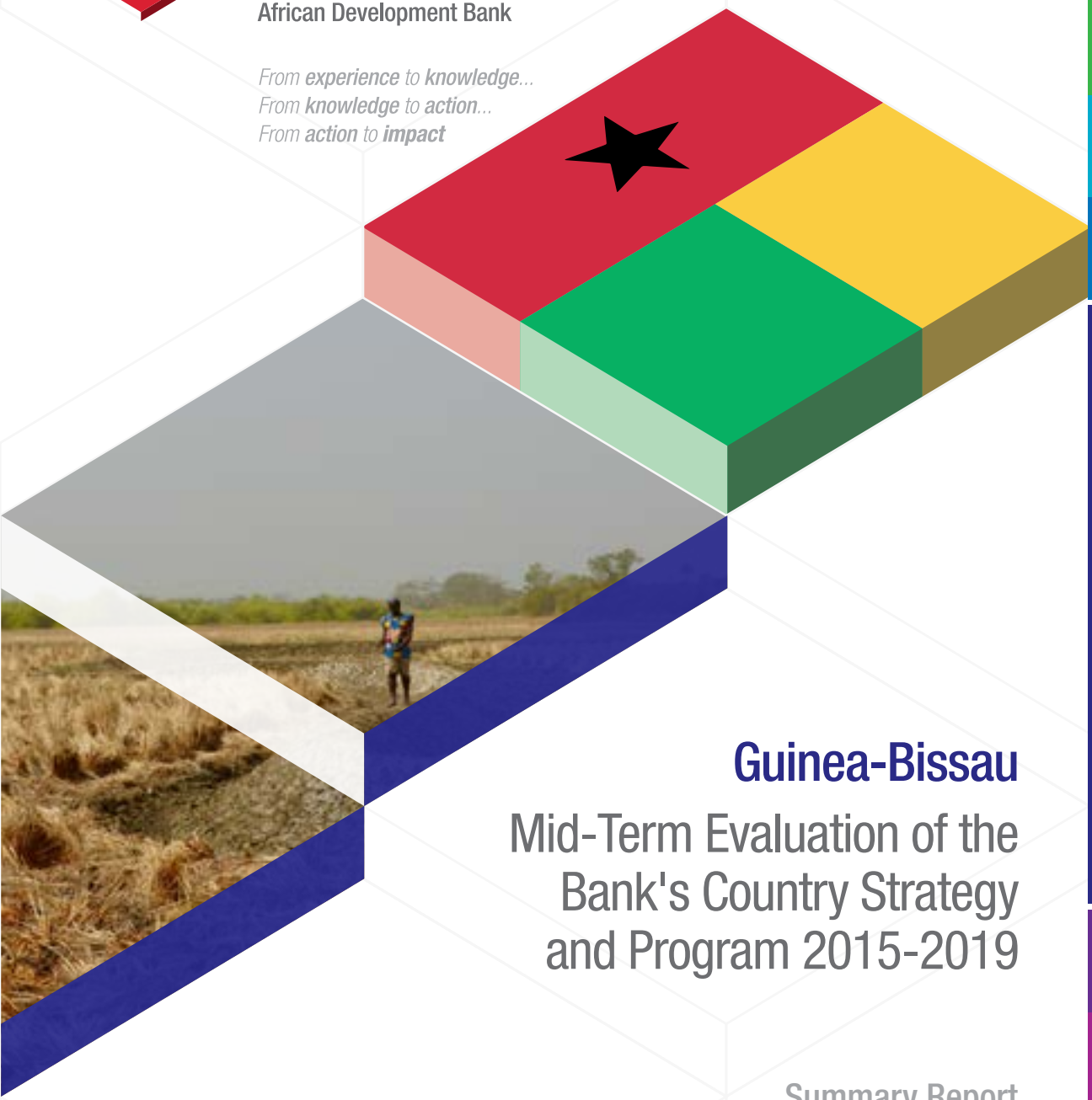
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Guinea-Bissau

Mid-Term Evaluation of the Bank's Country Strategy and Program 2015-2019

Summary Report

AFRICAN DEVELOPMENT BANK GROUP

September 2018

An IDEV **Country Strategy Evaluation**

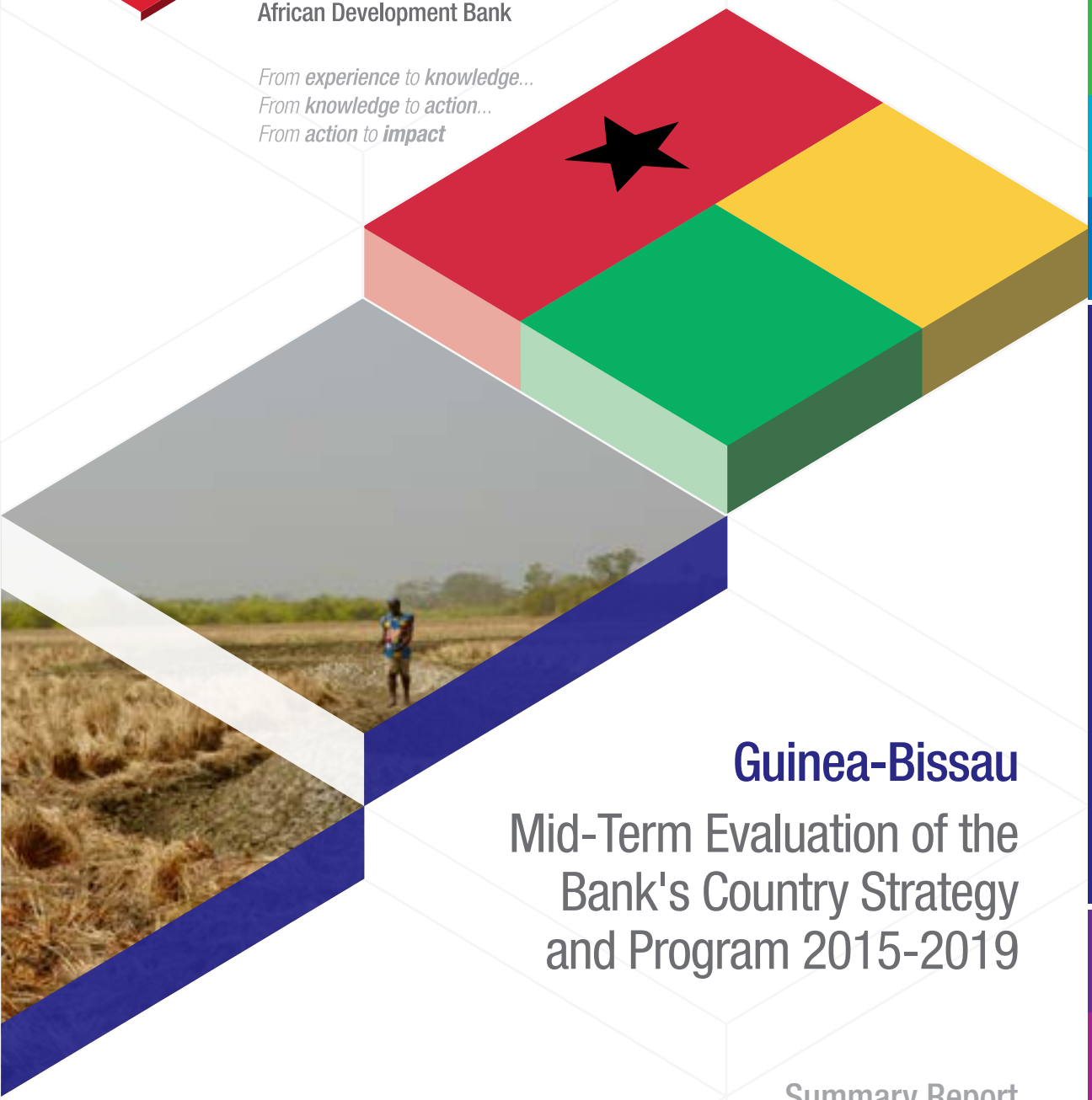
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September 2018

An IDEV **Country Strategy Evaluation**

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Abbreviations and Acronyms

ADF	African Development Fund
ADPP	Development Aid from People to People
AfDB	African Development Bank Group
ALSF	African Legal Support Facility
APD	Official development assistance
APRODEL	Association for the Promotion of Local Development
BADEA	Arab Bank for Economic Development in Africa
BOAD	West African Development Bank
NPO	National Program Office (Bissau)
BTOR	Back to Office report
COSN	Senegal Country Office
CPO	Country Program Officer
DENARP	National Poverty Reduction Strategy Paper
EAGB	Empresa de Electricidade e Aguas da Guine-Bissau [Electricity and Water Authority of Guinea-Bissau]
ECG	Evaluation Cooperation Group
ECOWAS	Economic Community of West African States
ENA	National School of Administration
EQ	Evaluation Question
ESMP	Environmental and Social Management Plan
Exim Bank	Export-Import Bank
GoGB	Government of Guinea-Bissau
IMF	International Monetary Fund
INEC	National Institute of Statistics and Census
NGO	Non-governmental organization
OECD	Organization for Economic Cooperation and Development
OMVG	Gambia River Basin Development Organization
PARCA	Administrative Capacity-Building Support Project
PARCI-SJ	Justice Sector Institutional Capacity-Building Support Project
PARGEF	Economic and Financial Governance Revitalization Support Program
PASEB	Bissau City Power Services Improvement Project
PDCV-Riz	Rice Value Chain Development Project
PEFA	Public Expenditure and Financial Accountability
PMU	Project Management Unit
PPP	Potentially problematic project
PRSP	Poverty Reduction Strategy Paper
PSO	Terra Ranka Strategic and Operational Plan 2015-2020
PUAREF	Emergency Economic and Financial Reform Support Program
TF	Trust Funds
TFP	Technical and financial partners
ToC	Theory of change
TM	Task Manager
UA	Unit of Account*
UN	United Nations
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Program
WAEMU	West African Economic and Monetary Union
WFP	World Food Program

* 1 UA = 1.415 United States Dollars (USD) as at December 2017



Executive Summary

Background and Context

At the request of the Committee on Operations and Development Effectiveness (CODE), the Independent Development Evaluation function (IDEV) conducted a mid-term evaluation of the Bank's Country Strategy and Program (MCSPE) in Guinea-Bissau for 2015-2019. The primary objective of this evaluation was to assess performance in the implementation of Phase 1 of the strategy (2015-2017) and seek lessons that could inform implementation of Phase 2 and the preparation of the next strategy.

The MCSPE is complementary to the CSP Midterm review that has been conducted by the Operations Department. The mid-term evaluation and the mid-term review have informed each other. The midterm review report integrates lessons and recommendations of the midterm evaluation.

The applied methodology is structured around two strategic concerns and six main evaluation questions based on OECD-DAC criteria. This being a formative evaluation, no score shall be assigned to the various evaluation criteria (relevance, effectiveness, efficiency and sustainability). The evaluation also includes an analysis of fragility, gender and capacity in the country. The results presented are derived from various sources including: (i) documentary analysis; (ii) portfolio review; (iii) project analysis; (iv) interviews with the various stakeholders at the Bank and in the country; (v) group discussions; and (vi) field visits and technical workshops.

The Bank's Strategy and Program in Guinea-Bissau was implemented in the context of fragility conditions, following the coup d'état of 2012. Despite returning to a constitutional order through democratic elections in 2014, rising political tensions have adversely affected the implementation of public sector reforms that are necessary for the economic and social development of the country. The particular context of the country has a significant impact on the implementation of development projects. All Technical and Financial Partners (TFPs) function in this context and face the same challenges.

This MCSPE is a formative evaluation with the purpose to improve learning and performance by Operations departments. To this effect, the evaluation took into account the complexity of the context in its analysis and conclusions. It must also be noted that the analysis is being conducted on a period of 3 years (2015–2017) and that most of the projects are still being executed. As such the various criteria (relevance, effectiveness, efficiency and sustainability) have not been rated unlike in full-fledged CSPEs.

Bank Strategy and Program for 2015-2019

The Bank's five-year strategy in Guinea-Bissau was designed and approved in 2014 within a post-crisis context. After the coup d'état of April 2012, the Bank suspended its activities in the country and only resumed in 2014 when a new regime came to power through democratic elections. The CSP 2015-2019 intends to contribute to national stability and economic recovery through two pillars: (i) strengthen the foundations of the State; and (ii) build infrastructure that promotes inclusive development.

During the 2015-2017 period, the Bank implemented and approved 10 operations, including two studies and a multinational project, covering four sectors: agriculture, energy, governance and the social sector. Total approvals under the CSP amounted to 42.78 million Units of Account (UA). In terms of volume, the Bank gave priority to energy sector investments as well as operations aimed at strengthening governance and public finance management.

Achievement of Development Results

Relevance: The relevance of Bank action was deemed generally adequate in terms of its response to Guinea-Bissau's development needs and challenges. The strategy is aligned to national priorities, including the Terra Ranka Strategic and Operational Plan (PSO 2015-2020) designed by the Government of Guinea-Bissau (GoGB). This alignment was ensured with national strategies as well as sector priorities.

However, the relevance of the program is undermined by weaknesses that include:

- limited selectivity in the choice of Bank operations;
- limited scope of operations, which offer only partial solutions to the problems that they intend to solve; and
- poor quality at entry, especially for old projects, which limits their capacity to produce the expected benefits.

Regarding the fragility issue, specific project analyses led to the conclusion that the Rice Value Chain Development Project (PDCV-Riz), Emergency Economic and Financial Reform Support Program (PUAREF) and Administrative Capacity-Building Support Project (PARCA) were most likely to contribute to the reduction of fragility. However, their potential impact remains dwarfed by the sheer magnitude of national needs. The Bissau City Power Services Improvement Project (PASEB) and the Gambia River Basin Development Organization energy project (OMVG) will also have substantial impact on the resolution of the energy crisis in the country. However, in terms of targeting, both operations will have a negligible impact on the poorest communities in Bissau, which cannot afford connecting to the electricity network.

Effectiveness: During the 2015-2017 period, the Bank's implementation of its cooperation program was not very effective. The expected mid-term outcomes of the CSP were not achieved. In fact, the evaluation shows that the probability of achieving the expected project outcomes at the end of the current cycle is relatively low.

As indicated above, the current context of political and institutional instability undermines the capacity to produce results. However, the Bank has been unable to fully use the leeway it may have in such a context, by either adapting its procedures or taking appropriate measures to enhance portfolio performance. In addition to instability, four other major factors affecting operations have been identified:

- **Lack of realism in planning:** The expected outcomes of most AfDB operations are overly optimistic, given the context within which they are implemented.
- **Practicality and long-term vision:** Most of the operations are not guided by a long-term sector vision that allows for the anticipation of constraints in order to take timely corrective actions. However, in some sectors, such as energy and agriculture, the Bank has been able to react and take advantage of existing opportunities to ensure the sustainability of its investments. For example, after the European Investment Bank (EIB) withdrew from co-financing the PASEB, the Bank decided to finance the second phase of the project with the ADF 14 resources.
- **Focus on outputs rather than on outcomes:** The Bank has focused more on achieving outputs than on the impact of its operations. Even in this case, the Bank was not successful in delivering the expected outputs in a satisfactory manner. Accordingly, administrative management and its attendant bottlenecks prevail over the management of project substance, thus causing major delays for the Bank and the country. Furthermore, the context

in Guinea-Bissau requires closer monitoring, which is hardly feasible given the heavy workload of most project managers and the limited staff presence in the country.

- **Limited coordination and partnership:** The Bank took advantage of a few coordination and partnership opportunities in implementing the CSP and its various operations. However, the Bank's limited presence in Guinea-Bissau during the evaluation period affected its ability to use available opportunities for coordination and policy dialogue that could influence reforms and remove obstacles to project implementation.

Efficiency: The implementation of the program has not been efficient. The overall disbursement rate of the portfolio is only 23.1% at the end of February 2018, and significant delays are being noted in all projects. The main factors explaining this low performance include the lack of capacity at country level, the Portuguese language barrier to communication, and bottlenecks within the Bank. Beyond these factors, although the resumption of the Bank's activities in the country has been initially well prepared, risk management at the program level has remained very perfunctory.

Apart from budget support under the Emergency Economic and Financial Reform Support Program (PUAREF), all the projects in the Bank's current program are experiencing considerable slippages against initial implementation schedule.

Although the portfolio's overall disbursement rate is below expectations, it should be noted that the portfolio age has dropped sharply from 6.2 years in 2014 to 2.6 years in 2017 mainly due to the closing of old projects (Education III and Health II).

Agriculture and energy sector projects experienced significant delays at start-up that will ultimately affect their completion within the set timeframe. For instance, the document review shows that under PDCV-Riz, it took the Bank six months to sign the corrigendum to the project agreement.

Sustainability: The different interventions have a low probability of becoming sustainable. The sustainability of the interventions has been found unsatisfactory, together with that of the related benefits after project completion.

The main risk factors affecting project sustainability are the lack of specific plans in the design of Bank operations and the paucity of State budget resources to fund post-project monitoring.

Appraisal reports generally rely on the assumption that the country will ensure the sustainability of achievements made under projects implemented. However, given the country's limited technical and financial capacity, this assumption is hardly credible. Furthermore, analysis of the capacity-building and institutional support components of projects shows that these activities have hitherto not yielded a substantive solution to the sustainability problem. During most of the interviews, the sustainability of capacity-building efforts was raised as a major challenge faced by the country. However, the evaluation found no study that specifically analyzed the capacity limitations of Guinea-Bissau's public administration. Due to the absence of a comprehensive strategy that would define the way forward for capacity development in the country, the capacity-building components specific to the Bank's projects are partial solutions that do not change the performance of the system.

Gender and Inclusion: It was noted that gender considerations were included at the strategic level during CSP design. The literature review reveals that gender was satisfactorily mainstreamed into CSP design, mainly through consultations with the social partners and the Bank's studies on fragility and gender. The Bank also considered inclusion by opting for projects that can reduce gender disparities.

Paradoxically, with regard to project design, limited consideration was given to gender in most operations.

The projects often focused on increasing the number of female beneficiaries, without making any significant contribution towards eliminating the structural impediments that account for existing disparities. However, under Economic and Financial Governance Strengthening Support Program (PARGEF), the Bank included a component specifically geared towards the development of women's entrepreneurship that will be executed in cooperation with UN Women.

Bank's Performance

The Bank's performance was assessed in terms of knowledge production, policy dialogue, coordination and project supervision. Its presence in the country was also reviewed.

Bank performance in knowledge management was positive overall, although weaknesses were identified in the areas of policy dialogue and supervision. Furthermore, the Bank's limited staff presence in the country negatively affected its capacity to efficiently manage its activities and ensure effective coordination and dialogue.

The evaluation analyzed Bank performance during its resumption of activities in the country and concluded that it efficiently managed the resumption process. During the activity suspension period, the Bank continued to carry out studies and essential work for some ongoing projects. These studies enabled the Bank to resume activities with updated data after the 2014 elections. According to the officials interviewed during the data-collection mission, the resumption process was positive. GoGB and Technical and Financial Partners (TFPs) interviewed were satisfied with the relevance and usefulness of the studies.

Furthermore, in terms of technical and legal assistance, the African Legal Support Facility (ALSF) provided significant support that led to a 90% reduction of debts owed to Exim Bank of China, thus generating savings of over USD 45 million for Guinea-Bissau. This support has continued through legal assistance in reviewing mining contracts signed by the country. Bank performance in this area has been hailed by all stakeholders and cited as best practice.

However, although the Bank was very active in the area of policy dialogue during the CSP preparation, it showed less commitment in the preparation of both crosscutting and sector policies. In general, discussions between the Bank and GoGB did not focus much on reform policies and measures. Rather, they emphasized project management and processes. These missed dialogue opportunities led to a lack of reforms in the Bank's intervention areas. National stakeholders and other TFPs agree that the Bank's low representation in policy dialogue reduces the influence that it could have with the GoGB.

The quality of technical supervision is also deemed inadequate and has negatively affected portfolio performance. Supervision missions are insufficient and focus primarily on resolving administrative and contractual problems. The context in Guinea-Bissau requires closer and higher quality monitoring (including in terms of "technical support" and "sector support") to ensure that the objectives/outcomes of operations are achieved, and to develop the skills of executing agencies.

Discussions with some GoGB officials and TFPs revealed that the Bank's absence in the country as well as its infrequent missions do not promote results-based development management. Some TFPs indicated that, after consultations for CSP preparation in 2014, the Bank renewed regular interactions with the Government only following the 2017 mid-term review.

Appraisal of the Strategy for the 2018-2019 Period

The guidelines for CSP implementation over the 2018-2019 period were also reviewed during the evaluation. Following the Bank's mid-term review process, it was agreed with the GoGB to maintain the current pillars and accelerate implementation of the projects and upcoming projects that will be approved between 2018 and 2019. The Bank is set to be more responsive in resource mobilization with a view to strengthening high-level and closer support in governance, human development, energy and transport.

The evaluation deems it relevant that CSP Pillars 1 and 2 for 2018-2019 are maintained. The indicative program for 2018-2019 is also relevant and aligned to national priorities. The mid-term review also identified several aspects relating to the unsatisfactory performance of the program and proposed corrective measures in the portfolio improvement plan. However, not much detail is provided on these measures, which are both strategic and operational in nature. The proposed measures are often accompanied by results indicators but without benchmark values and targets. This situation gives all stakeholders much freedom in the appraisal of their implementation and the assessment of their performance, thus reducing the probability of having a positive impact on overall portfolio performance.

Country Performance

Guinea-Bissau's performance in implementing the Bank's program was analyzed based on the following criteria: (i) leadership in coordinating development assistance; and (ii) commitment to outcomes in partnership with the Bank.

The general conclusion shared by all interviewees is that the political context between 2015 and 2017, made it difficult to effectively support implementation of the Bank's cooperation program. After the adoption of Terra Ranka PSO 2015-2020, Guinea-Bissau was once again engulfed by a political crisis towards end-2015. Six prime ministers successively came to power within a three-year period without being able to resolve the crisis. This uncertainty was aggravated by the secret bailout of country's private banks by the GoGB, which led several TFPs to cut their cooperation ties with the country, notably by putting an end to their support to the national general budget. The persistence of this situation in 2015 and 2016 created an impasse in the country in connection with the planning and implementation of the Terra Ranka Plan.

This difficult context notwithstanding, Guinea-Bissau bounced back with robust growth at an average rate of 5% over the period, mainly thanks to the excellent performance of the international cashew nut market. Nonetheless, the country still faces significant challenges in the management of public sector policies. However, the notable progress recorded in public finance management (establishment of the treasury committee, settlement of the wage bill and clearance of debts) remains fragile and heavily based on political will, not on sustainable institutional changes.

During the 2015-2017 period, the country failed to play its leadership role in coordinating development assistance. The initial efforts made by the GoGB to revive aid coordination after the 2014 elections were neutralized by political tensions and leadership contests, including within the Government. Today, TFPs face a confusing situation in which each ministry tries to curb the flow of information and render the coordination of assistance less efficient. The only existing coordination initiatives are those started by a few TFPs and that serve more as platforms for information sharing rather than for coordination.

However, it should be noted that in its cooperation with the Bank, the Government increased its

coordination efforts in early 2018 by instituting a weekly meeting for project units, government structures and the Bank's liaison office in Bissau, chaired by the Secretariat of State for Planning.

Strategic and Operational Lessons

The specific context of fragility in each country calls for a specific adaptation of the Bank's strategy. Guinea-Bissau is a particular case and requires an adaptive approach. Repeated crises in the country create a situation of perpetual renewal in the implementation of interventions. This context requires the adoption of a modest and more realistic objective. It must result in a context-specific strategy with (i) enhanced risk understanding and planning; (ii) risk management through high-level analysis to support the programs; and (iii) provision of sufficient resources, skills and experience over an extended period of time.

Success is first determined by a robust project design supported by quality studies, more effective coordination, and better-defined 'partnership' arrangements with the country or other partners. In addition, the implementation of rigorous monitoring systems that ensures more efficient execution. Project Managers should be given the necessary resources (including time) to ensure better project preparation.

The effect of the Bank's presence at the strategic level is proportional to the quality of the relationship that is established, and not necessarily to the size of the portfolio. Maximizing the Bank's influence therefore requires a strengthening of the Bank's physical presence in Guinea-Bissau and greater involvement of its senior management in the relationships with decision-makers in Guinea-Bissau.

The quality of the policy dialogue and reinforced country presence contribute to encourage the GoGB (and identified individual champions) to implement reforms and improve the portfolio performance. Numerous shortcomings are attributable to the Guinea-Bissau counterpart for the underperformance recorded. On its part, the Bank failed to better use the resources at its disposal to produce results. While this may not be a clear-cut panacea, making interactions with the Bank more dynamic, consistent and firm - especially with clearer accountability - should gradually lead to improved performance at the national level.

Capacity gaps are directly related to the fragility of the country. To remedy this, it is necessary to strengthen the understanding of existing weaknesses to better address the causes. Detailed assessments are essential to ensure that interventions treat the root causes rather than the symptoms. In addition, capacity development plans must combine innovation and rigor (realism) together with a clearer and more systematic flexibility than that allowed in stable countries. Capacity development should target the paucity of resources, skills and knowledge, and the fragility of organizational structures, the weakness of policy and authority, and the poor level of incentives.

Recommendations

R 1. Adapt the Bank's assistance to the particular context of Guinea-Bissau.

This recommendation consists of several options for improvement, namely:

- *Increase the resources and attention devoted to Guinea-Bissau:* The traditional resource envelope granted to this fragile country is too low to effectively address the magnitude of the challenges it faces. This leaves the Bank and GoGB with few options and very little leeway. Consequently, there is need to step up innovative resource mobilization or co-financing efforts.

- *Continue the high-level dialogue initiated with the country:* The dynamics initiated by the Senior Management of the Bank in 2017 should be maintained and a proactive and sustained policy dialogue program developed and implemented.

- *Devote adequate time and expertise to operations monitoring:* Supervision by project managers must be significantly improved through the implementation of a supervision plan that includes more frequent missions with multidisciplinary teams and fine-tuned monitoring indicators.

- *Decentralize project decision-making to the extent possible,* including decisions on the procurement process.

- *Adapt the Bank's processes (procurement, disbursement in general) to the country's needs by reducing its requirements* to a minimum acceptable to the Bank and by pooling and sharing project resources, including human resources and systems, to the extent possible.

R 2. Show proof of innovation in the next CSP by adopting a program-based approach.

The Bank should opt for a program-based approach to its future CSPs for Guinea-Bissau. This approach, which requires a much longer planning horizon, would reduce the risk of non-sustainability while facilitating the establishment of a comprehensive set of elements for the achievement of strategic objectives and not merely partial adjustments in response to emergency situations as in the past.

In addition, given the Bank's limited financial and human resources for the country, greater selectivity should be encouraged by focusing on a maximum of two sectors that would benefit larger-scale operations (project funding and scope) and delimiting operations likely to ensure sustainability of the actions implemented.

It is also recommended that the next CSP should define target scenarios (Low, Medium, High) for the indicative program, with a more robust risk analysis and adequate mitigation measures. Such planning should allow for the preparation of a program that can be quickly adapted to contextual changes.

R 3. Improve the quality of the Bank's portfolio in Guinea-Bissau.

This entails: (i) strengthening the quality at entry of the operations by establishing a realistic results framework, implementing a system for risk analysis and management for the portfolio in general, and projects in particular; and (ii) defining plans to ensure sustainability of existing projects, promoting local synergies and enhancing project monitoring by Project Management Units (PMUs).

R 4. Develop a results based-approach for capacity development in the country.

Considering that Bank efforts to build the capacity of national institutions have not yielded sustainable results, the Bank should adopt a different approach that is more in line with the institutional realities of the country. In this regard, there are two possible options: (i) an approach based on the capacity of institutions to produce the anticipated national outcomes (e.g. provide basic services, efficiently manage State resources, etc.), and (ii) an approach based on building capacity (analysis, planning, organizational design, control systems, etc.) that facilitates the effective achievement of the expected outputs and outcomes of the Bank's program.

R 5. Increase the Bank's presence in Guinea-Bissau.

This entails taking the following measures:

- *Increase the Bank's human resources in Bissau* mainly through a system of incentives that encourages settlement.

- *Create a permanent program coordination function to support the country economist;* a coordination function staffed by a program coordinator and a monitoring/evaluation officer. This function will coordinate the Bank's efforts to plan and implement operations with the country. The experts to be deployed in the country should have thorough knowledge of the Bank and GoGB policies and procedures, and should be proficient in Portuguese.

- Promote locally, a light and informal system for coordinating with TFPs.

- *Develop a responsive risk management and influence system (economic surveillance)* that would provide Bank management with the necessary information for high-level dialogue.

R 6. Gender mainstreaming.

Mainstreaming gender in projects design should go beyond quotas for participation of women to integrating approaches and actions that directly target inequalities between men and women. These actions should contribute to reducing socio-economic and cultural barriers to the empowerment of women and young girls, as well as to gender equality. Specific intervention areas should be identified and assessed with beneficiaries, as well as project partners, teams and relevant stakeholders. To this effect, access to land and other production factors should require specific attention.

R 7. For PDCV-Riz:

- *Improve project supervision and monitoring* by planning for more missions with reinforced teams comprising procurement, financial management and other experts;

- *Choose local implementation operators/partners based on objective criteria, provide them* with adequate resources, and set up a partnership framework specifying clearly the activities to be executed and the expected outcomes, as well as a system for monitoring these outsourced activities.

- *Involve community leaders in raising awareness* on gender equity and equality in the field of agricultural development.

R 8. For PARCA

- Since the project is scheduled to close in December 2018, there is an urgent need to formulate and implement a sustainability plan for project achievements. Specifically, the Bank should support the preparation of a development plan for the National School of Administration (ENA) and a business plan to define an economic model that guarantees financial sustainability. The ENA should expand into a center of excellence for public and private sector capacity building.

- *Initiate, where possible, a feasibility study on the establishment of dissemination methods for distance-learning at ENA.* This study should indicate the required resources and approaches as well as the cost of options and the required assistance needs, among others.

R 9. For PARGEF:

- *Undertake a review that defines the precise capacity-building outcomes of the project in the short and medium term.* If this project cannot clarify the changes it intends to make in terms of precise and sustainable contributions, it would be proper to consider suspending or restructuring it.

- Undertake a thorough analysis on capacity-building and skills development in a tripartite approach (State, private sector and TFPs).

R 10. For the Government of Guinea-Bissau

- Reinforce the coordination of Bank projects by bringing in adequate human and financial resources for design, monitoring and evaluation.
- Ensure a more coherent integration of gender, the environment, sustainability and inclusion in future operations.
- Revive the coordination and thematic dialogue frameworks in accordance with the principles of the Paris Declaration, the New Deal for engagement in fragile states, and the Bank's Ten-year Strategy and High 5 priorities.
- Accelerate the fulfillment of project effectiveness conditions.
- Continue with cash-flow consolidation and the streamlining of public finance management.
- Ensure the timely release of national counterpart funds needed for project implementation.
- Consider the project sustainability factor by allocating adequate operating resources to government agencies that have benefited from Bank projects.



Introduction

In 2014, the African Development Bank (hereinafter "the Bank" or "AfDB") prepared a Country Strategy Paper (CSP) to guide its operations in Guinea-Bissau for the period 2015-2019.

This Mid-term Country Strategy and Program Evaluation (MCSPE) is a pilot experiment conducted by IDEV at the request of the Committee on Operations and Development Effectiveness (CODE). It is a formative evaluation essentially geared towards generating knowledge and lessons to strengthen the Bank's capacity to plan and implement operations in a fragile context.

The Guinea-Bissau MCSPE is intended to provide an objective assessment of the strategy outcomes after two years of implementation. The main objective is to draw lessons and make recommendations that could inform implementation of the second half of the strategy, for improved performance.

The MCSPE covers the 2015-2017 period with a portfolio of 10 operations, comprising 8 projects and 2 major studies (see annex 5) worth 42.78 million Units of Account (UA). These operations are implemented in four sectors: energy, agriculture, governance and social.

This summary report presents the main findings of the mid-term evaluation of the Bank's country strategy in Guinea-Bissau (2015-2019), but also the country context, the Bank's assistance to the country, the methodological approach, as well as findings and recommendations.

Methodological Approach

The MCSPE is a formative evaluation conducted through a methodology based on the Theory of Change (ToC). This approach was chosen in order to compare the logic behind the selection of strategies and the design of operations with the country's fragile context, its needs and its capacity to commit to reforms.

The methodology used for this evaluation complies with the criteria of the OECD's Development Assistance Committee (DAC), as well as AfDB standards governing the assessment of transition countries. The evaluation also integrated best practices in the assessment of country programs and strategies of the Evaluation Cooperation Group (ECG). It was based on four evaluation criteria: relevance, effectiveness, efficiency and sustainability. Six evaluation questions (EQ) were defined, with a detailed evaluation matrix (see Annex 4) developed for this exercise. The potential for attaining the results at the end of the implementation of the strategy was also raised in the analysis. The MCSPE eventually asked and answered two strategic questions.

Data-Collection Approach and Tools

The evaluation was conducted from October 2017 to April 2018. Data-collection and analysis was conducted using tools and approaches such as literature review, interviews, site visits and group discussions. In a bid to ensure the validity of the observations and analysis of the evaluation team, two workshops were conducted during the data-collection mission: (i) the first with public administration officials and Bank project coordinators was held in Bissau on 20 February 2018 for a full day; and (ii) the second was held with members of the country team at the COSN in Dakar on 22 February 2018.

Quality Assurance: The evaluation findings were first submitted to a benchmark group made up of Guinea-Bissau country team members, then to IDEV for internal review in order to ensure that they are of good quality and were treated with rigor. The results were also validated through workshops, mostly to assess their effectiveness and efficiency.

Limitations of the Methodology and Responses Provided

Difficult Access to Information: Given the country's fragility and the nature of the Bank's operations management, the evaluation team could not get access to some of the necessary documentation.

Assessment of Results: The greatest challenge of this mid-term evaluation is the fact that most of the operations evaluated are still being implemented and have not yet generated results (e.g., PARGEF, PDCV-Riz).

Country's Institutional Instability: Between the scoping mission of December 2017 and the evaluation data collection mission of February 2018, a new Prime Minister was appointed, but not a government. Consequently, it was particularly difficult to meet certain high-ranking government authorities during the field visits.

Adjustment of the Evaluation Schedule: Presentation of this report to the Bank's Board of Directors concurrently with the CSP mid-term review placed enormous time constraints on the evaluation team, as they had to produce the report within a much shorter time lapse than required for this type of evaluation.

Responses: Appropriate responses were provided within the constraints encountered and do not represent a risk to the validity of conclusions. The evaluation team mainly focused on factors that account for recorded performance and the possibility that the projects could actually generate the expected outcomes at the end of the cycle. The Liaison Office helped the team to meet the greatest number of relevant persons possible during field missions. It also offset the lack of documentation with interviews or focus group discussions, and the evaluation framework was adapted accordingly. In light of these measures, the team concluded that the evidence collected was adequate to meet the judgment criteria and that the conclusions are valid.

Country Context

Geographic and Political Context

Guinea-Bissau is a West African country, sharing boundaries with Senegal and Guinea (Conakry), with a population of nearly 1.9 million (in 2017), and a surface area of 36,125 km²[1] .

Since its independence in 1974, the country has experienced recurring political instability that has negatively affected all aspects of social and economic life. It has experienced approximately 15 attempts at coups d'état, of which four were successful, and a devastating civil war between 1998 and 1999. The political and military conflict of June 1998 to May 1999 left a lasting impact on the country, destroying almost 80% of the economic and social infrastructure existing at the time. Like other post-conflict countries, Guinea-Bissau has emergency needs to be met in many areas, such as implementing institutional and regulatory reforms, restructuring the public administration, rekindling public services, rebuilding basic infrastructure, and allocating resources for army reform. The country has structural and multifaceted fragility factors, most of which date back to the colonial era or to the more recent "post-independence" period.

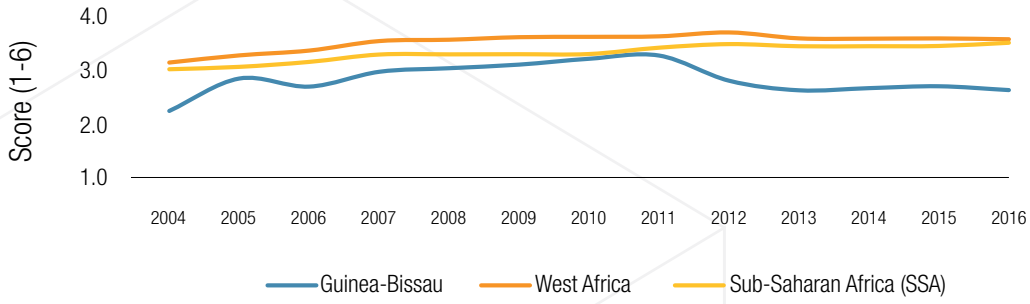
After the last coup d'état of 12 April 2012, a political transition led to free and fair elections in 2014. A period of relative calm followed until 2015 when the Prime Minister was dismissed by consensus. Since then, the country has been bogged down in a political impasse nurtured by divisions within the ruling party. The frequent changes of government and the non-functioning of Parliament since end-2015 have negatively affected governance and the business environment. In response to Guinea-Bissau's situation, ECOWAS Heads of State and of Government met in April 2018 in Lomé, to discuss the political situation in Guinea-Bissau. The summit led to the endorsement of a roadmap towards resolution of the crisis. Furthermore, a new Prime Minister, Mr. Aristide Gomes, was subsequently appointed in April 2018. A special session of Parliament was held to discuss the renewal of the Electoral Commission ahead of legislative elections rescheduled for November 2018.

Economic Context

Guinea-Bissau is a low-income country with a GDP of approximately USD 1.3 billion in 2016 and a per-capita GDP of about USD 620. Its economy is inefficient and hardly diversified. The country relies heavily on its agricultural sector, especially cashew nuts, of which it is the sixth largest producer in the world. The agriculture sector accounts for 20% of GDP and generates almost 85% of all jobs in the country and more than 90% of exports (2015).

The national economy is highly vulnerable to exogenous shocks. Although the IMF maintains that Guinea-Bissau has no significant debt problems, the country is in fact plagued by enormous financial and macroeconomic difficulties. The fundamentals of the national economy are weakened by its limited domestic resource mobilization capacity and a narrow tax base. The national budget of Guinea-Bissau is financed by revenue coming mainly from the export of unprocessed cashew nuts, while its tax revenue to GDP ratio is significantly lower than the 18% average for sub-Saharan Africa (SSA) (AfDB 2015). The above problems are exacerbated by poor public financial management, exemplified by its dependence on foreign aid. A more thorough analysis of Guinea-Bissau's performance through the AfDB's Country Policy and Institutional Assessment (CPIA) shows that it ranks below the average score for West Africa and sub-Saharan Africa (SSA). On a scale ranging from 1 (very low) to 6 (very high), Guinea-Bissau's score of 2.6 in 2016 is considered low. Figure 1 below compares the historical performance of the overall CPIA score for Guinea-Bissau with the average for West Africa and the SSA region.

Figure 1: Guinea-Bissau's CPIA Index (2004-2016)



Source: African Development Bank Group

On average, Guinea-Bissau has significantly underperformed its peers in West Africa and sub-Saharan Africa by about 10 points. The divergence in CPIA performance started at the end of 2011. It can therefore be concluded that the overall slippages in CPIA performance might stem from the fragility conditions created mainly by the coup d'état. Although the disaggregated CPIA score data for Guinea-Bissau shows that the 5 (five) measured clusters are low, the governance cluster declined the most between 2015 and 2016 (see Annex 1).

Main Development Challenges

Development Management: Guinea-Bissau faces enormous difficulties mainly due to limited capacity in the public service and the absence of State institutions capable of carrying out effective public action. For example, after the last coup d'état in 2012, over 90% of State revenues was used to pay civil servants' salaries, leaving very little budgetary space for defrayment of operational costs. As a result, the government cannot provide for basic public services or operate at acceptable levels of effectiveness and efficiency.

Social Context: Guinea-Bissau has one of the lowest human development indexes in the world (0.424) and is ranked 178th out of 188 countries.[2] In 2015, 70% of the population still lived in a state of dire poverty while nearly half of them survived on less than USD 1.25/day. Hence, the country remains one of the poorest in Africa and in the world and the government cannot afford to provide what are normally considered basic services. For instance, the country devoted only 5.5% of its GDP to health in 2013. Performance is also poor in the areas of education, justice and the environment due to institutional instability and limited public resources.

Infrastructure: The country also faces critical lack of basic infrastructure, especially in the transport (only 28% of the national road network was asphalted in 2014), energy (national energy access rate of 5.3% in 2014), water, sanitation, health (e.g. clinics) and education (e.g., number of schools) sectors. These constraints affect the overall economy, especially productive sectors.

Fragility and Instability: One of the main challenges in Guinea-Bissau is the management of fragility. Political and institutional instability has plunged the country into a vicious cycle that makes it almost impossible to lay a solid foundation for development. The fragility[3] analysis carried-out by the Bank in 2014 identifies four determinants of fragility: (i) centralized governance characterized by weak institutions, with a predominant role for the army and vested interests; (ii) a lack of economic alternatives leading to profiteering and illicit trafficking; (iii) regional instability[4] that has a destabilizing effect on the country itself; and (iv) the ethnicization of political and economic management. These factors

are prevalent in all aspects of governance and development with successive crises often deemed catastrophic for governance and public order. Guinea-Bissau has one of the poorest development management performance levels in the West African region. It is a difficult context that discourages investments for development both from domestic and foreign sources.

National Development Strategy

During the CSP preparation, the country's core strategic document was the Poverty Reduction Strategy Paper (PRSP II or DENARP II in Portuguese), which initially covered the 2011-2015 period and was extended to 2018. In 2016, GoGB adopted the Terra Ranka Strategic and Operational Plan (2015-2020), which replaces DENARP II. Particularly focused on operations needed to implement essential reforms, Terra Ranka proposes a vision aimed at building a "positive Guinea-Bissau, stabilized through inclusive development, good governance and the preservation of biodiversity" by 2025. This vision is founded on the following pillars: (i) peace and governance; (ii) biodiversity and the natural resources; (iii) infrastructure; (iv) human development; and (v) business environment. The vision is intended to transform Guinea-Bissau into a diversified economy by 2025 that relies on four engines of growth: agriculture and agroindustry, fishing, tourism and mining.

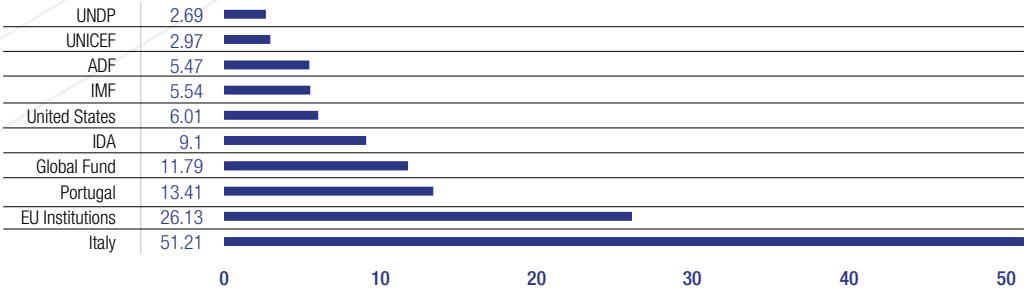
The country has also subscribed to the principles of the New Deal for Engagement in Fragile States[5], whose primary axes are peace building and strengthening of the State.

Development Assistance

Data on official development assistance (ODA) flows for 2015 and 2016 indicate that on average the three leading contributors were Italy (USD 51.21 million or 38%), European Union institutions (USD 26.13 million or 19%) and Portugal (USD 13.41 million or 10%). Furthermore, the other major multilateral institutions such as the International Monetary Fund (IMF) and the African Development Fund (ADF) contributed USD 5.54 and 5.47 million respectively, or 4%.

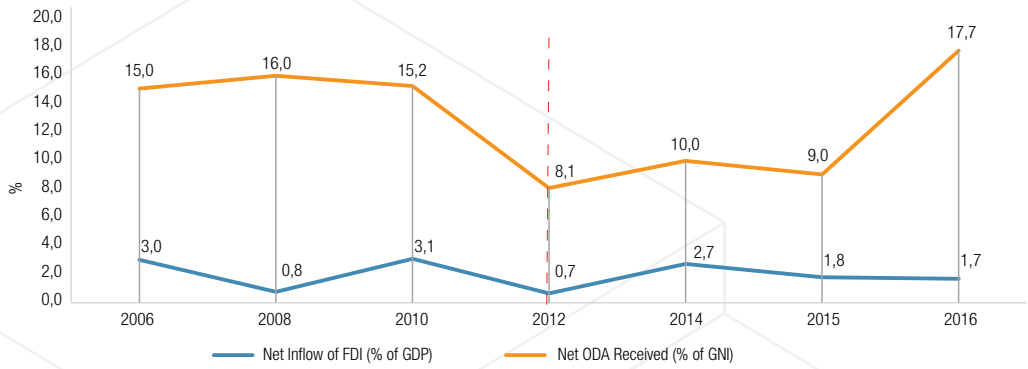
Due to the country's instability, official development assistance fluctuated during the last decade. Figure 3 shows net inflows of foreign direct investment and ODA over 10 years (2006-2016[6] in Guinea-Bissau. Overall, the figures show that ODA clearly exceeded FDI in absolute terms and as a percentage of gross national income. The dotted red line in Figure 3 differentiates the periods before and after the coup of 2012, which affected both FDI and ODA, including AfDB operations.

Figure 2: Key ODA Contributors (2015/2016), in USD Million



Source: World Development Indicators and OECD 2018

Figure 3: ODA and FDI Trends in Guinea-Bissau (2006-2016)



Source: OECD, 2018

The 2008 global financial crisis was the most significant economic phenomenon that preceded the coup during that period. The capital flight that followed the coup slashed FDI inflows by 65%. However, the sharp decline in FDI flows was slightly offset by an uptick in ODA (concessional loans and grants).

Like in 2012 after the coup, net ODA flows remained significantly lower than pre-coup levels, due in part to the withdrawal of assistance by some OECD countries and multilateral TFPs. However, with the recent return to constitutional order, ODA flows have risen to their highest level since 2012, while FDI flows have stabilized.

Bank's Program in Guinea-Bissau from 2015 to 2017

Strategic Pillars

Approved in 2014, the 2015-2019 CSP was designed at a time when the AfDB had suspended its activities in the country after the April 2012 coup. The Bank's strategy was aimed at resuming activities in the country mainly by contributing to: (i) institutional resilience; (ii) improving transport connectivity; and (iii) improving power supply. The Bank's decision to focus on two pillars aimed at building the resilience of government institutions to avoid the re-emergence of fragility and promoting public investments that can generate significant economic benefits. The two pillars are:

Pillar 1: Strengthen governance and the foundations of the State: This entails contributing to: (i) restore government structures, pay public service salaries and provide basic public services as recommended by the New Deal for Engagement in Fragile Countries; and (ii) operationalize the judicial institutions that guarantee justice and fairness public and private economic activities.

Pillar 2: Develop infrastructure that supports inclusive growth: The priority under this pillar is investment in infrastructure that has a regional impact, provides the best economic performance and ensures social cohesion and resilience. Pillar 2 aims at facilitating the opening of production and opening up the hinterland, in order to eliminate bottlenecks affecting the provision of social services and facilitate community participation in economic and political recovery. In addition to these two pillars, the CSP puts emphasis on four "critical aspects", namely: (i) regional integration; (ii) the increased participation of non-State stakeholders, particularly the private sector; (iii) coordination with other TFPs; and (iv) government policy dialogue to better integrate fragility as a determining factor.

Portfolio Review

The Bank's portfolio between 2015 and 2017 focused on the governance, energy and agricultural sectors. In general, the portfolio as of 31 December 2017 comprised 8 projects and 2 studies for a total financial commitment of UA 42.78 million.[7] Sector disaggregation of the portfolio shows that:

- the energy sector comprises two operations (including a multinational operational project) and a study amounting to UA 18.48 million (43.17%);
- three operations totaling UA 11.26 million focused on governance (26.30%);
- there are two social sector projects worth UA 8.50 million (19.87%);
- the agricultural sector shows one operation and one study totaling UA 4.57 million (10.66%).

Figures 4 and 5 below provide a summary of the percentage of each sector within the total portfolio and the financial weight of each operation.

Regarding the Bank's financing instruments in Guinea-Bissau, the figure below shows the preponderance of grants relative to loans. More specifically, the Bank's portfolio was composed of 57% grants (or UA 24.3 million) and of 43% in loans (or UA 18.5 million). The energy and agriculture sectors were largely funded by loans, while the governance projects were mainly funded by grants

Figure 4: Portfolio sector distribution 2015-2017

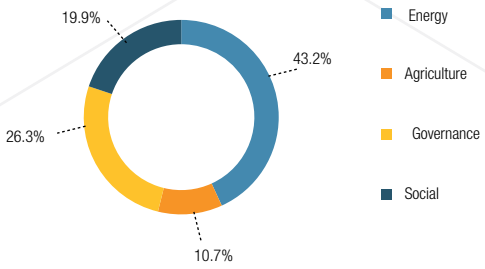


Figure 5: Resource allocation by project

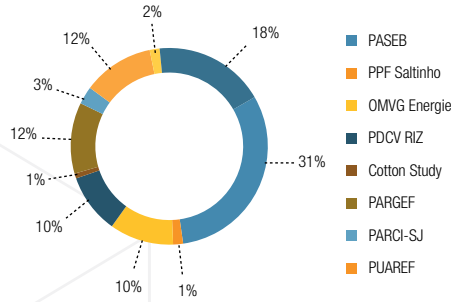


Figure 6: Distribution of financing instrument by sector

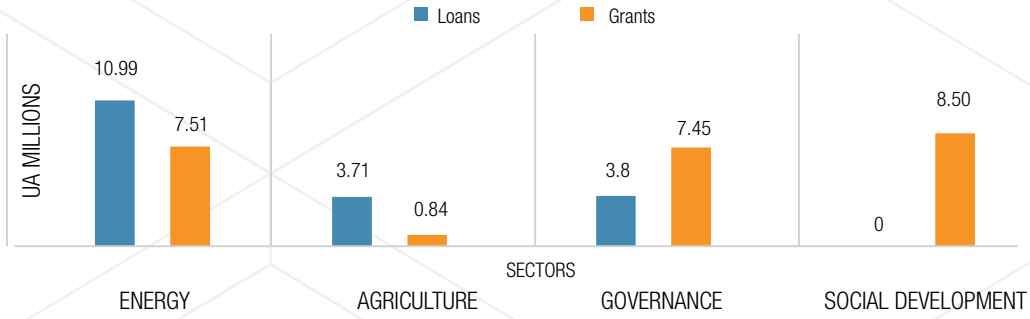


Figure 7: Resources mobilized by financing source

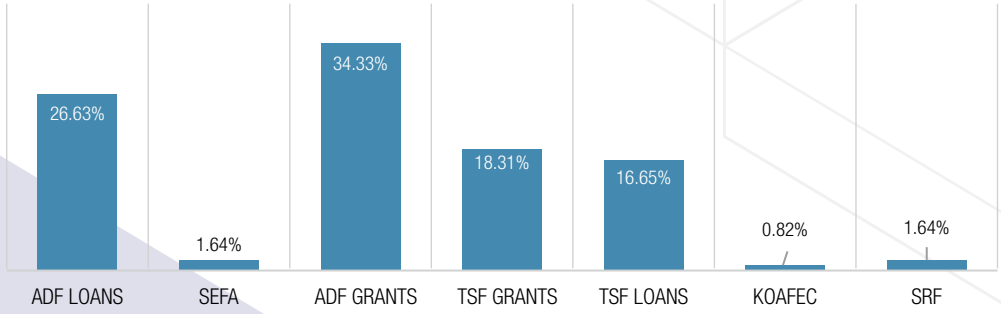


Figure 7 above shows that the financing windows mobilized to fund the portfolio are mainly ADF grants (34%), ADF loans (26%) and TSF grants (18%). The Bank also raised 4% from other sources such as the KOAFEC, SEFA and SRF.

Findings of the Evaluation

Relevance

The Bank's Strategy was deemed relevant overall. The operations identified in the CSP tally with the country's priorities as set in DENARP II and the Terra Ranka Strategic and Operational Plan (PSO) 2015-2020. The operations approved in the governance sector are consistent with Pillar 1 of the CSP ("Strengthen governance and the foundations of the State"). With regard to infrastructure development for inclusive growth, operations in the agricultural and energy sectors are strategic to the country and have significant socioeconomic spillover effects on other sectors.

In terms of design, lapses were noted in the CSP's Theory of Change and the results framework, such as inadequate consideration of risks and a focus on intermediate outputs to the detriment of outcomes. Furthermore, analysis of the projects revealed an overall tendency to set objectives that are too ambitious relative to the invested resources and operational deadlines.

The operations identified in the CSP tally with the country's priorities that are set forth in DENARP II and the Terra Ranka Strategic and Operational Plan (PSO) 2015-2020, which translates "Vision 2025" into a five-year plan. Bank support to the governance and social sectors was designed to address important and urgent needs, thereby contributing to the restoration of public services and strengthening of the resilience of public institutions.

The Theory of Change (ToC) was reconstituted based on the CSP and various project documents (see Annex 3). This ToC should clearly show how the Bank's strategic choices and operations contribute to the country's short- and long-term priorities. An analysis of the logical framework shows that this link is not perceptible. In other words, the Bank's ToC is weak insofar as it does not explain the mechanisms and links that would provide the Bank with the potential to achieve the expected outcomes (impact) of the CSP while taking into account Guinea-Bissau's specific context. The grey areas identified are the following:

- The identification of desired outcomes is sometimes characterized by confusion and the absence of a linkage between desired outcomes and the actions that will generate such outcomes; the result is a focus on the outputs to be delivered rather than on the development outcomes - i.e., the positive changes induced by the delivery of outputs.
- Risks are not well analyzed and mitigation strategies are not explained in detail.
- Several types of interventions in various areas (justice, agriculture, energy, roads, governance, etc.) are planned with limited Bank resources, thus raising the issue of the capacity to ensure the effective implementation of all these operations.
- In the CSP results framework, the roles and activities of partners and GoGB are not well described, and the areas where the Bank's activities overlap with those of other stakeholders are not identified.
- The long-term effects seem too optimistic when the potential outcomes of the Bank's operations are considered; it is therefore necessary to ponder on the way of assessing the real contribution of such operations.

Although the CSP clearly states that the program will help to reduce the country's fragility, the document does not clarify how the Bank's operations will contribute to improve the situation in this regard and

how the Bank's approach in Guinea-Bissau differs from the one adopted in a country described as "normal."

In the governance sector, the PUAREF and PARGEF projects are consistent with CSP Pillar 1: "Strengthen governance and the foundations of the State." Project objectives are consistent with both the country strategy and the Bank's strategy for its transition members, with the objective of helping to rebuild institutional resilience and strengthen governance, the rule of law and the State's public finance management capacity. There is also complementarity between the two operations (budget support and capacity-building), which mainly aim at contributing to financing the State budget and ensuring greater efficiency and transparency within the public expenditure chain.

In the agriculture sector, the operation is generally well aligned with the "growth drivers" pillar of PSO 2015-2020 and the following components: (i) Rural infrastructure; and (ii) crop sector development under the National Agricultural Investment Plan (PNIA-1).

In the energy sector, the PASEB and OMVG projects are strategic to the country with many ramifications and major socioeconomic benefits on other sectors (health, education, water distribution, private sector, job creation, security, etc.). In terms of fragility mitigation, the magnitude of energy sector investments gives rise to externalities (e.g., improved water supply, facilitation of daily tasks and impact on economic activities) that convince the citizens to rebuild confidence in the State. It should also be stressed that these two projects are complementary to a series of electricity generation projects[8] that will considerably reduce the country's energy difficulties in the medium term.

Although PASEB and OMVG provide a response to an urgent energy situation, the lack of an energy sector strategy with multi-year programming and of formal coordination between TFPs and GoGB makes it impossible to robustly assess the relevance of the Bank's operations relative to changes in national needs and the reforms to be implemented.

Similarly, in the agricultural sector, apart from infrastructure and technology development, the Bank has not invested in other key aspects recommended in the strategy paper ("Feed Africa") which states that successful agricultural transformation would require the liberalization of input markets, the promotion of innovative financing, land policy reforms, technologies and awareness-raising plans.

The quality at entry of operations is considered relatively poor for most projects, especially the oldest ones in the portfolio. The most recent projects such as PDCV-Riz show a satisfactory level of quality at entry, due to improved project design, thanks to efforts made by the Bank in recent years. The logical frameworks for these projects are relevant and the results chains coherent, having indicators and targets that are deemed realistic. The activities are detailed and clearly explain how they will contribute to the achievement of project outputs, outcomes and impacts.

One common feature shared by all the operations is the fact that they address only a small part of the problem. As presented in the ex-ante appraisal reports, the projects are envisaged to be sufficient to have a major effect on the resolution of the problems of the sector. However, the evaluation team found no evidence that these projects also cover the major reforms needed to address sector problems or that these issues are otherwise addressed by the country. Given the institutional instability and the established weakness of the State in taking over public services, this type of analysis should have become standard practice. Furthermore, project appraisal reports generally lack reasoned analyses to demonstrate that the components of planned operations would generate the targeted intermediate and final outcomes.

Several operations have a real potential to reduce fragility, especially:

- Budget support (PUAREF), which was a relevant choice that facilitated the fulfillment of national macroeconomic needs, even if this support could not prompt policy dialogue on sector reforms, particularly in the case of energy;

- PARCA, which can still have a significant impact on private and public-sector capacity building if the Bank provides substantial support to the project in 2018;

- PDCV-Riz, which will help to improve food security and the income of beneficiary households in the target areas within the Oio and Bafatá regions.

PASEB and OMVG have the potential to reduce the fragility factors by improving the quality of EAGB services in Bissau City. However, if these projects have a positive impact on the private sector and on a certain relatively well-off category of consumers[9], their expected impact on the low-income population is much less. Poverty among Guinea-Bissau's population, particularly in rural areas, and its impact on purchasing power (poverty and economic accessibility to modern energy services), is one of the main obstacles to sustainable access to energy for all. Field consultations in preparation for PASEB[10] indicate that household spend their low income primarily on basic necessities, and that most people consider electricity an inaccessible luxury. The poverty assessment survey in Bissau conducted by INEC in 2011[11] confirms that a majority of Guinea-Bissau households (+65%) use candles for lighting.

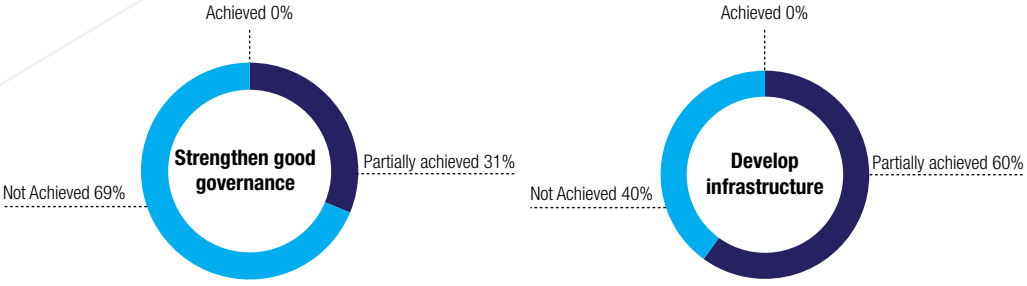
Effectiveness

The Bank's ongoing operations have a low probability of achieving their outcomes at the end of the current cycle. Most of the targeted mid-term objectives were not achieved. Delays in the implementation plan could jeopardize the Bank's commendable efforts to respond to the country's emergency situation. Even if certain operations are likely to deliver expected outputs by the end of the CSP in 2019, there is no certainty that the outcomes projected in the CSP by end-2019 will be achieved. This is because the Bank has invested much in the financing of procurements, infrastructure, goods and services, but very little in technical assistance, advisory support or close project guidance, which are highly necessary given Guinea-Bissau's fragility. However, the Bank added value by seizing opportunities, notably in the energy sector, by deciding to finance PASEB 2 with ADF 14 resources following the withdrawal of the European Investment Bank (EIB). However, the Bank missed the opportunity to play a lead role in three sectors (social, agriculture and energy) where it could have become an influential agent in reform implementation and coordination of stakeholder efforts.

Since this evaluation was conducted at mid-term, little evidence of results can be found. To complement the mid-term review led by the operations, the mid-term evaluation focused on the factors that affect the achievement of outcomes.

Overall, the mid-term objectives have not been achieved for the majority of operations implemented. Of the 16 expected mid-term outcomes for Pillar I, 11 were not achieved and five were partially achieved. For Pillar II, three of the five expected outcomes were partially achieved and two were not achieved (see summary table in Annex 7).

Figure 8: Level of achievement of outcomes by pillars



Analysis of the actions planned for the second part suggests that some operations are likely to achieve the expected outputs by the end of the CSP in 2019. However, achievement of the outcomes outlined in the CSP by end-2019 is not certain. It is to the Bank's credit that from 2017, additional effort was made to accelerate implementation. It should be recalled that the context in Guinea-Bissau is very difficult, particularly because of political and institutional instability, which currently hinders the implementation of sustainable actions. However, the Bank must also challenge itself. It has some significant leeway and can influence directly certain corrective measures that are taken. If these measures are actually implemented, the probability of achieving some of the CSP objectives at the end of the cycle would be higher. The "outcomes" expected from the operations are too optimistic and not addressing core issues, whereas the country is fragile and requires fundamental reforms that demand significant investments in terms of time and technical capacity.

The limited effectiveness of operations stems from the fact that the Bank funds primarily procurements, infrastructure, goods and services, whereas Guinea-Bissau's fragile situation requires technical assistance and closer project support. Most of the officials interviewed in the ministries and other government agencies view the Bank as an input provider and not as a reform or transition agent.

The Bank has planned that Dakar-based project managers earmarked for each project should conduct two supervision missions per year. This is considered insufficient for a country like Guinea-Bissau. Furthermore, the project managers interviewed highlighted that they cover other countries and manage large portfolios,[12] which limits the time dedicated to each country and obliges them to focus on infrastructure delivery rather than issues regarding policy and strategy changes.

Operations in the governance and social sectors (PARCA, PARGEF, etc.) were only partially implemented compared to the objectives set at mid-term, because they were limited to generating outputs without achieving the expected outcomes. However, some actions deemed limited in scope (e.g. a technical assistant in the customs service and other support in the ministry responsible for taxes and other forms of income, budget support, construction of the ENA infrastructure, etc.) have been successfully implemented, but are not likely to generate any real momentum without in-depth reforms. It would have been preferable to reduce the scope of outcomes by implementing smaller projects in scope and focusing actions to ensure that they generate the expected effects.

The agricultural sector project followed this logic by limiting itself to two regions and operating in project sites that are conducive to the dissemination of the technologies used. The entire project area can only benefit from the effects if the agricultural extension system is strengthened and made efficient. In the case of this project, the Bank has been proactive in collaborating with BOAD, WAEMU and Trust Funds to pool the resources and knowledge needed for the design and implementation of the intervention. However, the Bank has failed to position itself as a leader in coordinating TFPs or supporting GoGB to enhance sector coordination.

In the energy sector, the Bank created value by seizing available opportunities. It provided technical support to the Project Management Unit (PMU) of OMVG-Energy by financing 31 of the 36 technical experts in the PMU. The Bank's decision to finance PASEB II with ADF 14 resources following the EIB's withdrawal is evidence of its commitment to help the country emerge from fragility and ensure that the project's expected outcomes are achieved. In this sector, the Bank exchanges views with the other TFPs on the progress of their operations and prospects, but does not engage in real coordination.

The Bank coordinated its information-sharing activities, particularly during the design of operations and preparation of the CSP. The knowledge generated by the Bank has been useful to other partners and the Bank has also relied on studies conducted by other

TFPs (BOAD for the PDCV-Riz for example). It also consulted the other partners on ongoing or planned activities with a view to identifying operations to be financed. However, it missed the opportunity to play a leadership role in three sectors (social, agriculture, energy) where it could have become an influential agent in reform implementation and coordination of TFP efforts. Interviews with the latter and government agencies indicate that the Bank is not perceived as a coordinating agent for the 2015-2017 period. However, there is great demand from the Government for stronger Bank leadership in governance.

In terms of mobilizing additional financing, the Bank did not achieve significant results at mid-term. However, it effectively applied a principle of subsidiarity by collaborating with other partners to implement activities scheduled in its program (e.g. the PARCI project with the UNDP; and PDCV-Riz with WFP (component on school meals programs)).

As part of its technical assistance to the country, the Bank, through the African Legal Support Facility (ALSF), helped to restructure a national debt owed to Exim Bank of China, reducing it by 90%, thus generating over USD 45 million in savings for the country. The Bank's advisory support is ongoing with the review of three mining contracts already concluded with various private companies in the phosphate, bauxite and heavy sands mining.

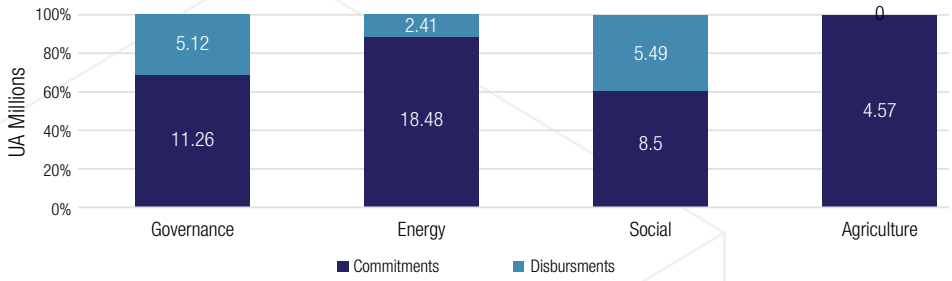
Efficiency

Implementation of the program was not efficient. The overall portfolio disbursement rate was only 23.1% at the end of February 2018 and significant delays are noted in all projects. The main factors behind this poor performance are essentially weaknesses in project management, local team capacity and the Bank's responsiveness. Moreover, despite the fact that the initial resumption of the Bank's activities in the country was well prepared, risk management at the program level remained very superfcial. For instance the lack of available expertise in the country to manage projects was not appropriately assessed and mitigated, resulting in delays of recruitment of project staff, subsequently affecting program implementation.

Approaches and methods used during the suspension and subsequent resumption of Bank operations in the country were analyzed. The analysis showed that the resumption was prepared with updated data and its cost was minimized by a coherent and collaborative management program with the country and other TFPs. The documentation shows that the impacts of a possible suspension were examined, including through technical missions as well as technical and financial analyses. It emerged from interviews with GoGB officials that they had a rather positive perception of the Bank's resumption of activities.

Analysis of compliance with implementation deadlines shows that the overall portfolio disbursement rate varied significantly: in February 2018, disbursement rates ranged from 0% for the agricultural sector to 66.3% for the social sector. Between these two extremes, the energy sector disbursed 17.8% compared to 11.5% for the governance sector. The only projects whose budgets were fully disbursed were the Emergency Assistance to Fight the Zika Virus Outbreak and PUAREF budget support. Other ongoing projects such as PARGEF and PASEB have low disbursement rates of 14.3% and 17.8%, respectively.

Figure 9: Disbursement Levels by Sector



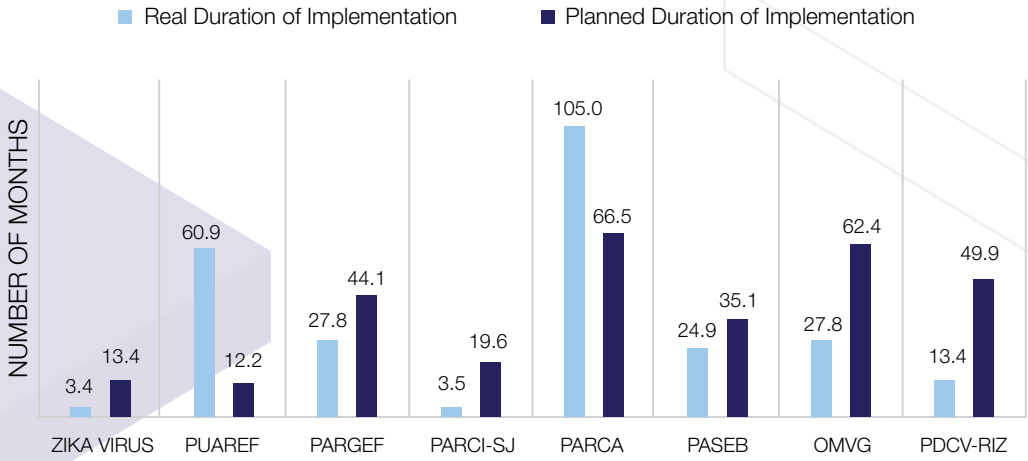
In terms of age, the Bank's project portfolio in Guinea-Bissau was considerably rejuvenated from 6.2 years to 2.6 years between 2014 and 2017 through the closure of several old projects, including Education III and Health II.

The project with the longest time overrun is PARCA, which is 8.6 years old. Approved in 2009, PARCA is still active. It was extended from 2014 to 2018 partly because of the suspension caused by the 2012 coup d'état, but also because of delays in the delivery of infrastructure expected from the project.

The operation planned for the agricultural sector had still not started at the time of the evaluation (February 2018). The Bank's corrigendum process for correcting the amendment to the loan agreement lasted approximately 6 months (May to October 2017) and resulted in a project start-up delay of approximately 9 months, whereas the preparatory activities for start-up had been executed on time and efficiently.

In the energy sector, the construction of the 225-kV interconnection link (OMVG project) was expected to be completed in 2017, and the rehabilitation and extension of the distribution network (PASEB project) to start in 2017 and be completed in 2018. However, these two projects are still at the works commencement phase, which suggests that there would be delays in their respective schedules.

Figure 10: Duration of projects



Several other factors account for the low disbursement rate, including:

- inadequate knowledge of Bank procedures (disbursements, procurement, etc.);
- delays in setting up project teams (in some cases), procurement;
- poor monitoring of activities by both the project teams and the national counterpart;
- low mobilization of national counterpart resources;
- lack of qualified staff in the Bissau liaison office, which reduced the effectiveness of project monitoring in the field;
- delays in the preparation of the project procedures manual and procurement and deployment of the accounting software;
- difficulties in mobilizing the necessary expertise for project implementation from the Guinea-Bissau market, thus requiring recourse to international expertise;
- language barrier due to the need to translate documents from Portuguese into French and vice versa;
- significant delays experienced by the Bank in responding to the requests of project teams and granting formal approval notices.

Most cases of late payment were caused by protracted procedures at the Bank, as shown in Table 1 below.

The constraints encountered during operations have been significant and constant for several CSP cycles. The evaluation team's review of various project appraisal reports showed that the risk analysis remained inadequate and insufficient with regard to the specific context and conditions of operations. As a result, operations are often realigned to mitigate the effects of delays, often leading to significantly reduced efficiency.

The Bank's projects in Guinea-Bissau were approved to address the urgent problems facing the country. However, with the exception of projects disbursed in one tranche (Emergency Assistance, PUAREF), all other approved projects experience delays that significantly reduce their likelihood of generating the expected outcomes and resolving the problems identified.

The considerations and analyses presented above did not include the significant negative effects caused by delays in project implementation and the lack of "content" monitoring[14] by the Bank and the country. Although the value of these effects cannot be calculated, from a conceptual standpoint the failure to generate them significantly reduces the efficiency of the Bank's portfolio in Guinea-Bissau.

Table 1: Time between different phases of the project from concept note to first disbursement

Phases of the Project Cycle (in days)	OMVG	PASEB	PARGEF [13]	PARCI-SJ	PARCA	Zika Assistance	PDCV RIZ
Project Concept Note to Board Approval	n/a	100	80	208	100	3	51
Board Approval to Date of Signature	46	94	98	149	73	103	249
Signature to Effectiveness	270	0	0	0		0	n/a
Effectiveness to First Disbursement	51	174	119	n/a	192	n/a	n/a

Sustainability

The operations are unlikely to be sustainable. Lack of specific plans in the design of the Bank operations and the paucity of State budget resources to conduct post-project monitoring are the major risk factors threatening project sustainability. Since there is no comprehensive strategy that defines the way forward for capacity development in the country, the capacity building components specific to different Bank projects are only partial solutions that do not improve the overall performance of the system.

The CSP and its constituent operations refer to Bank policies and procedures on sustainability in transition countries. In practice, however, the operations include no specific plans to ensure sustainability. Such deficiencies and the scarcity of national budget resources make it highly probable that GoGB will not engage in post-project monitoring.

Although there are mechanisms for monitoring sustainability at the operational or CSP level, as ascertained by project documents, they do not allow for the desired monitoring. And surprisingly, none of the supervision mission checklists or BTORs available to the evaluation team mentions any actions taken to ensure sustainability.

In terms of economic and financial viability, operations were implemented on the assumption that GoGB would take over once the Bank's contribution was completed. This assumption has proven to be false in the past and there is no reason to believe that it will become a reality in the short to medium term. For example, under PARCA, the National School of Administration, whose infrastructure was financed by a grant from the Bank, does not receive public funds for its operation since the country is still unable to finance the education system. Under PARGEF, the training given to audit staff is considered insufficient by the Court of Auditors,[15] which requests additional funding to finance its audit exercises.

Institutional sustainability / capacity building: One of the negative factors associated with the lack of sustainability in Guinea-Bissau is the "weak capacity" of the country, its ministries and agencies. All stakeholders underscored the country's lack of capacity and skills in general and, more particularly, with regard to Bank operations. The country's risk of non-performance is recognized as substantial by the Bank, which systematically includes an institutional capacity development component to ensure the sustainability of operations. Despite the efforts made, institutional capacity development has proven to be insufficient to ensure sustainability. Several actions implemented under the projects specifically target capacity-building through: (i) knowledge transfer (e.g. training of 15 trainers, scholarships under PARCA, technical assistance for PASEB procurement, etc.); (ii) further training (e.g. training courses for 25 civil servants under PARCA, etc.); (iii) supply of equipment under all operations; and (iv) construction of infrastructure (e.g. PARCA).

However, there is currently no strategy for building the capacity of the public administration in Guinea-Bissau. Consequently, capacity development efforts are initiated on an ad hoc basis and only serve as partial solutions that do not change the overall performance of the system, thus jeopardizing sustainability.

Crosscutting issues

Gender and Inclusion

The evaluation found that the CSP addressed crosscutting issues but did not deal with them as strategic aspects necessary for the achievement of the expected outcomes. It was noted that no system for monitoring the effects of crosscutting issues on final outcomes had been put in place. The lack of logical linkages between the outcomes of gender components and the strategic outcomes

of operations is an indication that consideration of the gender dimension and of inclusion is driven more by the need for compliance rather than an integrated strategic approach.

The Bank's CSP 2015-2019 for Guinea-Bissau is best practice in terms of gender mainstreaming at the strategic level. The CSP design process involved a senior gender expert. According to the strategy paper, consultations with stakeholders during its preparation confirmed the fact that key inclusion issues related to inadequate employment opportunities and gender disparities. Gender is one of the sections analyzed in the national strategic framework detailing the Bank's strategic options in Guinea-Bissau and is explicitly mentioned in the results of both pillars of the strategy. The CSP indicates that the gender dimension will be taken into account to ensure that men and women have equal opportunities of access and control. Furthermore, all operations to be financed by the Bank should include measures for promoting the gender dimension. Projects within the governance and agriculture sectors mainstreamed these measures.

The Bank's portfolio in Guinea-Bissau from 2008 to 2017 essentially contributed to two of the three pillars of the Bank's Gender Strategy (2014-2018), namely: the second (economic empowerment of women) and the third (knowledge management/ capacity building). However, action on the first pillar (legal status of women and property rights) has been very limited. The evaluated projects maintain a great focus on economic empowerment (gender equality benefiting from infrastructure development, including access to employment, markets and energy).

The Bank has greatly contributed to the management of knowledge on gender equality and capacity building in Guinea-Bissau by developing the country's gender profile with UN Women. This study enhanced preparation of the CSP and was used in the strategic documents of several TFPs, especially the United Nations system. This collaboration also resulted in the decision to entrust UN Women with implementation of the PARGEF component on "support for the establishment of a system for promoting female entrepreneurship" worth UA 400,000.

The project results frameworks show a simplification of gender objectives. None of the operations in the governance or social sectors has developed systems capable of measuring outcomes or results that address gender equality or inclusion. The projects only seek to determine the number of women beneficiaries (e.g. number of women trained, number of women's associations supported) while making no significant contribution to the reduction of gender disparities. The Bank's objective of contributing to the achievement of gender equality, as defined in its gender policies, will not be attained.

The evaluation found that the Bank did not consider the particular impact that post-conflict situations have on gender inequality and inclusion. For example, PARGEF's technical annexes do not contain gender analysis within the context of operations. The project integrates the question of gender in two ways: (i) technical assistance to ensure gender mainstreaming in activities; and (ii) a special women's entrepreneurship component executed in collaboration with UN Women, which has little bearing on the project's objectives of developing national capacity in the areas of governance and public sector economic and financial management.

The PARCA project contains gender distribution targets for admissions into the ENA. However, the evaluation found no plans for achieving these results. Statistics indicate that 25% of the civil service staff in Guinea-Bissau is female, with only 2% of women in decision-making positions, and no specific criteria to elucidate how female graduates from ENA can be recruited into or promoted within the civil service.

With regard to the contribution of Bank operations for improving gender inequality and social inclusion indicators, gender analysis of the portfolio (set of individual operations evaluated) reveals significant



differences in the mainstreaming of gender equality and social inclusion into all sectors and projects (with the exception of PARCA). Only some scanty data were found on the contribution individual operations have had on the reduction of gender gaps or to affect policies and legislation in Guinea-Bissau. The evaluation team found no gender-disaggregated data on costs to reduce gender gaps in operations or specific targeting efforts to reach the most vulnerable people through Bank-financed operations. For example, supervision reports do not document any efforts to enable women to get involved in project activities and reap the associated benefits, or even to contribute to changing existing values and norms or common gender roles (for example, going beyond the jobs traditionally assigned to women). The mechanisms for monitoring portfolio implementation as well as the supervision reports of individual operations do not take account of gender.[16]

Environment

The CSP provides a superficial analysis of environmental issues in a single paragraph that provides a description of the threats. Moreover, this description does not identify the link between these threats and other factors or their influence on fragility. The evaluation noted that environmental studies are conducted under infrastructure projects such as PASEB and OMVG. However, due to limited documentation available, the evaluation was unable to determine whether national and Bank guidelines pertaining to environmental impact monitoring mechanisms were effectively implemented.

Bank Performance

Consideration of Fragility

Although the Bank took account of the principles of aid effectiveness in transition countries, most of its efforts in Guinea-Bissau were undermined by the country's political fragility and lack of managerial capacity. Taking these points into account, the evaluation team observed that the Bank apparently treated the country as if it were not in a state of extreme fragility (with a few exceptions). Special attention should be paid to four Bank operations that had the potential to affect fragility:

1. The 2015 Emergency Budget Support (PUAREF) was ideal for macroeconomic support and was relevant at the time, but the impact of the "reforms" associated with this operation remains unknown. With this project, the Bank missed an opportunity to "negotiate" major policy changes. However, it should be noted that the political crisis at the end of 2015 severely undermined the project's ability to yield expected outcomes.

2. The PARCA Project has not yet had a significant impact on targets, but could have substantial effects on capacity development in the private and public sectors, depending on Bank support in 2018.

3. In the agricultural sector, PDCV-Riz has the potential to further address the nutritional needs of a small percentage of the population. Several project activities will contribute directly to the reduction of fragility through women's empowerment and sustainable youth employment. This operation tallies with the Bank's long-term strategy (LTS 2013-2022) for fragile states. It is also consistent with one of the peace building and state-strengthening objectives of the New Deal, namely "Economic foundations - Creating jobs and improving livelihoods." Furthermore, it is aligned with Pillar II ("Economic Empowerment") of the Bank's gender strategy (2014-2018). Lastly, it is consistent with the Bank's Strategy for 2014-2019 to address fragility and build resilience, which states that "women's political, economic and legal empowerment is the principle that will guide interventions in situations of fragility."

4. In the energy sector, the Bank was effective in resuming activities with Guinea-Bissau by engaging discussions with the authorities in early 2014. This made it possible to adopt an integrated approach based on the operations of other TFPs (World Bank support to EAGB, financing of the 15 MW power plant by BOAD etc.) to design a set of operations that could resolve the country's energy crisis in the medium term. Fragility aspects were factored into PASEB design based on the study on fragility in Guinea-Bissau, which considers that "the weaknesses of the State are exacerbated by lack of infrastructure. Equitable access to basic services such as electricity is one way of increasing the legitimacy of government, building trust between the State and its citizens and increasing the inclusiveness of growth."

However, it should be noted that the Bank has not sufficiently adapted its rules and procedures to the constraints of Guinea-Bissau's post-conflict environment and the multiple fragility factors resulting from weak human and institutional capacity.

The Bank's policy and the country's priorities converge on the urgent need to build national capacity, especially in fragility reduction, State reconstruction and strategic management. All Bank operations have a capacity-building component, but do not define which capacities are most needed to generate project outcomes. Although the relevance of these operations was underscored by all the stakeholders interviewed, the implementation rate is very low, notably because the needs of recipient organizations and individuals were not defined and those of the business ecosystem were not considered.

Analytical Work

Guinea-Bissau has a critical deficit of knowledge on development in general, and on the nature and composition of the country's social and economic sectors, in particular. The Bank has contributed to the reduction of this gap with nearly 20 analytical papers identified by the evaluation team. Most of these papers were prepared during the period of suspension of operations, and aimed at: (i) helping the Bank to better understand the national context and effectively prepare for the resumption of activities in the country; and (ii) addressing a specific request from the country. Better still, these papers could actually contribute to policy dialogue (e.g., by making an analysis on possible PPP policies and on the decentralization strategy). However, the selected studies fail to adequately address the need to improve the design quality of operations or to identify the best sustainability and risk management strategies.

Stakeholders in the field (including Bank management, government agencies and TFPs) have recognized the relevance and usefulness of the Bank's analytical studies. These studies enabled the Bank to guide its various operations over the 2015-2017 period. The gender profile and fragility analysis were also mentioned as documentary sources by several partners (United Nations System and the World Bank). However, there was no evidence that these studies were systematically used in training, seminars, and knowledge transfer or policy analysis.

Policy Dialogue

The importance of policy dialogue within the fragile national context is recognized in CSP 2015-2019, in which the Bank outlines its ambition to contribute to this important aspect of the assistance to Guinea-Bissau. However, regarding implementation in 2015-2017, **policy dialogue taking place under the CSP is deemed inadequate**. While the Bank was very active in pursuing policy dialogue during the period leading up to the resumption of operations (two consultation and dialogue missions were fielded in November 2013 and February 2014), with discussions on preparing the CSP and selecting sectors of intervention, the institution did not have real dialogue on the country's sector

policies between 2015 and 2017. Discussions were generally dominated by solving short-term issues related to administrative bottlenecks to the detriment of national strategic concerns.

The evaluation noted the lack of a dialogue plan with clearly defined objectives either within the CSP or the various operations. In Guinea-Bissau, there is no evidence of the existence of a document specifically devoted to policy dialogue in the country and in which the Bank lays out its policy reform objectives for proposal to GoGB and the means to implement them. Apart from the country's political crisis, the weakness of the dialogue has negative effects, including: (i) a lack of reforms in sectors within which the Bank has decided to intervene; (ii) the lack of an organized forum where discussions on progress in the reduction of fragility can take place; and (iii) a lack of dialogue and anticipation over policy actions that could affect the conduct of its operations.

As regards perception of the Bank, national stakeholders feel that the Bank could be more involved in national development by increasing financial resources and, above all, by playing a greater role as a strategic adviser. Moreover, the other TFPs also think that the Bank's limited physical presence in the country negatively influences the scope of political dialogue with GoGB at the strategic and operational levels. Most partners agreed that concerted action by all TFPs vis-à-vis GoGB would have been more effective in convincing the authorities to implement the necessary reforms in the country. They feel that the Bank has lost several policy dialogue and coordination opportunities by failing to strengthen the Liaison Office.

Supervision

The main cause of the Bank's poor performance is the lack of close project support and follow-up through supervision. Generally, supervision has often been limited to monitoring the progress of procurement of goods and services, infrastructure, whereas the country actually needs quality technical assistance, and closer and continuous support because of its fragility. Most of the national stakeholders interviewed (notably from the Government) have the perception that the project managers with the country team do not have much time to devote to Guinea-Bissau projects because of the small size of its portfolio compared to others. This perception, which may be wrong, is worrying and must be addressed. The role of project managers in project supervision is also to ensure the strategic progress of projects in the country, giving priority to the achievement of results (not just outputs, but also outcomes).

While the Bank's limited presence in the country can be perceived as a shortcoming, it is also important to note that project managers in Guinea-Bissau face a complex and volatile public administration, and a political environment with a high turnover of administrative and political officials. However, the Bank must provide the means for increased supervision in Guinea-Bissau by setting priorities for project managers. Supervision missions do add value to their interventions, but the composition of missions is questionable. The participating content/technical experts (e.g. education economists, or PEFA experts, procurement experts) are often focused on the overall program and not on individual projects.

Bank's Presence in the Country

In Guinea-Bissau, the Bank is currently represented by a National Program Office (NPO) staffed by an administrative and financial assistant, and a driver. The CSP 2015-2019 states that "...the NPO plays a key role in maintaining contact with the authorities and projects on a day-to-day basis. It is useful in terms of communication because of the presence of Portuguese speaking personnel and also because of its knowledge of government actors, which facilitates the collection of information and effective deployment of experts in the field. As part of the decentralization, the NPO will be strengthened by a resident country economist." Due to various constraints, an economist was not deployed until February 2018, leaving the

Bissau NPO with no real technical presence. This resulted in weak coordination and dialogue by the Country Economist between 2015 and 2017 due to the limited presence on the ground and few high-level missions to the country. Although the Bank has tried to fill this gap with more frequent missions, it is not clear if this strategy has borne fruit, judging by the portfolio's poor performance. Furthermore, the changes under way during this period at the Bank also affected the management of priorities at Senegal Country Office (COSN), which manages the Guinea-Bissau country team. The evaluation was unable to determine the extent to which the transition at the Bank (during 2015-2017) influenced the management of the country portfolio. It notes, however, that following the mid-term review mission, and according to key stakeholders interviewed, the stabilization of management team and the contracting of a coordinator (although at the time on short-term basis at the beginning of 2018), improved the coordination of operations.

The Bank's weak physical presence in Guinea-Bissau contributed to the loss of dialogue and coordination opportunities, and a poor understanding of the political and economic realities essential for responsiveness and opportune action. There has been no real dialogue process on the energy and agriculture sectors. Discussions with the sectoral ministries focused on short-term issues (such as supply of diesel, payment of salaries, and rehabilitation of infrastructure and computer systems). Furthermore, the Bank has not played a significant role in the programming and implementation of energy sector reforms. In the governance and social sectors, efforts made by GoGB to implement reforms yielded no results because of the political instability, weak capacity and a failure to monitor the recommendations resulting from ex-ante analysis.

The Bank's limited physical presence also undermines the quality of supervision due to the lack of local coordination of Bank projects and ongoing consultations. TFPs and GoGB agencies do not perceive the Bank as a coordinating agent. Like the Bank's staff, all the other TFPs interviewed stated that they were facing major challenges in implementing their cooperation programs. However, those with a strong presence in the country (UN agencies, European Union, etc.) indicated that their presence was positive and justified. In particular, such presence ensured sufficient responsiveness in project implementation, more relevant knowledge of Guinea-Bissau society and its socio-political and economic realities, better identification of real bottlenecks and deployment of more adaptive strategies based on the exploitation of new opportunities and collaboration with champions or agents of change in the public or private sectors.

As part of transitional measures to ensure the coordination of portfolio with GoGB, the Bank recruited a consultant at the end of 2017 to coordinate its internal efforts and take stock with government bodies and other TFPs. Nevertheless, the Bank's objective was to ensure that it "contributed to the establishment of a formal coordination mechanism between donors and partners" in the medium term. This objective was not achieved.

Analysis of the Strategy Envisaged for 2018-2019

The evaluation deems it relevant that CSP Pillars 1 and 2 for 2018-2019 are maintained. The indicative program for 2018-2019 is also relevant and aligned to national needs. The mid-term review also identified several aspects of poor program performance and proposed corrective measures in the portfolio improvement plan. However, not much detail is provided on these measures, which are both strategic and operational in nature. The proposed measures are often accompanied by results indicators but without benchmark values and targets to be attained. This situation gives all stakeholders much freedom in the appraisal of their implementation and the assessment of their performance, thus actually reducing the probability of having a positive impact on overall portfolio performance.

The evaluation also examined the interim report on the CSP 2015-2019 mid-term review conducted by the Country Team. Based on the conclusions of that report, analysis of the measures planned for the second part of the CSP (2018-2019) focused on the following aspects: (i) the relevance of the strategy and program pillars; (ii) the quality of the results framework update; and (iii) program improvement measures.

The Bank's intention to maintain the two pillars is relevant given the structural nature of the challenges facing Guinea-Bissau, and the close alignment between the pillars of the CSP and the priorities of PSO Terra Ranka. Moreover, as developments in Guinea-Bissau's socio-political and economic environment have not fundamentally changed the context of fragility, it is important for the Bank to maintain the strategic framework so as to continue strengthening the resilience of institutions.

Hence, the indicative program for 2018-2019 comprises several major projects, including the multinational Boké-Québo (Guinea-Bissau - Guinea) and Farim-Tanaff (Guinea-Bissau - Senegal) road projects; PASEB Phase 2 and PDCV-Riz; budget support; and broader technical assistance by ALSF. Some studies have also been retained to inform knowledge management and policy dialogue. These operations are relevant and consistent with the indicative program adopted when the CSP was formulated.

The improvements envisaged to accelerate program implementation remain poorly defined. The Bank plans to: (i) be more operationally flexible; (ii) be more responsive in mobilizing financing; (iii) increase the impact of operations on employment; and (iv) strengthen high-level advisory support. These intervention pillars are not clearly defined and are not translated into concrete or measurable measures. The CSP results framework was partly improved during the mid-term review. However, more efforts are needed to improve the logic of expected results and reduce confusion between outputs and outcomes. For example, one of the identified outputs is "production of the procedures manual by 2019" and the final outcome related to this output is that "by 2019 internal control is implemented based on the procedures manual." This indicator implies that the procedures manual should already be prepared in 2017. As this target is not achieved at mid-term, the results framework already provides for non-attainment of the outcome. Furthermore, the identified outcome is not relevant. Rather, the expected change could be related to the effects of improved internal control such as traceability and control effectiveness, or the improvement of a specific PEFA indicator, for example. Moreover, under current conditions, it seems unlikely that Guinea-Bissau can adopt and implement the Framework Law on the Budget Act by 2019.

Regarding the Portfolio Improvement Plan, the evaluation noted that all the actions selected are relevant and would contribute, if implemented, to improvement of the performance observed at the end of 2017. However, the measurable indicators selected have neither a benchmark value nor annual targets. It would be difficult in this case to assess the implementation and level of ownership of the measures. The definition of measures still leaves much room for the various stakeholders to assess the actions to be taken and to evaluate outcomes. Moreover, strengthening of the AfDB's local presence, which is deemed useful by the national stakeholders interviewed, finds a limited response in the PIP. Aspects relating to gender mainstreaming, donor coordination and synergy development were inadequately developed.

Overall, the evaluation found the strategic options of the mid-term review relevant. However, the Bank's challenge remains better clarification of performance improvement areas and providing itself with the means to implement the proposed measures, and effectively monitor CSP implementation and portfolio of projects.

Country Performance

Guinea-Bissau's performance in implementing the Bank's program was analyzed according to the following criteria: (i) development planning and national ownership; (ii) leadership in coordinating development assistance; and (iii) commitment to results in partnership with the Bank.

Development Planning and National Ownership

The political context between 2015 and 2017 was generally not conducive to the effective implementation of the Bank's cooperation program. After the adoption of PSO Terra Ranka 2015-2020, Guinea-Bissau was once again engulfed by a political crisis that lasted for the entire 2015-2017 period. This uncertainty was aggravated by the secret bailout of private Guinea-Bissau banks by GoGB – an action that led to the suspension of cooperation by several TFPs, including the cessation of general budget support. Furthermore, no budget was passed by the National Assembly in 2016 and 2017 and the country experienced an impasse in resource mobilization[17] and implementation of the Terra Ranka Plan.

The AfDB's Country Policy and Institutional Assessment (CPIA) for 2017 shows that on average Guinea-Bissau performed significantly worse than its peers in West and Sub-Saharan Africa. The disaggregated data from the CPIA score shows that the governance cluster deteriorated the most between 2015 and 2016 (see Figure 1).

This difficult context notwithstanding, Guinea-Bissau bounced back with robust growth at an average rate of 5% over the period, mainly thanks to bumper cashew yields and high export prices. Nonetheless, the country still faces significant challenges in managing public sector policies. Positive progress made in public finance management includes the establishment of the Treasury Committee and clearance of the wage bill and debts. If this progress is sustained over time, it may be considered that development planning and national ownership could be further strengthened during the second part of the CSP, and as a result, key governance features such as transparency and standardization of transactions could be improved. Moreover, there is hope for a return to normalcy following the appointment of a new consensus Prime Minister at the extraordinary summit of ECOWAS Heads of State in Lomé on 14 April 2018 and the holding of an extraordinary plenary session of Parliament on 19 April 2018.

Leadership in Development Assistance Coordination

The process of consultation and aid harmonization in Guinea-Bissau was launched in April 2006 within the framework of the "Paris Declaration." However, it came to a halt following the 2012 coup d'état, with the abandonment of TFP thematic groups. Since the return to constitutional order, little tangible progress has been made in reorganizing the consultation process between GoGB and TFPs. Rather, there are ad hoc and informal mechanisms. In particular, there are ad hoc consultation sessions for TFPs, mainly organized on the initiative of the IMF. However, such sessions primarily focus on information sharing to reduce duplication of efforts rather than on coordinated policy dialogue action. Consequently, the sessions are not a framework for coordinating the activities of various TFPs.

The failure to resume leadership in aid coordination stems from the deteriorating political situation, particularly since the end of 2015. The initial efforts made by GoGB to revive aid coordination after the elections were neutralized by political tensions and infighting within the leadership, including within the Government. Today, TFPs face a confusing situation in which each ministry tries to compartmentalize its relations with them bilaterally. Such inefficient coordination limits opportunities for harmonization and complementarity of operations, and could lead to duplication of assistance to the same structures.

Commitment to Results in Partnership with the Bank

GoGB has not developed effective monitoring systems for the projects it implements. While there is political will to support the Bank, the mission found little evidence of effective mutual accountability mechanisms, especially under government leadership.

Moreover, administrative burdens and the unstable political context have created a situation that is not conducive to effective accountability. The main consequence is a dilution of the responsibilities of GoGB stakeholders in relation to the dysfunctions noted in project implementation, thus leaving the initiative of management decision-making to the Bank.

However, an improvement was noted following the 2017 mid-term review, namely the establishment of a project coordination framework in early 2018. This is a weekly meeting chaired by the State Secretariat for Planning that brings together all Project Coordinators and the NPO team to ensure the monitoring and accelerate the implementation of Bank's portfolio of projects.

This initiative has the direct effect of improving regular project monitoring, facilitating the exchange of experiences between various PMUs, and accelerating the implementation of operations. The presence of the consultant and this consultation framework also led to the rapid resolution of potential managerial issues pertaining to protracted administrative procedures and bottlenecks in Guinea-Bissau without waiting for the intervention of the Project Manager based at COSN, in Dakar.

Strategic and operational lessons

Strategic Concern 1

SQ1: To what extent are the planning and execution of Bank activities in Guinea-Bissau consistent with its policies and resources, and with the international praxis of development management in transition countries?

Although Guinea-Bissau has not been in a state of armed conflict since 2000, it still has several features of a post-conflict country, namely: an urgent need for institutional reforms and strengthening of the State, demobilization of part of the army and rehabilitation of the country's infrastructure. The situation is compounded by weak institutions, elite-controlled rent seeking, widespread corruption, increase in illegal activities, tax evasion, perverse effects of aid, weakness of the private sector and civil society, etc.

1. **From the very outset, the Bank factored the country's fragility into the CSP design.** The strategic measures adopted during the formulation of CSP 2015-2019 to reflect the transition in Guinea-Bissau take into account the Bank's strategies and the relevant international resolutions, principles and agreements.

2. **However, in terms of implementation, the evaluation found very little evidence that fragility was effectively taken into account.** It is apparent that few concrete actions were implemented and that the resources deployed did not match the intentions laid out in the CSP. Operations do not systematically implement measures consistent with the OECD principles of intervention in fragile countries, the principles of the New Deal and the Bank's Strategy itself (e.g. state reconstruction, sustainable institutional development, decentralization, and basic services to the population).

   - As regards State reconstruction, there is little evidence at this stage that strengthening the rule of law through the Bank's projects will be effective. Ongoing actions focus more on ad hoc support (Court of Auditors and the Ministry of Justice), the provision of equipment (Ministry of Economy and Finance) as well as training and technical assistance (TA) in small numbers with limited mandates.

- A component of PARGEF complements UNDP action in the area of training and development of the justice sector. However, the evaluation concluded that the amounts committed remain low in relation to needs. Furthermore, at the time of the field mission, the agreement between the Bank and UNDP did not clearly identify the outcomes (impact) to be generated by the resources provided to the UNDP by PARGEF. Such a shortcoming weakens the potential effectiveness of this action.

- The structures set up to coordinate governance support efforts did not work. PARGEF's actions are slow to take off due to major operational constraints (recruitment of the project team, installation of the accounting software and procedures manual, etc.). Besides, the projects (e.g. PARGEF, PARCA) are not coordinated in a manner that produces a significant impact; no consultation and collaboration mechanism between the Project Coordinators was set up between 2015 and end-2017 to enable them to share their experiences and pool their resources. The issue of incentives (at national and GoGB level) for promoting transparency and accountability for effective governance must be raised and resolved.

- The approach to partnership with NGOs should also be improved so that the social partners can become valid interlocutors and play their role as agents of change. There is no conclusive evidence that the NGOs were specifically targeted to this end. PDCV-Riz mobilized the expertise of two national NGOs (ADPP and APRODEL) to implement certain specific activities such as training, structuring and guidance of farmers. The UNDP and other executing agencies have sometimes used civil society organizations for Bank-funded operations. However, these are not real partnerships that enhance the effectiveness and expertise of civil society. Furthermore, no project directly targets private sector development[18] and that sector is not a partner[19] in any project currently in the portfolio.

- Only projects in the energy sector (PASEB in particular) and in agriculture (PDCV-Riz), to a lesser extent, have the highest probability of achieving convincing results. To achieve success, PDCV-Riz must step up its efforts to compensate for the delays recorded at commencement and set up an effective mechanism to disseminate its results rapidly throughout the project area.

- As far as regional integration is concerned, the OMVG regional project has a definitive integrative character. It contributes to the integration of the energy infrastructure of Gambia River countries and to the strengthening of the sub-region's electricity self-sufficiency.

3. **Guinea-Bissau's complexity and fragility must be recognized and addressed systematically.** Designing projects with the belief that the Bank is operating in a normal situation is tantamount to planting the seeds of failure, delay or unsustainability of operations from the outset. At mid-term, the expected outcomes and impact in terms of strengthening the State and institutional development are almost non-existent.[20] These mixed results partly stem from the political deadlock since 2015, and the Bank's difficulties in finding appropriate solutions to ensure effective implementation.

4. **Increased flexibility and responsiveness are crucial to the achievement of results.** Bank internal processes and policies (procurement rules, contracts management, etc.) have not been systematically adapted to the country's capacity to use them, with the result that the outcomes of operations have been significantly limited. Supervision focused on procurement

processes and disbursements, not on the impact on beneficiaries. The lesson to be learned is that the Bank must adapt in order to give priority to the interests of its clients; otherwise it will continue to implement operations that have successful procurement programs but create little impact and have no sustainability. Furthermore, the Bank must ensure that response times to country requests are reduced, particularly at the project implementation stage.

5. **The capacity deficit directly stems from the country's fragility.** Addressing it requires an increased understanding of existing weaknesses, with a view to correcting the causes. Detailed analyses are essential to ensure that operations target the causes rather than the symptoms. Furthermore, capacity-building plans must integrate innovation and rigor (realism) into the planning, with much clearer and systematic flexibility than is allowed in stable countries. Capacity development should target weaknesses in: (i) resources; (ii) skills and knowledge; (iii) organizational structures; (iv) policy and authority; and (v) incentives.

Strategic Concern 2

SQ2: What are the main strategic and operational lessons that could enable the Bank to introduce stability and development in sectors that have the potential to drive change[21] in the country?

1. **Strategies should be adapted to take into account the specific context of fragility in each country.** Guinea-Bissau is a special case that requires an adaptive approach. The recurrent crises in the country have created a situation of perpetual recommencement in the implementation of operations. Accordingly, the Bank must adopt modest and more realistic targets.[22] This should take the form of a strategy that reflects the context with: (i) a greater understanding of the context; (ii) risk management through high-level analysis to support the program; and (iii) provision of sufficient resources, skills and experience over an extended period. Accordingly, the impact of the Bank's cooperation with the country would be much more significant if a program-based approach were adopted in Guinea-Bissau.

2. **A strategic customer-service approach has the potential of influencing structural improvements in the long term.** The Bank's assistance to Guinea-Bissau is useful and positively appreciated by GoGB, civil society and TFPs. The operations identified meet real major needs. Despite the limited resources, the Bank managed to position itself as a partner of choice for the public sector, through activities that are considered timely, and which can contribute to the development efforts of the country.

- **The Bank has a clear potential to influence the achievement of sustainable outcomes in the country.** This potential is widely discussed by the TFPs in the country and GoGB, who wish to see the Bank play a more assertive role, particularly in the sector coordination of TFPs. To play this role effectively in certain sectors, the Bank must ensure that assistance to Guinea-Bissau is tailored to the country's political, economic and administrative realities.

- **The most important factor that determines the success of reforms is the relationship of trust** that exists between the country and the Bank, a relationship that potentially allows the Bank to have a leverage effect and influence.

- The Bank's limited presence on the ground (2012-2017) negatively affected the performance of overall assistance to the country. Without commitment at the highest level with policymakers, accompanied by forward-looking knowledge management, the

relationship stagnated at the technical level of administrative operations to the detriment of the development strategy and priorities of policymakers.

- The quality of the relationship is predicated, not on the amount of the portfolio, but on the Bank's influence derived from its presence at a strategic level. Consequently, increasing the Bank's influence would require strengthening its physical presence in Guinea-Bissau and increasing the interaction of its senior management with national policymakers.

- **All expected outcomes must be managed to produce a lasting impact.** Overall, the evaluation revealed that the Bank contributed to the achievement of various results (e.g. technical assistance, budget support, reconstruction of the National School of Administration, provision of equipment to the national hospital, etc.). However, these results remain limited in scope, and the probability of their sustainability is low.

3. **Success is determined by project design that is supported by quality studies, more effective coordination and "partnership" agreements that are better defined with the country and other partners.** Furthermore, the implementation of rigorous monitoring systems at entry ensures more efficient execution. Project managers should be given the necessary resources (including time) to prepare better.

   - Project analysis shows that expected project "outcomes" are overly optimistic. Allocated resources are too limited to achieve these objectives or contribute to them significantly. In several cases, the projects do not target the fundamental reforms that require significant investments of time and technical capacity. The consensus that emerged from the interviews is that it would have been preferable to set more realistic outcomes and put in place a tracking system flexible enough to adjust the project if necessary, so as to generate the expected impact.

   - With regard to its assistance, the Bank is perceived as a supplier of (financial) inputs and not as an agent of reform or transition (knowledge/expertise). Changing the approach would also call for a paradigm shift in the CSP. In this regard, the Bank's investments must be accompanied by strategic agreements with the country, sealed by commitments that must be honored by both parties. For example, the Bank's capacity-building investments should be part of a sustainability agreement with GoGB that would involve at least the professionalization of the public service and the honoring of reform commitments. This entails applying the principle of mutual responsibility while playing a more efficient advisory role.

4. **The Bank's public sector investments (governance, transparency, financial management, etc.) are necessary but not sufficient to address the well-known State management issues.** The Bank's contribution to the achievement of expected outcomes will always be limited if there is no political commitment and active participation of the country in the reform process. Without stabilizing the administration and strengthening good governance, the country will not be able to lay a strong economic foundation and adequately fund itself with its tax revenue. Accordingly, to be successful, the concentration of investment on the public sector must help develop a clear link with growth drivers and changes (impact) that have the potential to stabilize the economy (diversification, investment in growth sectors, strengthening the private sector base, improving the business environment) and mitigate the factors of fragility.

5. **The quality of policy dialogue, continuous presence on the ground and the application of a model that encourages emulation would further motivate GoGB (and identified champions) to support reforms and implement the recommendations.** A good number of the numerous weaknesses that led to poor performance can be ascribed to the Guinea-Bissau counterpart. Although there is no magic solution to this situation, performance could be gradually improved at the national level if there is more dynamic, constant and reliable interaction with the Bank that is accompanied by greater accountability.

6. **The effectiveness of Project Management Units (PMUs) is crucial to the results and must become the focus of supervision.** Project coordination must be improved in Guinea-Bissau. Project teams function as an administrative rather than a content management mechanism. They focus on the delivery of outputs to the detriment of strategic management that ensures that the project remains relevant and useful throughout its cycle. Responsibility for this shift in focus on outcomes rather than only on outputs must be shared among the Project Manager at the Bank, the Project Management Unit (PMU) and the executing agency.



Conclusions and Recommendations

The Bank's operations in Guinea-Bissau are aligned with national needs and AfDB policies and strategies. However, these operations are plagued by weaknesses inherent in their design and the quality of their preparation. Adequate consideration is not given to the country's fragility. A more country-specific intervention strategy would have better helped to facilitate risk management while providing a better framework for the management of outcomes. A concentration of projects in key sectors, accompanied by much higher level of supervision and support, would certainly have contributed to greater effectiveness and sustainability, especially if the operations were better geared toward developing and sustaining the country's capabilities, which has not often been the case.

The first part of the CSP should have focused on a limited number of sectors in order to tackle the fundamental constraints. It did not adopt a program-based approach towards addressing the complexities associated with the problems facing the sectors of intervention. There is room for substantial improvement in the implementation of Bank policies on crosscutting issues, including gender and youth.

At mid-term, the effectiveness and efficiency of implementation in the first part of the CSP is unsatisfactory due to limited achievement of expected outputs and outcomes. This situation stems from a combination of inefficiencies in the Bank's processes and recurring political crises in the country. However, the recent consolidation of the Bank's presence has helped to improve internal coordination, relations with GoGB and networking with other TFPs. The measures envisaged for the second part of the CSP suggest the possibility of achieving some of the expected outcomes, particularly in PASEB and PDCV-Riz operations.

As regards the sustainability of actions implemented, the lack of specific plans when designing Bank operations and the paucity of State budget resources to conduct post-project monitoring are the major risk factors affecting project sustainability. Lastly, although the Bank took gender and crosscutting aspects into account, it failed to manage them as strategic aspects needed to achieve expected outcomes, thereby reducing the likelihood of maximizing development results.

As the Bank has no managers with delegated authority in the country and in view of the managerial difficulties encountered in its operations, it has not been able to position itself in Guinea-Bissau as a privileged partner of GoGB or TFPs. Nevertheless, it is perceived as being able to considerably influence reforms and make a significant contribution to initiatives that can improve the country's situation. The pillars of the CSP are consistent with the expressed priorities of the country and are strategic and relevant. However, the composition of these pillars shows a lack of "specific strategies" to clarify how the pillars will contribute to the achievement of national development goals.

In the future, the Bank would benefit from positioning itself better in order to contribute more efficiently to sector development through a program-based approach, and to maximize outcomes by strengthening synergies between the various projects. Furthermore, the accountability of the Bank's Program in Guinea-Bissau is not guaranteed. The Bank is able to report on the use of resources allocated to ensure the delivery of outputs, but cannot show any results in terms of development outcomes because evidence of change (impacts) has not been sufficiently monitored and documented.

Some specific operations are still able to help the country generate significant impacts; these are PCDV-Riz (nutritional security), PARCA (public and private sector capacity), PARGEF (public administration management capacity) and PASEB (private sector and individual consumers).

In light of the foregoing, the following recommendations are made:

R 1. Adapt the Bank's assistance to the particular context of Guinea-Bissau.

This recommendation implies several possible options for improvement:

- Increase the resources and attention devoted to Guinea-Bissau: The traditional resource envelope granted to this fragile country is limited relative to the magnitude of the impact it needs and the leeway available to the Bank and GoGB. Consequently, there is need to step up innovative resource mobilization or co-financing efforts;
- Enrich the high-level dialogue initiated with the country by developing a proactive and continuous policy dialogue program;
- Improve the quality of supervision of operations by conducting more frequent supervision missions with reinforced teams and implement more detailed indicators for real-time monitoring;
- Devote sufficient time and competent expertise to operations monitoring in order to meet the country's strategic and operational knowledge needs;
- Decentralize project decision-making as much as possible, including decisions on the procurement system;
- Adapt the Bank's processes to country needs by reducing its requirements to a minimum acceptable to the Bank and by pooling and sharing project resources, including human resources and systems, to the extent possible.

R 2. Show proof of innovation in the next CSP by adopting a program-based approach.

The Bank should opt for a program-based approach to its future CSPs for Guinea-Bissau. This approach, which requires a much longer planning horizon, would reduce the risk of non-sustainability while facilitating the implementation of a comprehensive set of elements for achieving strategic goals (effects), and not merely partial adjustments in response to emergency situations as in the past.

Besides, given the Bank's limited financial and human resources for the country, it would be advisable to be more selective by focusing on no more than two sectors that would be defined with larger-scale operations (funding and scope), and to limit operations with a view to ensuring the sustainability of actions implemented. It is also recommended that the next CSP should define achievement scenarios (low, medium, high) for the indicative program with a more robust risk analysis and adequate mitigation measures. Such planning should make it possible to develop an operation that can be quickly adapted to contextual changes.

R 3. Improve the quality of the portfolio in Guinea-Bissau.

This entails: (i) enhancing the quality of operations at entry by instituting a realistic results framework (ii) implement systematic risk analysis and management for the portfolio in general, and projects in particular; and (iii) defining plans to ensure the sustainability of existing projects, (iv) promoting local synergies and (v) enhancing project monitoring.

R 4. Develop a results based-approach for capacity development in the country.

Considering that the Bank's efforts to build the capacity of organizations have not yielded sustainable

results, the Bank should adopt a different approach that is more adapted to the country's organizational context and to the realities imposed by its fragility. One possible option could be to: (i) prepare a concept note that proposes an approach based on the "competence"[23] of institutions to produce the expected national outcomes (e.g. provide basic services, efficiently manage State resources, etc.); and (ii) concentrate efforts on substantive capacity building (including sector analysis, planning, organizational design, control systems, project management, etc.) that would facilitate the efficient achievement of the expected outputs and outcomes of the Bank's program.

R 5. Increase Bank's presence in the country.

This entails taking measures to:

- Increase the availability and skills of human resources, mainly through an appropriate incentive system; only the best performing resources should be assigned to Bank programs in fragile countries.
- Create a permanent coordination function within the CPO consisting of a local program coordinator (equivalent to a Country Program Officer) who supports the existing Country Economist. The role of this function will be to:
- Coordinate Bank efforts between its own operations and closely monitor the implementation of decisions taken;
- Ensure the management of the quality of the first level of projects in liaison with Project Managers (PMs);
- Analyze the evolution/progress of the political and economic situation, and contribute to preparation of the political dialogue and coordination with GoGB and TFPs.
- The experts to be deployed in the country should be fully conversant with Bank policies and procedure, have experience with and excellent knowledge of GoGB procedures and policies, and be proficient in Portuguese. It is also important to ensure that PMs collaborate with this new function in terms of information flow and decision-making.
- Adopt a light and informal local coordination system with the TFPs by setting up thematic groups for which the Bank would be able to provide leadership, and share as much as possible the available information and analyses;
- Have a proactive risk management and influence system (business surveillance) that would provide the Bank's management with the necessary information for high-level dialogue.

R 6. For PDCV-Riz

- Improve project supervision and monitoring by sending out more missions with reinforced teams (various experts).
- Choose operators based on objective criteria; allocate sufficient resources for the implementation of activities; define the activities to be executed and the expected outcomes; and set up a monitoring/evaluation system for the activities entrusted to partners;
- Include community leaders in raising awareness on gender equity and equality in agricultural development.

R 7. For PARCA

- Urgently define a sustainability plan for project achievements since the project is scheduled to close in December 2018. Specifically, the Bank should support the preparation of a development plan for the ENA and a business plan having as one of its sub-goals the definition of an economic

model that guarantees financial sustainability. The ENA, which was supposed to serve essentially as a post-secondary training center for public administration programs, should broaden its horizons and become a center of excellence for public and private sector capacity building.

- The Bank should immediately initiate a feasibility study on the development of distance-learning facilities at the ENA; such a study should assess assistance needs, the cost of the technical options and the resources to be deployed.

R 8. For PARGEF

- Conduct self-analysis to determine the precise capacity-building outcomes that will be targeted in the short and medium term. If the project is unable to clarify the changes it intends to make in terms of precise and sustainable contributions, it would be advisable to consider its suspension or restructuring.

- Undertake a study on capacity building and skills development through a tripartite approach (State, private sector and TFPs).

R 9. Gender Mainstreaming

- Mainstreaming gender in projects design should go beyond quotas for participation of women to integrating approaches and actions that directly target inequalities between men and women. These actions should contribute to reducing socio-economic and cultural barriers to the empowerment of women and young girls. Specific intervention areas should be identified and assessed with beneficiaries, as well as project partners, teams and relevant stakeholders. Key areas worth specific attention are: access to land and production factors.

R 10. For the Government of Guinea-Bissau

- Reinforce the coordination of Bank projects with adequate human and financial resources for design, monitoring and evaluation.

- Ensure a more coherent integration of gender, the environment, sustainability and inclusion in future operations.

- Revive the coordination and thematic dialogue frameworks in accordance with the principles of the Paris Declaration, the New Deal for engagement in fragile states, and the Bank's Ten-year Strategy and High 5 priorities.

- Accelerate the fulfillment of project effectiveness conditions.

- Continue with cash-flow consolidation and the streamlining of public finance management.

- Ensure the timely release of national counterpart funds needed for project implementation.

- Consider the need to ensure project sustainability through adequate allocation of operating resources to government agencies that have benefited from Bank projects.

Annexes

Annex 1: Consideration of Fragility Factors in the Country

Over the past 15 years or so, the Bank's commitments in transition countries have steadily increased relative to commitments to other countries. To ensure that this commitment is properly framed, the High-Level Panel on Fragile States was established in 2013 to guide the Bank on the best strategy to adopt and make recommendations on transition countries. In keeping with the recommendations of this panel, the Bank adopted a new strategy in 2014, namely "Addressing Fragility and Building Resilience in Africa 2014-2018", which requires that the fragility analysis of each country be constantly updated, among others. This approach is based on the 2014 "New Deal for Engagement in Fragile States" that proposes a strategic basis founded on partnership: "without donor mastery of the local situation and its political and economic contexts, transition states will achieve only a short-term impact and not medium and long-term effects based on sustainable, integrated and sustainable capacity and systems". The Bank and almost all other TFPs are signatories and must respect the five goals of the New Deal.

In recent years, Guinea-Bissau has been plagued by a series of political crises. The latest, which arose from the 2012 coup d'état, plunged the country into a long period of political and institutional instability from which it is still struggling to recover. Most donors, including the Bank, suspended their activities after the coup and only resumed their collaboration after the 2014 elections. In this regard, the Bank prepared a Fragility Analysis Paper in 2014 in collaboration with UN Women that was used to formulate Guinea-Bissau's current CSP (2015-2019). Update of this country fragility analysis is underway.

The main causes of the country's fragility have existed since pre-colonial times and have lasted to this date, namely: (i) institutional imbalance and the role of the army; (ii) rent-seeking and drug trafficking; (iii) the state of the economy; and (iv) regional drivers.

The Bank's strategy and operations were informed by the principles of aid effectiveness in transition countries, but most of its efforts in Guinea-Bissau were undermined by major constraints stemming from the country's political fragility and lack of managerial capacity. Taking these points into account, the evaluation team observed that the Bank apparently treated Guinea-Bissau as if it were not in a state of extreme fragility especially in the implementation of its operations (with a few exceptions). Particular attention should be paid to the following Bank operations, which have fully integrated the fragility factor and do have the potential to reduce it:

1. The Emergency Budget Support operation (PUAREF) was a wise choice and relevant to macro-economic support at the time. However, the effects of engaged "reforms" resulting from this operation remain unmeasured or unknown. The Bank did not seize the opportunity to negotiate sustainable policy changes.

2. Although the PARCA Project executed several activities and yielded positive outcomes, especially in capacity building for state employees, it has not yet produced any significant impact in terms of its targets. However, this project could have a significant impact on capacity development in the private and public sectors, depending on Bank support in 2018.

3. The agricultural sector operation (PDCV-Riz Project) is consistent with the Bank's long-term strategy (LTS 2013-2022) which concerns fragile states and one of the peacebuilding and state-building objectives

of the New Deal, namely "Economic Foundations - Creating Jobs and Improving Livelihoods". It is also aligned on Pillar II ("Economic Empowerment") of the Bank's Gender Strategy (2014-2018). Lastly, it is consistent with the Bank's 2014-2019 Strategy to Address Fragility and Build Resilience, which states "women's political, economic and legal empowerment is a principle that will guide interventions in situations of fragility". The Rice Project has the potential to improve food security and further address the nutritional needs of beneficiary communities in both target regions. The Bank has developed a project consistent with its long-term strategy for fragile states. The gender profile, prepared in 2014 with UN Women support, was used as the basis for designing this project, as recommended in the CSP. Several project activities will contribute directly to reducing fragility through women's empowerment and sustainable youth employment in the two project areas.

4. In the energy sector, the Bank has been effective in resuming activities with Guinea-Bissau by starting discussions with the country's public authorities in early 2014. This made it possible to adopt an integrated approach based on the interventions of the other TFPs (World Bank support to the EAGB, financing of the 15 MW power plant by BOAD) to create complementarity between operations that can resolve sector challenges in the medium term. The consideration of fragility aspects in the design of PASEB was based on the study on fragility in Guinea-Bissau (2014), which considers that *"the weaknesses of the State are exacerbated by lack of infrastructure [and that] Equitable access to basic services such as electricity is one way of increasing the legitimacy of government, building trust between the State and its citizens, and increasing the inclusiveness of growth"*.

It should be noted that while the Bank has factored the country's fragility into its approach, it has not adapted its procedures and rules to the constraints of the political crisis environment in Guinea-Bissau as well as to its multiple fragility factors, including weak human and institutional capacity.

Bank policy and Guinea-Bissau's priorities converge on the urgent need to build national capacity to reduce fragility, improve national stability, as well as managing State affairs, including ensuring the provision of basic services. All Bank operations have (at least) one capacity development component. However, there is no thorough analysis to determine the capacity needed/required, and its relevance. The stakeholders interviewed during the data-collection mission all acknowledged the relevance of Bank's actions in the country, but the implementation rates are still low. As a matter of fact, Bank's activities did not clearly specify the capacity needs of recipient organizations and individuals or those of the business ecosystem where capacity is concerned.

Finally, one of the factors of "fragility" is the country's inability to set up networks that channel "expertise". The relevant literature indicates that donors need to develop close working and consultative relationships with other stakeholders, including the government. But this was not always the case during project supervision, according to a review of the available documents by the evaluation team.

Annex 2: Consideration of Capacity Development by the Bank

All the capacity-building institutions in Guinea-Bissau, including managerial training bodies and establishments as well as capacity-building programs generate a volume of activity that falls far short of the country's real capacity needs. Several reasons account for this state of affairs, including the following: (i) the staff assigned have not been effective; (ii) the gap between needs (expected outcomes) and actual training provided is too wide; or (iii) the capacity building offered provides only partial solutions. Furthermore, capacity-building efforts were excluded from the power circles in the country, and policy management assistance has not been integrated into decision-making networks. As a result, what remains in the country in terms of capacity development is operational rather than strategic in nature.

The CSP for Guinea-Bissau and its attendant operations are informed by Bank policies and procedures on capacity building in transition countries. Such policies include the need to stabilize or increase the quantity and quality of public services, but fail to undertake a thorough analysis of existing gaps, which is needed to adapt traditional capacity development concepts to the reality on the ground. According to stakeholders, they do not provide clear directions on how to sustain capacity development or how to analyses the elements that should be supported to address the issue. Moreover, the Bank's policies do not distinguish between capacity building and skills development. The former relates to the potential for part of a productive system to act at predefined levels of performance (e.g. a prosecutor who fully knows how to classify exhibits and testimonies in order to preserve the chain of evidence); while the latter refers to the characteristic of an entire production chain (goods, services, etc.) that can produce results at a desired level of performance.

The Bank's capacity-building actions as designed within its operations in Guinea-Bissau are deemed too generic. It would have been preferable to establish a specific capacity-building profile for Guinea-Bissau and then ensure that a feasibility and design study will be conducted specific to the context in which the operation is to be executed. The CSP and planning documents address institutional capacity building, but do not refer to targets in terms of performance standards or outcomes. However, these are open to interpretation and are far too abstract. For example, the CSP, the PARGEF appraisal report and the Bank's development policies all refer to governance, but fail to indicate the nature or quantities of intended or desired outcomes in specific and objectively measurable terms.

Risk analyses on achievement of the effects of capacity-building activities, as presented in the documents, are superficial and do not suggest any measures for mitigating these risks. The risk elements for capacity building are considered reductionist and not reflective of the complex context and attendant challenges in the country. Bank documentation employs very generic terms, giving no indication of the performance level required for stakeholders in capacity development.

As part of the strategy to ensure the successful implementation of operations, a capacity-building component is usually included in project design. Generally, analyses are conducted with the assumption that local partners do not have the capacity to implement the project or ensure its sustainability. However, projects never begin with a validation period to properly identify skill gaps. Actually, even if it is established that local stakeholders do not have project management capacity, inclusion of a capacity-building component is ensured with project approval.

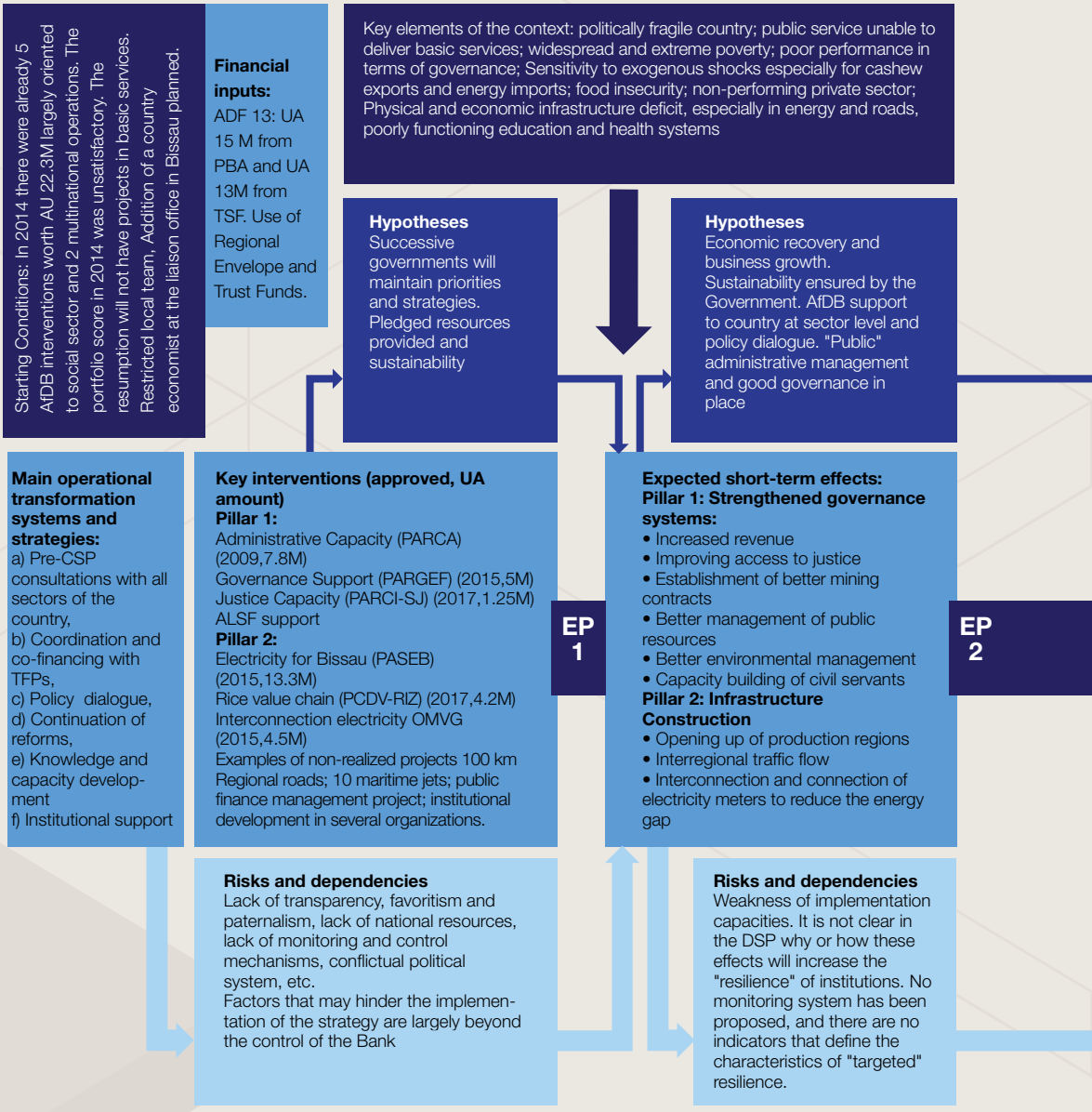
The Bank's capacity development projects in Guinea-Bissau are too small (in terms of scope/content/intended impact and budget) to contribute significantly to the resolution of specifically-targeted national problems. Even if the operations budget is sufficient to achieve outputs, the scope of the intervention is always limited such that they cannot provide a sustainable solution to the capacity problem, especially without significant sector reform, which GoGB has not yet envisaged. For example, health and education sector problems are still as daunting as before and the ENA (PARCA) can only be a small part of the solution to the public service capacity problem. Similarly, PARGEF will not be able to resolve the problems identified in the appraisal report approved by the Bank's Board of Directors.

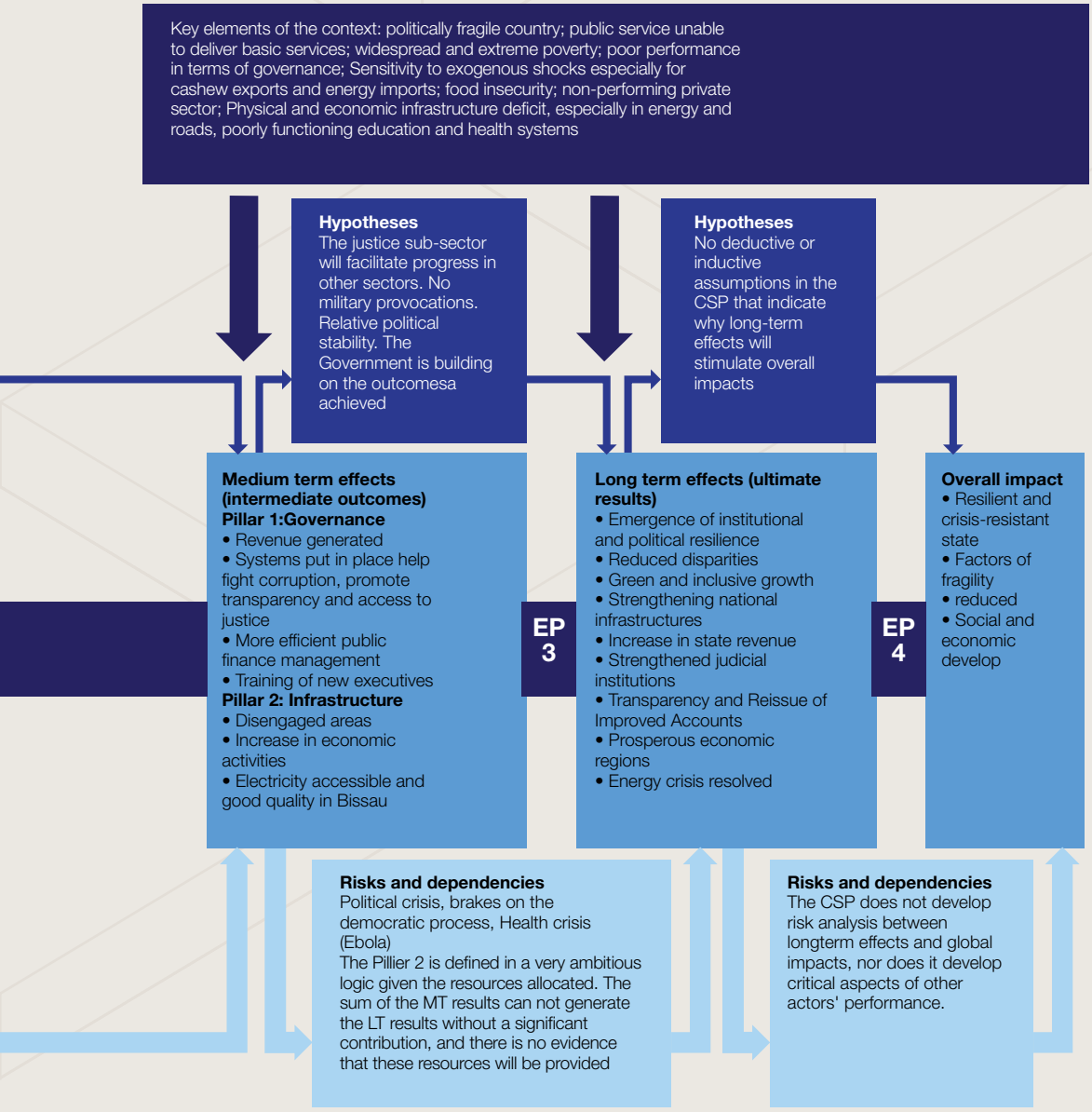
The Bank has often operated within the context of a national capacity development effort that involves several partners. For example, the PARCA Project (EU, Portuguese Cooperation, and other donors in public service capacity building); the health sector (the working group with bilateral donors and WHO); the PARGEF Project (WB, IMF, others); and the education sector (with donors and Education for All) illustrate the extent to which several efforts (investments) are being made to develop capacity in key sectors. What this evaluation could not identify was the managerial strategy through which these individual efforts will be harnessed to generate competencies at all levels.

Interviews with various stakeholders and the analysis of documents showed that the Bank's actions fell under the provision of the goods and services needed for a given operation. The nature of these procurements is relevant under the project. Nevertheless, further study/analysis should have been conducted to determine how the project could have been perceived as a real response to capacity needs.

Annex 3: Theory of Change of the Bank's Strategy in Guinea-Bissau (2015-2019)

This Theory of Change was reconstructed by the evaluation team using the CSP and project documents. It also contains the comments of the team.





* EP = The management, monitoring and evaluation processes that will allow results from one level to become results at a higher level. Not specified in the DSP.
* Risks and dependencies analyze the different factors influencing the results chain.

Annex 4: Evaluation Matrix

Assessment criteria	Program indicators	Examples of indicators used in sector analysis
EQ 1: Were the assumptions that guided the design of the strategy and/or operations fair and do they remain relevant at mid-term?		
AC 1.1 The strategy and program of operations (including the pipeline of projects) address the strategic needs of Guinea-Bissau (given the context in 2014 and its evolution)	1.1.1 The response to the country's energy and transport problems is developed in CSP 2015-2019 1.1.2 Indications of urgent needs for technical and financial assistance in the energy and transport sectors are included in the Guinea-Bissau energy context 1.1.3 Complementarity of Bank initiatives with the operations of other partners in the energy and transport sectors	*Governance and Social* S 1.1.1 Design of operations consistent with "fragility" principles *Agriculture* A1.1.1 Degree of alignment of PDCV-Riz with DNARP II, PSO 2015-2020 "Terra Ranka", LPDA, NIPA; the Country Resilience Priorities Paper (PRP); PNSA 2015; the National Strategy to Promote Self-sufficiency in Rice (SNR); the National Seed Policy (PNS); the Nutrition Strategic Plan for 2015-2019, the Water Access, Hygiene and Sanitation Strategy. A 1.1.2 Consistency of the PDCV-Riz with agricultural sector needs identified by the AfDB and the government A 1.1.3 Degree of coherence and complementarity of PDCV-Riz with the projects and actions of other TFPs that are ongoing or being prepared in the agricultural sector *Energy* ET 1.1.1 The energy context in Guinea-Bissau in 2017 highlights an urgent need for technical and financial assistance in the energy and transport sectors *Crosscutting Issues* C 1.1.2 Percentage/number of beneficiaries by gender in AfDB programs
AC.1.2: The strategy and the program (including the pipeline of projects) comply with the Bank's intervention principles in transition countries	1.2.1 Bank policies and principles reflected in actions as a whole; i.e. the degree of consistency between the CSP of AfDB and its strategy "Addressing Fragility and Building Resilience in Africa" (2014) 1.2.2 Alignment of the strategy and program to the principles of aid effectiveness in transition countries. 1.2.3 Validity of the assumptions used by the Bank in 2014 1.2.4 Written evidence of adaptation of the program to contextual changes 1.2.5 Explicit references to New Deal commitments in the strategy paper (CSP) and at the policy dialogue level 1.2.6 Level of stakeholder appreciation of the Bank's consideration of fragility factors	*Agriculture* A 1.2.1 Alignment with the principles of the Bank's Strategy for Agricultural Transformation in Africa, including: integration of principles and of the New Deal (consideration of peace building and State-building goals; support of appropriate approaches led by the countries to emerge from fragility; strengthening of mutual trust to achieve anticipated results) *Crosscutting Issues* C 1.2.1 Gender-disaggregated percentage of AfDB staff in decision-making positions

Assessment criteria	Program indicators	Examples of indicators used in sector analysis
AC 1.3: The Bank has demonstrated flexibility and adaptability in the design of the strategy	1.3.1 Examples of responsiveness to a post-conflict situation 1.3.2 Examples of actions taken by the Bank to fill the capacity gaps identified 1.3.3 Existence of strategies or documents indicating the measures taken 1.3.4 Perception of stakeholders who participated in CSP formulation	*Governance and Social* G 1.3.1 Identified capacity gaps in the sector (interventions) G1.3.2 Plan to fill capacity gaps *Agriculture* A 1.3.1 Concrete examples of the factoring of past lessons and already-experienced weaknesses into PDCV-Riz design A.1.3.2 Concrete examples of preliminary operations and measures taken by the Bank to facilitate the successful start-up of the project A 1.3.3 Quality of the relationship and collaboration with national rural development structures A 1.3.4 Bank pro-activeness and support to facilitate sector coordination by the Government *Energy* ET 1.3.1 Mitigation measures for energy sector risks ET 1.3.2 "Institutional Support" component in the energy program ET 1.3.3 PASEB appraisal report available
AC 1.4: The Bank has demonstrated selectiveness in operations implemented.	1.4.1 Planning documents show how the choices were made (selectiveness and scenarios) 1.4.2 Examples of options considered / existence of prioritization 1.4.3 Ex ante analysis of themes or sectors to be promoted 1.4.4 Degree of portfolio concentration	*Agriculture* A 1.4.1 Capitalization of lessons learned from past operations A 1.4.2 Existence and relevance of inclusive agricultural sector diagnostic studies in Guinea-Bissau and the regions concerned *Energy* ET 1.4.1 Monitoring of the recommendations of the pre-strategic studies on the energy and transport sectors ET 1.4.2 Alignment of selected actions with the results of studies conducted ET 1.4.3 Level of involvement of Guinea-Bissau stakeholders (EAGP, ministries, etc.) in the selection of retained energy projects
AC 1.5: The selected sectors and the operations planned for the second half of the strategy are relevant, from the standpoint of country context and the proposed development strategy.	1.5.1 Feasibility studies in selected sectors and operations analyze the country's contexts 1.5.2 The components and objectives of operations planned reflect the variables stemming from the various contexts 1.5.3 Alignment of operations with current sector contexts 1.5.4 Alignment of AfDB strategies with the current country priorities (officially presented by GoGB) 1.5.5 Statements of expected impacts of the projects on country needs	*Agriculture* A 1.5.1 Merits of project components and activities in the current context *Energy* ET 1.5.1 Electricity access rate in the project area/2018 target rate ET 1.5.2 Number of new clients connected to the grid between 2014 and 2017 ET 1.5.3 Number of women's groups that benefit from cold storage rooms

Assessment criteria	Program indicators	Examples of indicators used in sector analysis
C1.6: The design/planning of Bank operations ensure that the results obtained will contribute significantly to the resolution of the problems targeted.	1.6.1 Theory of Change developed (or equivalent) 1.6.2 Feasibility studies in place 1.6.3 Statement of the manner in which the operations and the program comply with the renewed strategies of the Bank 1.6.4 Level of Bank contribution to solve the problems as a whole	*Governance and social* S 1.6.1 Level of ex-ante analysis of and lessons from the social sector for development of the current CSP S 1.6.2 The results of operations (including PARCA) are sufficient to solve the problems *Agriculture* A 1.6.1 Coherence of the results chain A 1.6.2 Realism of the indicators and targets A 1.6.3 Capacity/aptitude of planned activities to achieve the expected outcomes *Energy* ET 1.6.1 Volume of AfDB loans and grants in PASEB and OMVG-Energy projects relative to the contribution of other partners ET 1.6.2 The various local stakeholders (GVT, associations, population) involved in the design phase of energy and transport projects are retained
EQ 2: To what extent has the AfDB executed the indicative program retained?		
AC 2.1: Bank commitment contributes to the elimination of structural bottlenecks and the strengthening of Guinea-Bissau's resilience	2.1.1 Adequate planned/effective structure and organizational architecture relative to the desired results 2.1.2 Adequate leadership/ delegation of authority and powers relative to the desired results 2.1.3 Deliberate consideration of the Bank's presence and image 2.1.4 Adequate hierarchy of decision-making relative to the desired results 2.1.5 Role and time allocation of task managers to Guinea-Bissau's problems are adequate 2.1.6 Evidence of Bank adaptation (protocols, processes, approval levels, systems, etc.) to the realities of operations	*Agriculture* A 2.1.1 Progress/performance of initial activities (effectiveness and fulfilment of conditions precedent to first disbursement; publication of the general procurement notice, etc.)
AC 2.2: The mid-term goals (lending and non-lending programs) are achieved and the factors that account for this performance are identified.	2.2.1 Documents for the approval of operations (expected results) are clear with respect to expectations 2.2.2 Progress reports indicating the percentage of outputs that have achieved or are likely to achieve their targets 2.2.3 Results frameworks and implementation arrangements adapted to the contexts of transition (fragile) countries 2.2.4 Attainment rate for the direct and intermediate effects listed in the retrospective logical framework of operations	*Agriculture* A 2.2.1 Progress/performance of start-up activities in the 2 operational components of the project *Energy* ET 2.2.1 Reasons for the low disbursement rate in PASEB and OMVG-ÉNERGIE projects identified and actions taken ET 2.2.2 Construction of the Farim - Tanaff and Boké - Québo roads has started ET 2.2.3 Construction works on the 225 kV interconnection link completed in 2017 ET 2.2.4 Rehabilitation and extension works execution rate on the distribution network ET 2.2.5 Quarterly reports of the PASEB PMU and the reports of the PASEB implementation monitoring missions are available

Assessment criteria	Program indicators	Examples of indicators used in sector analysis
AC 2.3: The Bank has been a stable and accessible leader in the coordination of efforts with other partners	2.3.1 Examples of shared understanding on what the Bank can do in the current context to achieve set targets and ensure optimum performance 2.3.2 Number of missions in Guinea-Bissau 2.3.3 Active role in the coordination of donor efforts (overall and by sector, level of dialogue and level of initiative and responsibility) 2.3.4 Leadership in the mobilization of funding	*Agriculture* A 2.3.1 Examples of collaboration initiated or carried out by the Bank with other TFPs A 2.3.2 Role of the Bank in coordinating TFP efforts in the agricultural sector *Energy* ET 2.3.1 Integrated regional approach adopted for the OMVG project
AC 2.4: The Bank provided added value by seizing existing opportunities to fill gaps in the operations of the other partners and thus contributed to the achievement of results	2.4.1 Examples of collaboration with partners 2.4.2 Support in the implementation of field activities 2.4.3 Funding of activities planned by other partners 2.4.4 Monitoring of the positive practices of other donors and adaptation in its Guinea-Bissau program	*Agriculture* A 2.4.1 Collaborations for the technical support of certain project activities A 2.4.2 Collaborations with other TFPs to fund related activities that have value-added for the project *Energy* ET 2.4.1 Bank's role clarified in technical assistance to the OMVG-Énergie Management Unit ET 2.4.2 Support to the country in the search for funding still needed to rehabilitate the Bissau City distribution network ET 2.4.3 Possible supplementary funding of PASEB with ADF 14 resources if the EIB withdraws from the "Infrastructure" component

Assessment criteria	Program indicators	Examples of indicators used in sector analysis
EQ3: How is the AfDB organized to ensure that planning and implementation of the program in Guinea-Bissau help to mitigate the main effects of the factors causing fragility in the country?		
AC 3.1: The Bank was effective in resuming activities with Guinea-Bissau	3.1.1 Delays in disbursement relative to the time frame 3.1.2 Delay in the commencement of emergency assistance 3.1.3 Examples of government support in resolving difficulties related to the restart of activities 3.1.4 Responsiveness in government feedback 3.1.5 Perception of stakeholders 3.1.6 The cost of preparation of CSP operations, relative to the case where projects have a greater scope 3.1.7 Active supervision of content and processes 3.1.8 The procurement process reflects the accountability needs of the AfDB and the country's needs/capacity	*Governance and social* G 3.2.1 Probability of achievement of results *Agriculture* A 3.1.1 Period for design of PDCV-Riz A 3.1.2 Support the government in resolving difficulties related to the restart of activities A 3.1.3 Responsiveness in government feedback (MADR) *Energy* ET 3.1.1 Examples of the Bank's rapid and flexible responsiveness to GoGB requests on the energy sector, particularly concerning the formal approval notice
AC 3.2: The measures and means mobilized are adequate and appropriate to achieve the expected results	3.2.1 Contracts and agreements cover all needs and are sufficient 3.2.2 Resources are mobilized within the anticipated time frame 3.2.3 Agreement of the beneficiaries that the objectives will be achieved within the time and with the amounts allocated 3.2.4 Results sufficient to resolve a significant portion of the problems	*Governance and social* S 3.2.1 Final Results of the PARCA Project in line with needs and resources *Agriculture* A 3.2.1 Contracts and agreements cover all needs and are sufficient A 3.2.2 Resources can be mobilized within the anticipated timeframe *Energy* 3.2.1 Viewpoint of Guinea-Bissau stakeholders on the possibility of achieving the components of PASEB and OMVG-Énergie within the stipulated timeframe ET 3.2.2 Measures taken by the Bank to accelerate the disbursement process for PASEB and OMVG-Énergie ET 3.2.3 Resources allocated to PASEB and OMVG-Énergie received in the stipulated amounts and within the prescribed time limits
AC 3.3: The Bank has maintained a high-level policy dialogue that has enabled it to become/ remain a privileged partner of GoGB	3.3.1 Existence of policy plans and strategies 3.3.2 Dialogue objectives are clear and precise 3.3.3 Guinea-Bissau resorts to Bank services as a way of benefiting from its comparative advantages 3.3.4 Perception by other donors and partners of a specific role for the Bank in the country's development	*Agriculture* A 3.3.1 Quality of the relationship and of the collaboration with national rural development structures *Energy* ET 3.3.1 Content and processes pertaining to the energy and transport sectors discussed during various dialogue missions conducted by the Bank ET 3.3.2 Monitoring of the conclusions and recommendations of the dialogue mission on the transport sector, conducted by the Bank from 29 March to 1 April 2016

Assessment criteria	Program indicators	Examples of indicators used in sector analysis
EQ 4: Do the CSP and projects implemented adequately incorporate the issue of sustainability, given the fragile nature of the country?		
AC 4.1: The CSP and the operations integrate the Bank's policies and procedures when dealing with sustainability in transition countries	4.1.1 Objectives, plans and targets for sustainability in the CSP 4.1.2 Objectives, plans and targets for sustainability in the operations 4.1.3 Mechanism for monitoring sustainability for each operation and in the CSP 4.1.4 Monitoring process for non-lending products	*Governance and social* S 4.1.1 Results are consistent with sustainability plans *Agriculture* A 4.1.1 Existence of a sustainability monitoring mechanism for PDCV *Energy* ET 4.1.1 Governance improvement plan for the energy and transport sectors ET 4.1.2 Institutional and human capacity-building plan for operations in the energy and transport sectors
AC 4.2: The potential effects of programs and operations relating to crosscutting issues are likely to be sustained after Bank operations are completed	4.2.1 Monitoring systems for crosscutting effects in the CSP 4.2.2 Monitoring systems for crosscutting effects in each operation 4.2.3 Plans and contracts contain components likely to ensure sustainability for the various components and crosscutting issues	*Agriculture* A 4.2.1 Consideration of climate change (inclusion of activities aimed at building the resilience of communities/farmers to climate change) A 4.2.2 Existence of mechanisms for monitoring the effects relating to crosscutting aspects of PDCV Rice (e.g. environmental and social safeguard, employment for the youth and women, etc.)
AC 4.3: The potential effects of operations under the various pillars are likely to be sustained after Bank operations are completed	4.3.1 Operations under one pillar support each other in order to ensure the sustainability of investments at the "macro" level; i.e. at the program level 4.3.2 The agencies that initiate operations have taken actions to ensure sustainability.	*Agriculture* A 4.3.1 Existence of mechanisms to reproduce and facilitate the dissemination of project achievements on a larger scale *Energy* ET 4.3.1 New electricity law adopted by GoGB ET 4.3.2 The statutes of EAGP made compliant with OHADA standards ET 4.3.3 EAGB Board of Directors established ET 4.3.4 Existence status of the resettlement plan for the OMVG Energy Project

Assessment criteria	Program indicators	Examples of indicators used in sector analysis
EQ 5: To what extent did AfDB actions contribute to skills development in the country?		
AC 5.1: The CSP and the operations integrate the Bank's policies and procedures when dealing with skills development in transition countries	5.1.1 AfDB policies and procedures are clear on capacity building in transition countries 5.1.2 The CSP and planning documents specify the desired capacity building objectives in the CSP and the pillars. 5.1.3 Alignment between the CSP and approval documents, and AfDB policies and procedures	*Governance and social* S 5.1.1 Design of operations pertaining to capacity development *Agriculture* A 5.1.1 Level of integration of activities and capacity-building indicators in the project A 5.1.2 Level of knowledge of the Bank's procedures by project managers in Guinea-Bissau *Energy* ET 5.1.1 Human capacity-building plans of the Ministry responsible for energy and the EAGB
AC 5.2: AfDB operations pay particular attention to the possible performance of stakeholders in order to counter the effects of their lack of skills	5.2.1 Existence of risk analyses that include risks associated with skills gap among stakeholders 5.2.2 If the parties do not have the competence to manage the operation or to continue alone, a capacity building program is included in the operation	*Governance and social* S 5.2.1 Responses to Risk *Agriculture* A 5.2.1 Existence of a capacity-building plan under the project A 5.2.2 Status of implementation of the capacity building plan *Energy* ET 5.2.1 Increased monitoring/evaluation of performance indicators during the execution and at the end of energy and transport projects ET 5.2.2 Human capacity and EAGP governance improved.
AC 5.3: The Bank provided its country team and national stakeholders (government, local NGOs, etc.) with the necessary (material, human and financial) resources to implement the envisaged actions	5.3.1 The scope of operations is enough to contribute significantly to the resolution of the problem 5.3.2 Bank operations are circumscribed in an effort involving several partners, in order to achieve the intermediate and final outcomes desired by the country 5.3.3 The resources available to the operations and programs are sufficient to contribute significantly to the planned development of the country 5.3.4 The nature of planned resources is appropriate for the objectives	*Agriculture* A 5.3.1 The Project intervenes in an environment that involves several other partners whose activities and synergies are supported or coordinated with a view to achieving the intermediate and final outcomes desired by the country within the agricultural sector *Energy* ET 5.3.1 Monitoring mechanism for the OMVG energy project ET 5.3.2 Adequacy of means available to the PASEB PMU

Assessment criteria	Program indicators	Examples of indicators used in sector analysis
EQ 6: To what extent do the CSP and actions arising therefrom (lending and non-lending) include the gender dimension, women's empowerment and inequalities?		
AC 6.1: The CSP and the operations include the management of factors contributing to the reduction of gender inequalities	6.1.1 AfDB policies and procedures are prescriptive in terms of its approaches to gender inequality in Guinea-Bissau 6.1.2 The CSP and planning documents specify the desired "gender" objectives in the CSP and the pillars 6.1.3 A system exists for monitoring components and desired outcomes pertaining to gender	*Governance and social* S 6.1.1 Design and results coincide *Energy* ET 6.1.1 The two women's associations that benefited from cold storage experienced a boom in activities and an increase in income *Crosscutting Issues* CI 6.1.2 Monitoring/evaluation report presents the actual result (outcomes, impacts) of projects for women, girls, men and boys
AC 6.2: The (international, national, sector-wide) opportunities for gender promotion and women's empowerment in the country were identified and/or exploited by the Bank	6.2.1 A "gender" strategy has been developed by the Bank and is applicable in Guinea-Bissau 6.2.2 The "gender" strategy is based on analyses that specifically examine the desired goals of the CSP and/or the operations 6.2.3 The AfDB fell back on the programs or "bodies" existing in the country with a view to contributing to the capacity development of such mechanisms and "bodies". 6.2.4 Examples of consideration of the very different manners in which crisis situations impact women, girls, boys and men, as they experience dangers differently and are affected in different ways	*Agriculture* A 6.2.1 The specific problems of women in the agricultural sector are analyzed and taken into account in the project A 6.2.2 Partnerships and collaborations are planned or initiated to address the specific problems of women in project operations *Crosscutting Issues* T 6.2.2 Consideration of the interests, concerns, priorities and the specific vulnerabilities of men, women, girls and boys in our operations T 6.2.3 Reports and minutes of the Bank's meetings and consultations with the national or international "bodies" operating in the country, with statistics on men, women, girls and boys T 6.2.4 Implementation and monitoring/evaluation strategy paper that includes the gender aspect
AC 6.3: The objectives set in this area can be achieved by considering the constraints and opportunities that exist under the CSP	6.3.1 Feasibility studies supporting each gender-related plan or outcome in the operations 6.3.2 Resources allocated under the programs as well as appropriate and sufficient operations to ensure achievement of the results scheduled for crosscutting issues.	*Crosscutting Issues* T 6.3.1 Effective (degree, level…) consideration of gender aspects in reports, feasibility studies and/or outcome of operations (quality indicator) T 6.3.2 Gender- and age-disaggregated statistics on the allocation of resources in the programs and operations for women, men, girls and boys T 6.3.3 The AfDB has a SWOT analysis report presenting the gender and age-disaggregated needs and participation of women, girls, men and boys

Annex 5 : Methodological Approach

The MCSPE is a formative evaluation conducted through a methodology based on the Theory of Change (ToC). This approach was chosen in order to compare the logic that underpinned the selection of strategies and the design of operations with the country's fragile context, its needs and its capacity to commit to reforms.

The methodology used for this evaluation complies with the criteria of the OECD's Development Assistance Committee (DAC), as well as AfDB standards governing the assessment of transition countries. The evaluation also integrated best practices in the assessment of country programs and strategies of the Evaluation Cooperation Group (ECG). It was based on four evaluation criteria: relevance, effectiveness, efficiency and sustainability. Six evaluation questions (EQ) were defined, with a detailed evaluation matrix (see Annex 4) developed for this exercise.

The analysis focused on the one hand on the level of strategy and on the other, on individual projects, taking into account the economic and social trends in the country. The assumptions that guided formulation of the Bank's (ongoing) strategy were examined to assess their validity in the national context. The outcomes and performance of all projects were also assessed to gauge the effectiveness, efficiency and probable sustainability of operations. Furthermore, the analysis examined the possibility of achieving outcomes at the end of strategy implementation. The MCSPE formulated and responded to two strategic concerns:

Strategic Concern 1: What are the main strategic and operational lessons that could enable the Bank to introduce stability and development in sectors that have the potential to drive change[24] in the country?

Strategic Concern 2: To what extent are the planning and execution of Bank activities in Guinea-Bissau consistent with its policies and resources, and with the international praxis[25] of development management in transition countries?

Data-Collection Approach and Tools

The evaluation was conducted from October 2017 to April 2018. Data-collection and analysis used tools and approaches such as literature review, interviews, site visits and group discussions. In a bid to ensure the validity of the observations and analysis of the evaluation team, two workshops were conducted during the data-collection mission: (i) the first with public administration officials and Bank project coordinators was held in Bissau on 20 February 2018 for a full day; and (ii) the second was held with members of the country team at the COSN in Dakar on 22 February 2018.

As regards quality assurance, the findings of the evaluation were submitted to a reference group composed of members of the Guinea-Bissau country team and to an internal peer review by IDEV to ensure the methodological rigor and the quality of the findings and conclusions of the report. The workshops also served to validate the results of the research, especially for efficiency and effectiveness.

Limitations of the Methodology and Responses Provided

Difficult Access to Information: Given the country's fragility and the nature of the Bank's operations management, the evaluation team could not get access to some of the necessary documentation.

Assessment of Results: The greatest challenge of this mid-term evaluation is the fact that most of the operations evaluated are still being implemented and have not yet generated results (e.g., PARGEF, PDCV-Riz).

Country's Institutional Instability: Between the scoping mission of December 2017 and the evaluation data collection mission of February 2018, a new Prime Minister was appointed, but the country did not yet have a government. Consequently, it was particularly difficult to meet certain high-ranking government authorities during the field visits.

Adjustment of the Evaluation Schedule: Presentation of this report to the Bank's Board of Directors concurrently with the CSP mid-term review placed enormous time constraints on the evaluation team, as they had to produce the report within a very short time lapse for this type of evaluation.

Responses: Appropriate responses were provided within the constraints encountered and do not represent a risk to the validity of conclusions. The evaluation team mainly focused on factors that account for recorded performance and the possibility that the projects could actually generate the expected outcomes at the end of the cycle. The Liaison Office helped the team to meet the greatest number of relevant persons possible during field missions. It also offset the lack of documentation with interviews or focus group discussions, and the evaluation framework was adapted accordingly. In light of these measures, the team concluded that the evidence collected was adequate to meet the appraisal criteria and that the evaluation conclusions are valid.

Annex 6: List of Bank Operations as at April 2018

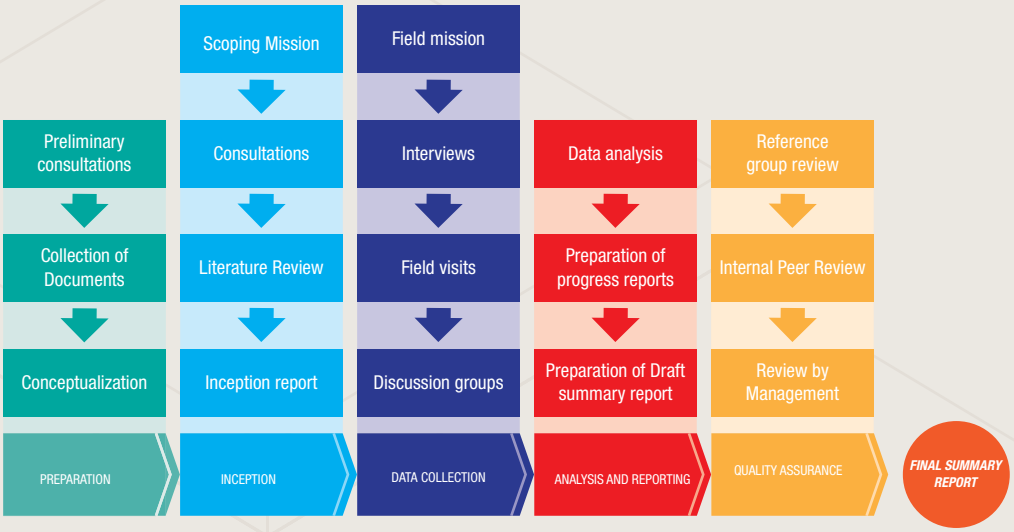
Project Title	Sector	Approval date	Approved amount (UA million)
Bissau City Power Improvement Project (PASEB) ADF loan and ADF grant	Energy	08-jul-15	13.3
Saltinho Hydroelectricity Power Plant Studies / preparation (SEFA grant)		16-sep-15	0.70
OMVG Energy Project - ADF loan and ADF grant		30-sep-15	4.5
Rice Value Chain Development Project in the Bafata and Oio Regions (PDCV-RIZ)	Agriculture	23-jan-17	4.2
Cotton-Textile Sector Revival Study (KOAFEC grant)		28-jun-17	0.35
Economic and Financial Programming Consolidation Support Project (PARGEF)	Governance	01-jul-15	5
Justice Sector Institutional Capacity-Building Support Project (PARCI-SJ)		21 Apr -17	1.25
Emergency Economic and Financial Reform Support Program (PUAREF)		13-may-15	5
Emergency Assistance to combat the Zika Epidemic (FSS grant of USD 1 million)	Social	08-sep-16	0.70
Capacity-Building Project for the Administration (PARCA) - ADF grant		15-jul-09	7.8

Annex 7: Level of Attainment of Expected Results at Mid-term

Expected results in 2017	Achieved	Partially achieved	Not achieved
Beginning of implementation of the LOLF.		●	
Audit of public contracts in progress.			●
Internal control based on a current procedures manual.			●
Finalization of SYGARHP			●
Establishment of sectoral policies and adoption of MTEFs.			●
Budget schedule respected.			●
50% of the UEMOA Directives not translated into Portuguese are translated, transmitted to the National Assembly and transposed.		●	
Tax pressure at 11%			●
Start of implementation of the legislative reforms on international conventions in the fight against organized crime and corruption			●
Beginning of the application of the decision compelling all magistrates and middle-class officials of Justice to declare their assets			●
Review of all contracts on natural resources in progress	●		
Strengthened national capacities		●	
National capacities in environmental management strengthened		●	
Step 1 of the EITI implementation			●
Adoption of the Transparency Code		●	
Reduction of business death rate by 10%			●

Source: Table prepared based on information from the mid-term review document of the CSP for Guinea-Bissau

Annex 8: Main Evaluation Stages

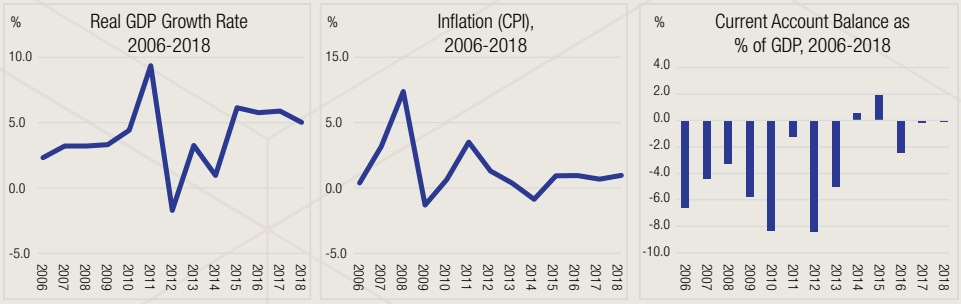


Annex 9: Key Comparative Macroeconomic and Socioeconomic Indicators of Guinea-Bissau

Guinea-Bissau: Selected Macroeconomic Indicators

Indicators	Unit	2000	2013	2014	2015	2016	2017 (e)	2018 (p)
National Accounts								
GNI at Current Prices	Million US $	263	1 089	1 152	1 143	1 133	...	...
GNI per Capita	US$	200	620	640	620	600	...	...
GDP at Current Prices	Million US $	216	1 046	1 049	1 045	1 170	1 241	1 381
GDP at 2000 Constant prices	Million US $	216	305	308	327	346	366	385
Real GDP Growth Rate	%	7.5	3.3	1.0	6.1	5.8	5.9	5.0
Real per Capita GDP Growth Rate	%	5.2	0.8	-1.5	3.6	3.3	3.5	2.6
Gross Domestic Investment	% GDP	20.1	6.7	6.1	4.8	4.9	4.9	5.1
Public Investment	% GDP	9.7	3.1	4.0	3.5	3.1	3.0	3.1
Private Investment	% GDP	10.4	3.7	2.1	1.3	1.7	1.8	1.9
Gross National Savings	% GDP	14.9	2.6	12.0	10.5	9.3	8.9	8.4
Prices and Money								
Inflation (CPI)	%	8.6	0.7	-1.0	1.5	1.5	1.1	1.5
Exchange Rate (Annual Average)	local currency/ US$	709.9	493.9	493.6	591.2	593.1	582.1	558.1
Monetary Growth (M2)	%	58.9	18.4	18.3	23.4	6.6	12.0	...
Money and Quasi Money as % of GDP	%	42.2	44.4	52.4	54.2	51.4	55.3	...
Government Finance								
Total Revenue and Grants	% GDP	...	11.8	20.4	20.2	16.5	17.0	17.9
Total Expenditure and Net Lending	% GDP	...	14.8	22.8	22.8	20.5	19.8	20.8
Overall Deficit (-) / Surplus (+)	% GDP	-6.5	-3,0	-2.4	-2.6	-4.0	-2.8	-2.9
External Sector								
Exports Volume Growth (Goods)	%	12.4	9.4	-4.9	26.3	10.7	-8.6	7.0
Imports Volume Growth (Goods)	%	117.1	-6.9	26.9	8.8	12.3	23.7	14.0
Terms of Trade Growth	%	399.0	-1.7	23.7	38.1	1.4	31.2	-2.2
Current Account Balance	Million US $	32	-53	6	20	-29	-2	-1
Current Account Balance	% GDP	14.8	-5.0	0.6	1.9	-2.5	-0.1	-0.1

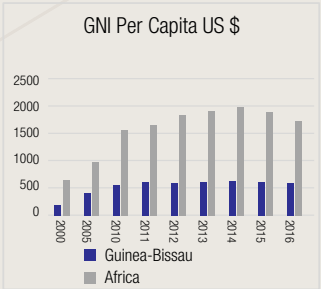
Indicators	Unit	2000	2013	2014	2015	2016	2017 (e)	2018 (p)
External Reserves	months of imports	8.3	8.2	10.4	11.8	11.0	10.7	10.4
Debt and Financial Flows								
Debt Service	% exports	2.0	0.1	1.0	1.9	1.4	11.3	1.8
External Debt	% GDP	216.7	25.7	22.7	23.4	21.7	19.5	17.4
Net Total Financial Flows	Million US $	85	103	108	100	114	...	...
Net Official Development Assistance	Million US $	81	106	110	95	199	...	...
Net Foreign Direct Investment	Million US $	1	20	29	18	20	...	...

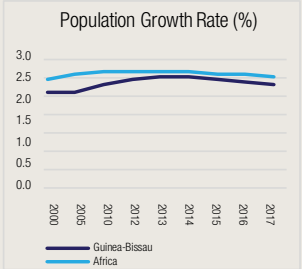


Source : AfDB Statistics Department: Development Data Portal Database, April 2018. United Nations: OECD, Reporting System Division.

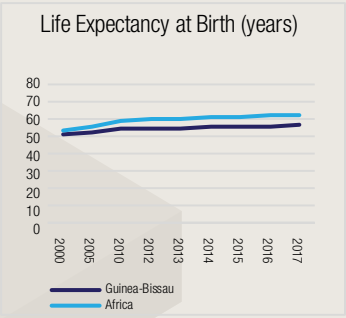
Guinea-Bissau: Comparative Socio-economic Indicators

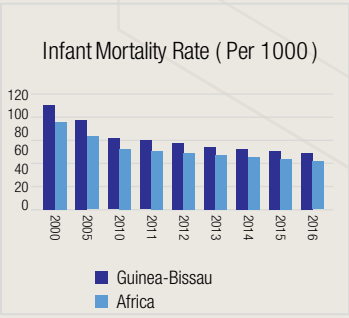
	Year	Guinea-Bissau	Africa	Developing Countries	Developed Countries
Basic Indicators					
Area ('000 Km²)	2017	36	30 067	80 386	53 939
Total Population (millions)	2017	1.9	1 184.5	5 945.0	1 401.5
Urban Population (% of Total)	2017	49.3	39.7	47.0	80.7
Population Density (per Km²)	2017	68.7	40.3	78.5	25.4
GNI per Capita (US $)	2016	600	2 045	4 226	38 317
Labor Force Participation *- Total (%)	2017	72.9	66.3	67.7	72.0
Labor Force Participation **- Female (%)	2017	67.5	56.5	53.0	64.5
Sex Ratio (per 100 female)	2017	98.6	0.801	0.506	0.792
Human Develop. Index (Rank among 187 countries)	2015	178	...	...	...
Popul. Living Below $ 1.90 a Day (% of Population)	2010	67.1	39.6	17.0	...
Demographic Indicators					
Population Growth Rate - Total (%)	2017	2.4	2.6	1.3	0.6
Population Growth Rate - Urban (%)	2017	3.8	3.6	2.6	0.8
Population < 15 years (%)	2017	40.6	41.0	28.3	17.3
Population 15-24 years (%)	2017	19.6	3.5	6.2	16.0
Population >= 65 years (%)	2017	3.3	80.1	54.6	50.5
Dependency Ratio (%)	2017	78.1	100.1	102.8	97.4
Female Population 15-49 years (% of total population)	2017	24.4	24.0	25.8	23.0
Life Expectancy at Birth - Total (years)	2017	56.1	61.2	68.9	79.1
Life Expectancy at Birth - Female (years)	2017	57.9	62.6	70.8	82.1
Crude Birth Rate (per 1,000)	2017	35.6	34.8	21.0	11.6
Crude Death Rate (per 1,000)	2017	11.5	9.3	7.7	8.8
Infant Mortality Rate (per 1,000)	2016	57.8	52.2	35.2	5.8
Child Mortality Rate (per 1,000)	2016	88.1	75.5	47.3	6.8
Total Fertility Rate (per woman)	2017	4.6	4.6	2.6	1.7
Maternal Mortality Rate (per 100,000)	2015	549.0	411.3	230.0	22.0
Women Using Contraception (%)	2017	16.9	35.3	62.1	...





	Year	Guinea-Bissau	Africa	Developing Countries	Developed Countries
Health & Nutrition Indicators					
Physicians (per 100,000 people)	2009	7.8	46.9	118.1	308.0
Nurses and midwives (per 100,000 people)	2009	65.3	133.4	202.9	857.4
Births attended by Trained Health Personnel (%)	2014	45.0	50.6	67.7	...
Access to Safe Water (% of Population)	2015	79.3	71.6	89.1	99.0
Access to Sanitation (% of Population)	2015	20.8	51.3	57	69
Percent. of Adults (aged 15-49) Living with HIV/AIDS	2016	3.1	39.4	60.8	96.3
Incidence of Tuberculosis (per 100,000)	2016	374.0	3.8	1.2	...
Child Immunization Against Tuberculosis (%)	2016	94.0	245.9	149.0	22.0
Child Immunization Against Measles (%)	2016	81.0	84.1	90.0	...
Underweight Children (% of children under 5 years)	2014	17.0	76.0	82.7	93.9
Prevalence of stunding	2014	27.6	20.8	17.0	0.9
Prevalence of undernourishment (% of pop.)	2015	28.3	2 621	2 335	3 416
Public Expenditure on Health (as % of GDP)	2014	1.1	2.7	3.1	7.3
Education Indicators					
Gross Enrolment Ratio (%)					
Primary School - Total	2010	118.1	106.4	109.4	101.3
Primary School - Female	2010	114.1	102.6	107.6	101.1
Secondary School - Total	2006	33.3	54.6	69.0	100.2
Secondary School - Female	2000	12.4	51.4	67.7	99.9
Primary School Female Teaching Staff (% of Total)	2010	21.8	45.1	58.1	81.6
Adult literacy Rate - Total (%)	2014	45.6	61.8	80.4	99.2
Adult literacy Rate - Male (%)	2014	62.2	70.7	85.9	99.3
Adult literacy Rate - Female (%)	2014	30.8	53.4	75.2	99.0
Percentage of GDP Spent on Education	2013	2.1	5.3	4.3	5.5





	Year	Guinea-Bissau	Africa	Developing Countries	Developed Countries
Environmental Indicators					
Land Use (Arable Land as % of Total Land Area)	2015	10.7	8.6	11.9	9.4
Agricultural Land (as % of land area)	2015	58.0	43.2	43.4	30.0
Forest (As % of Land Area)	2015	70.1	23.3	28.0	34.5
Per Capita CO2 Emissions (metric tons)	2014	0.2	1.1	3.0	11.6

Sources : AfDB Statistics Department Databases; World Bank: World Development Indicators;

Annex 10: List of Persons Interviewed

No.	Name	Organization	Position
1	Umaro Sissoco Embaló	Office of the Prime Minister	Prime Minister
2	Joao A. Mamadu Fadia	Ministry of Economy and Finance	Minister of State for Economy and Finance
3	Jeremias Pereira		Economic Adviser to the Minister of State
4	Malam Djudju Mané		General Director of Planning
5	Carlos Andrade	Ministry of Economy and Finance	Adviser to the Minister
6	Dr Vasco Da Silva		Project Coordinator
7	Jose Biai		Minister of State for Planning and Regional Integration
8	Mended Alfredo Paulo		Director of ODA Coordination
9	Nicolau dos Santos	Ministry of Agriculture and Rural Development	Minister
10	Carlos M. T. de Amarante		General Director of Agriculture
11	Florentino Mendes Pereira	Ministry of Energy and Industry	Minister of State for Energy and Industry
12	Dr Claudio Indafa		Secretary-General
13	Carlos de Pinho Brandao		Director General of Energy
14	Hipolito Djata	Ministry of Agriculture and Rural Development	Chief of Cabinet
15	Martiniano Gomez		Coordination and Extension Support Service
16	Cherno Mamudou Balde		Regional Director for Agriculture, Bafata Region
17	Aniza Esteves Sanha	Office of the Prime Minister	Adviser, Judicial, Cooperation and Regional integration
18	Jacinto Tamba	Directorate for Geology and Mining	Engineer Geologist/ALSF Coordinator
19	Rene Barros	EAGB	General Manager
20	Luis Miguel da Silva Malu	General Directorate for Transport Infrastructure	General Manager
21	Dr Felix Bulutna Nanduguê	APGB (Guinea-Bissau Port Administration Authority)	General Manager
22	Joao Adriano Santos	Bissau City Hall	Secretary-General
23	Anna Emilia de Barossa	Ministry of Gender, Women and Social Action	Director of Family Affairs
24	Kaoussou Diombera	PDCV Riz O/B	Project Coordinator
25	Julio Cassama		Monitoring and Evaluation
26	Bernardo Mancabo		Agronomist-engineer
27	Alberto Silva	PASEB	Project Coordinator PMU
28	Mr Alain-Roger Ebondzi	PASEB	International Financial Management Expert for PASEB
29	Oscar Melhado	International Monetary Fund	Resident Representative
30	David McLachlan-Karr	UNDP	Resident Representative in Guinea-Bissau
31	Gabriel Labao Dava		Deputy Resident Representative in Guinea-Bissau
32	Kanil Lopes	UNDP	PARCI-SJ project coordinator

No.	Name	Organization	Position
33	Hervé Rousseau	European Union	Program Officer for Governance and Economic and Social Development
34	Pablo Leunda Martiarena		Chief of Cooperation, Rural Development, Health and Infrastructure
35	Dr Yannick Ariane Rasoarimanana	FAO	Resident Representative
36	Kiyomi Kawaguchi	WFP	Resident Representative-Country Manager
37	Albertine Gomez	UN Women	Program Assistant-Gender and Women's Empowerment
38	Christine Jaulmes	UNICEF	Resident Representative
39	Rodolphe Missinhoun		Chief Social Policy and M and E
40	Umasree Polepeddi		Chief Education
41	Tiago Bastos	Embassy of Portugal	Trade Commissioner
42	Maria de Lourdes Caiado		
43	Maria Sancho		Program Coordinator
44	Maxime Talidec	Embassy of France	First Secretary
45	Jean-Louis Zoel		Ambassador
46	Asger Nyrup	ADPP	Chairperson
47	Buon Quebi		Monitoring/Evaluation
48	Famata Nanqui	Association of Women Agro-pastoralists of Guinea- Bissau	Chairperson
49	Jhonny Kwadz Felix	National Farmers' Association of Guinea-Bissau (ANAG)	Agronomist
50	Jaime Boles Gomes		Chairperson
51	Tumane Djata		
52	Armando Sampa	COAJOQ	
53	Justino Alfonso		
54	Simon Gomes	INPA (National Institute for Agronomic Research)	Chairperson
55	Jose Mora		Training and Communication
56	Antonio Gomes		Agronomist-Director of Regional Centre in Bissora
57	Joao Kaiya		Admin Director
58	Mbaye Jean Marie Diouf	ADEPME	Executive Secretary
59	Mansoa Duarte	AMAE	Executive Secretary
60	Silvia Tavares	Women's Political Platform	Chairperson
61	Eunice Mendez Moreira		Coordination of Focal Points
62	Nicolau Mendes Fernandes	Guinea-Bissau Confederation of Independent Trade Unions	
63	Humberto Monteiro	Guinea-Bissau Chamber of Commerce	Secretary-General

No.	Name	Organization	Position
64	Serge Nguessan	AfDB Country Team	Country Manager for Senegal
65	Robert Eguida		Country Program Officer
66	Yannis Arvanitis		Former Country Economist for Guinea-Bissau
67	Adalbert Nshimyumuremyi		Chief Country Economist
68	Rokhaya Traore		
69	Pierre Djaigbe		Principal Energy Officer
70	Loubna Bourkane		Socio-Economist
71	Abbas Wade		Transport Engineer
72	Hatem Fellah		Principal Agronomist
73	Christian Sarr		Financial Expert
74	Lobato Fernando Jorges		Program Coordinator-AfDB in Bissau

Annex 11: Bibliography

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2. Human Development Report 2016: Human Development for All, UNDP 2016
3. Guinea-Bissau: Applying the Fragility-lens to inform the Bank's Strategic and Operational Re-engagement; ORWA, ORTS, December 2014.
4. The regional instability particularly stems from the conflict in Casamance (Senegal).
5. Guinea-Bissau: Applying the Fragility-lens to inform the Bank's Strategic and Operational Re-engagement; ORWA, ORTS, December 2014.
6. OECD and multilateral donors only. Several non-traditional donors, such as China, are not included in this data.
7. It is important to note that the Bank's portfolio between 2015 and 2017 was slightly below UA 42.78, considering that the PARCA project was first approved in 2009.
8. Projects on the construction of a 15 MWh thermal power plant by BADEA and construction of a 26 MWh photovoltaic plant with BOAD funding.
9. Due to the energy crisis, the inhabitants of Bissau resort to private networks that charge CFAF 750/KWh compared to CFAF 156 for the EAGB.
10. Annex of the PASEB Appraisal Report
11. INEC, Poverty Assessment Survey (ILAP2), 2011.
12. Some of the project managers working on Guinea-Bissau have a portfolio of over 8 operations in more than 3 countries.
13. Based on the PARGEF project documents (see ADF/BD/WP/2015/59/Approved), the time between approval of the Concept Note and project approval by the Board was between January and April 2015. Using an average of 20 working days per month, it took 80 days to get project approval from the Board (4 calendar months). Similarly, PARCA project documents show that it took 5 months or 100 working days (January-May 2009) to get Board approval.
14. Content monitoring refers to the continuous assessment of the relevance of project objectives and activities with regards to the evolution of the specific characteristics of the country fragility and the needs of the beneficiaries. This entails that necessary expertise to ensure project effectiveness is available during supervision.
15. The documents to which the evaluation team had access show that a large part of the funding requested under PARGEF will be used to pay the emoluments of auditors of the Court of Auditors.
16. Gender-insensitive attitude: The projects rather consolidate the gains of the privileged few; gender relationships remain unchanged.
17. On 25 March 2015, a roundtable of donors was held in Brussels to raise resources to finance Terra Ranka. It concluded with funding pledges amounting to over one billion US dollars.
18. The evaluation mission noted the embryonic and highly politicized nature of the private sector in Guinea-Bissau, which partly accounts for the Bank's caution in implementing operations with this sector. However, the mission deems it useful to contribute to the establishment of a dynamic private sector that can contribute to a gradual change of the national economic environment.
19. Private sector considered as a partner and not as a subcontractor or service provider.
20. This finding is consistent with the conclusions of the CSP mid-term review.
21. See footnote 6.
22. The context of fragility is characterized by complex political issues over which the Bank has no control. Long-term positive changes can only be made by citizens and the Bank's contribution must be aimed at avoiding the status quo in order to facilitate such changes.
23. The term "competence" in this context has no French equivalent. However, it is commonly used in the management sciences. The term "capacity" implies a potential on a part of a management system while the competence implies that the whole system operates according to the standards of performance required.
24. This term implies that these sectors and approaches will be able to contribute to the stimulation of key development stakeholders to enable the government to deliver basic services to citizens.
25. All the knowledge developed from concepts and experience.



IDEV

Independent Development Evaluation
African Development Bank

An IDEV **Country Strategy Evaluation**



About this Evaluation

This report summarizes the mid-term evaluation of the African Development Bank's Country Strategy and Program in Guinea-Bissau for the period 2015–2019. Implemented in a context of fragility, the Strategy aims to contribute to national stability and economic recovery through two pillars: strengthening the foundations of State and building infrastructure that promotes inclusive development.

The main objective of this mid-term evaluation was to assess the performance of Phase 1 of the Strategy (2015-2017) and to seek lessons that could inform both the implementation of Phase 2, and the preparation of the next Country Strategy. In the period 2015-2017, the Bank approved and implemented 10 operations that amounted to UA 42.78 Million (over USD 60.5 Million).

The evaluation is based on portfolio and document reviews, field visits, and interviews and discussions with stakeholders both in the Bank and in the country. Recommendations derived from the evaluation include adapting the Bank's assistance to Guinea-Bissau's specific context, increasing the Bank's presence in the country, improving gender mainstreaming, developing a results based-approach for capacity development in the country, and adopting a program based approach in the next Country Strategy and Program.

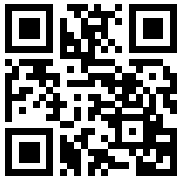
This is the first mid-term evaluation that IDEV has undertaken, and as such, IDEV will draw lessons from the experience and from the feedback received in order to inform the conduct of future mid-term evaluations.



IDEV

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African Development Bank

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