding its operations over time; and (iii) crystalize responsibilities between RDGE and RDGS to ensure full meaningful coverage and commitment, including by the Special Operations envoy to the President; otherwise, add a regional Senior Civil Society Officer position for RDGE.

At regional/country level: The Bank should consider taking steps to engage a broader spectrum of CSOs from the local CSOs to international CSOs (CBOs, NGOs and iNGOs). This should take place after a careful assessment of the environment within which CSOs operate and their thematic focus. During the CSO Open Days and regional consultation forums the Bank should:

- Raise internal awareness right before the CSO Open Day among Bank staff so that relevant departments can plan to engage the CSOs in what they plan to undertake. Also, this forum should create an opportunity for Bank staff to present their portfolio to CSOs. This will enlighten the CSOs on the Bank's operation and open opportunities for possible CSE by the Bank. The staff in the country office and at the regional level should lead to show closeness to context in this respect.
- Ensure representativeness of CSO representatives from all sectors and themes consistent with the CSP and along crosscutting themes for each sector and aligned to the High 5s.
- Integrate capacity building into CSO Open Days by potentially inviting trainers from iNGOs and other experts. This will help to train both Bank staff and CSOs on how to enhance interaction and engagement in areas of operation. Similarly, the Bank should prioritize capacity building of CSOs especially in areas that can enhance mutual CSE. This will be guided by needs assessment to identify key skills needs for effective CSE.



- In addition, Bank staff should work with government at the sectorial level for example, the Ministry of Finance or Planning, as the Ministry can help identify CSOs that the Bank can engage with in its work. To supplement the above efforts, the Bank should identify other CSOs by snow balling.
- The Civil Society Division should have an active online presence that can be used to enhance CSE. This will include the use of a dedicated portal that only runs CSO affairs and the use of social media for interaction with CSOs. This will help address communication challenges that have been widely cited by the CSO impediments to CSE.
- Engage the CSOs in other activities, for example, in project implementation, monitoring, as well as bringing on board of CSOs as peer reviewers of PCNs and PARs. On a similar note, the Bank should consider engaging CSOs in managing social service programs<sup>29</sup> that could occur as a result of development interventions funded by the Bank. For this to be actualized, prior planning is needed especially at the inception phase to address budgeting issues.
- The Bank should develop clear guidelines on CSO engagement beyond priority setting for Country and Regional Integration Strategy Papers, as well as guideline for CSE in project implementation.
- The Bank should appoint a Civil Society Officer at RDGE and country level to spearhead initiatives for CSE. The Civil Society Officer(s) could plan with the country offices and RDGE on possible avenues to enhance CSE. This could be for instance internal awareness raising meetings to enhance participation in the Bank's annual CSO Forum and increase the representation of CSOs from East Africa.
- Address the issues of procurement and funding that have been cited as the main challenges in CSE. The Bank should set aside sufficient funds that will be used to handle CSO engagement activities, which should be accessible to all departments for them to use when they need. The funding could also be used to assist CSOs with their participation at CSO Open Days organized by the Bank to enhance CSE.

At the project/operational level, the Bank should engage CSOs across the whole project cycle, in particular as project reviewers, to obtain better feedback on areas that may need revision before project implementation. The Bank should have plans in place to have CSE beyond project consultation through the following ways: (i) the Bank, or any recipient of funding from the Bank, should sensitize CSOs in their locality to understand project circumstances, to be aware of their expectations as CSOs and those of the beneficiaries whom they represent; (ii) the Bank should extend the window for registering complaints from one year, as is currently the case, to a longer period especially on project with long-term impacts; and (iii) clarify the concept of third-party monitoring of project implementation versus benefits promised during project design. This will clarify CSE and help mitigate issues that can arise from project implementation.

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## Endnotes

- 1 Excluding the private sector and businesses.
- 2 A Theory-Based approach, a Utilization-Focused Evaluation (UFE) approach and a Case-Study approach.
- 3 The policy embodies the Bank Group's desire to deepen and increase information disclosure to enhance transparency and accountability. It establishes the types of information which can be disclosed to the public, as well as the procedures for disclosure.
- 4 Including Guidelines, Roadmaps, Action Plan and Frameworks.
- 5 Côte d'Ivoire, Chad, Kenya, Tunisia and South Africa.
- 6 A computer software package for qualitative data analysis and mixed methods.
- 7 The design of the 1999 Policy, the 2012 CSE Framework, and subsequent Action Plans.
- 8 The role includes promoting contacts, collaboration and agreements between Civil Society, pan-African organizations, Regional Economic Communities, stakeholder organizations and the Bank; working with the gender and CSO team to design projects, and developing performance indicators, guidelines and a framework for effective mainstreaming, monitoring and evaluation of success in CSE and interventions.
- 9 Consultants do not have access to the online platform.
- 10 The CSO database was set up to facilitate communication and information sharing between the Bank and Civil Society in 2014. In 2015, the Bank's CSO database included 1,326 CSOs and was made available internally. It was updated and redesigned between October 2018 and August 2019 with the addition of new CSOs.
- 11 For example, to organize event on Fighting Corruption and Tackling Illicit Financial Flow, the governance team had to create own list of CSOs to invite.
- 12 Independent Review Mechanism Annual Report 2019. "The record of outreach activities from 2006 to 2019 can be summed up as follows: 2,656 people attended the 67 outreach activities entirely or partially devoted to the IRM. The members of CSOs continue to be the largest beneficiaries of IRM trainings session and account for 57 percent of all people sensitized to the IRM."
- 13 Study of the 10-year experience of the CSO Forum in the Bank.
- 14 Lesotho 2020–2024; Namibia 2020–2024; Liberia 2019–2023; Zambia 2017–2021.
- 15 In the South Africa CSP 2018–2022, the CSOs that were consulted (two out of 52 consulted stakeholders) are: (i) SANGOCO: <http://www.sangoco.org.za/> and (ii) the Banking Association of South Africa: <https://www.banking.org.za/about-us/>
- 16 The 2012 CSE Framework indicates that the Bank will design the approach on engagement with the private sector, Civil Society, and development partners.
- 17 Analysis of appraisal reports of 22 projects in Côte d'Ivoire revealed that Civil Society was taken into account in 20 projects by involving young people, women, cooperatives and association federations, mainly during needs assessments and in the implementation phases of certain projects.
- 18 Tunisia: Five out 12 analyzed projects set CSE-related objectives or planned activities.
- 19 Environmental and Social Impact Assessment, Resettlement Action Plan, and Environmental and Social Management Plans.
- 20 Côte d'Ivoire: Promoting access to toilets and employment in Bouaké and Katiola through the reuse of sludge and urine project; Chad: Project AEPA; Kenya: Scaling up of integrated rainwater harvesting and management and complementary livelihood systems in semi-arid districts project.
- 21 Example of corporate level partnership agreements: The International Committee of the Red Cross (2019) on resilience, fragility, gender; The International Federation of Red Cross Red Crescent Societies (2013) on food security, disaster risk reduction; The Network for Environment and Sustainable Development in Africa (2018) on environmental monitoring. Source: AHGC.1, Report on trust funds, FIRM as of 30 June 2019.
- 22 IDEV Evaluation of the Partnership of the AfDB, draft report (2020): Over the period of 2008 to 2019, 44 trust funds operated in the Bank. The Bank recorded an increase in trust funds over the period (2008–2012) compared with the period (2013–2019).
- 23 At the time of this evaluation efforts to revive the MoU were ongoing.
- 24 Second pillar: to add technical content to the AfDB interventions and facilitate innovations, such as through applied and action research.
- 25 The goal is to develop categories without distracting attention by focusing on their properties and dimensions. Dey (1999), however, cautions that categories particularly on qualitative inquiry, do not always have constituent elements that share a common set of features and do not always have sharp boundaries, and that "there are difference degrees of belonging", (Saldaña, 2016).
- 26 Realist synthesis (RS), developed by Ray Pawson (2006; 2012) is a method of reviewing and synthesizing studies, which evaluate complex social programs. Realist synthesis rests on a central argument that such programs represent theories about how best to remedy a particular problem and how participants are likely to respond to the solutions offered (Pawson, 2006b).
- 27 [Pawson R1, Greenhalgh T, Harvey G, Walshe K.](#) (2005) Realist review--a new method of systematic review designed for complex policy interventions. *J Health Serv Res Policy.*
- 28 The software acted as a database to store and manage the selected documents. The use of MAXQDA afforded to look at specific coded data separately and using memos for formulating and reflecting interpretations.
- 29 HIV/AIDS awareness, gender-based violence among others.



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## About this evaluation

This summary report presents findings, conclusions and recommendations of an evaluation of the African Development Bank's Engagement with Civil Society (CSE). The purpose of the evaluation is to facilitate effective implementation of the Bank's CSE Action Plan (2019–2021) and to inform the design of a new AfDB CSE Strategy. It examined the extent to which the Bank's conceptualization of CSE has been relevant and coherent, and how effectively and efficiently CSE has been operationalized in the Bank, on the basis of the Bank's CSE Framework. It also generated lessons and recommendations for effective engagement with Civil Society Organizations going forward.

This evaluation focuses more on the relevance and process of CSE, and associated results, with limited analysis of the outcomes. Its methodology was theory-based, using mixed methods comprising a utilization-focused approach and a case-study approach. Multiple sources of information were used to provide solid results and enable the development of concrete and practical recommendations for the new CSE strategy.

The evaluation found a lack of clarity and understanding around what the Bank aims to achieve with CSE, and its value-added to the Bank. However, there has been progress with respect to dialogue, disclosure and access to information at the corporate level, and in developing internal and external partnerships. The Bank has not fully reflected CSE in the design of its strategies and priorities, and in its dialogues at the regional member country level. The evaluation made three main recommendations to the AfDB to address the issues identified.



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