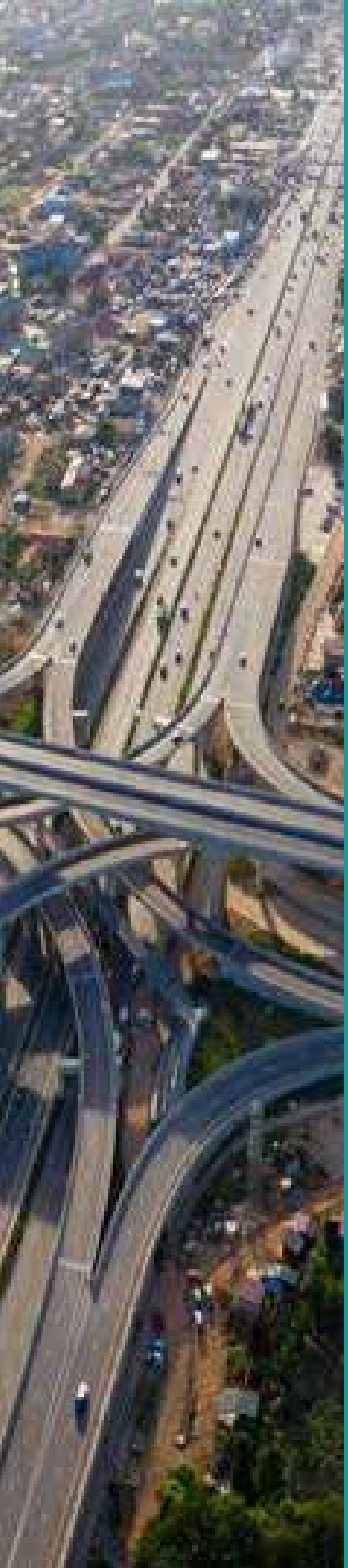


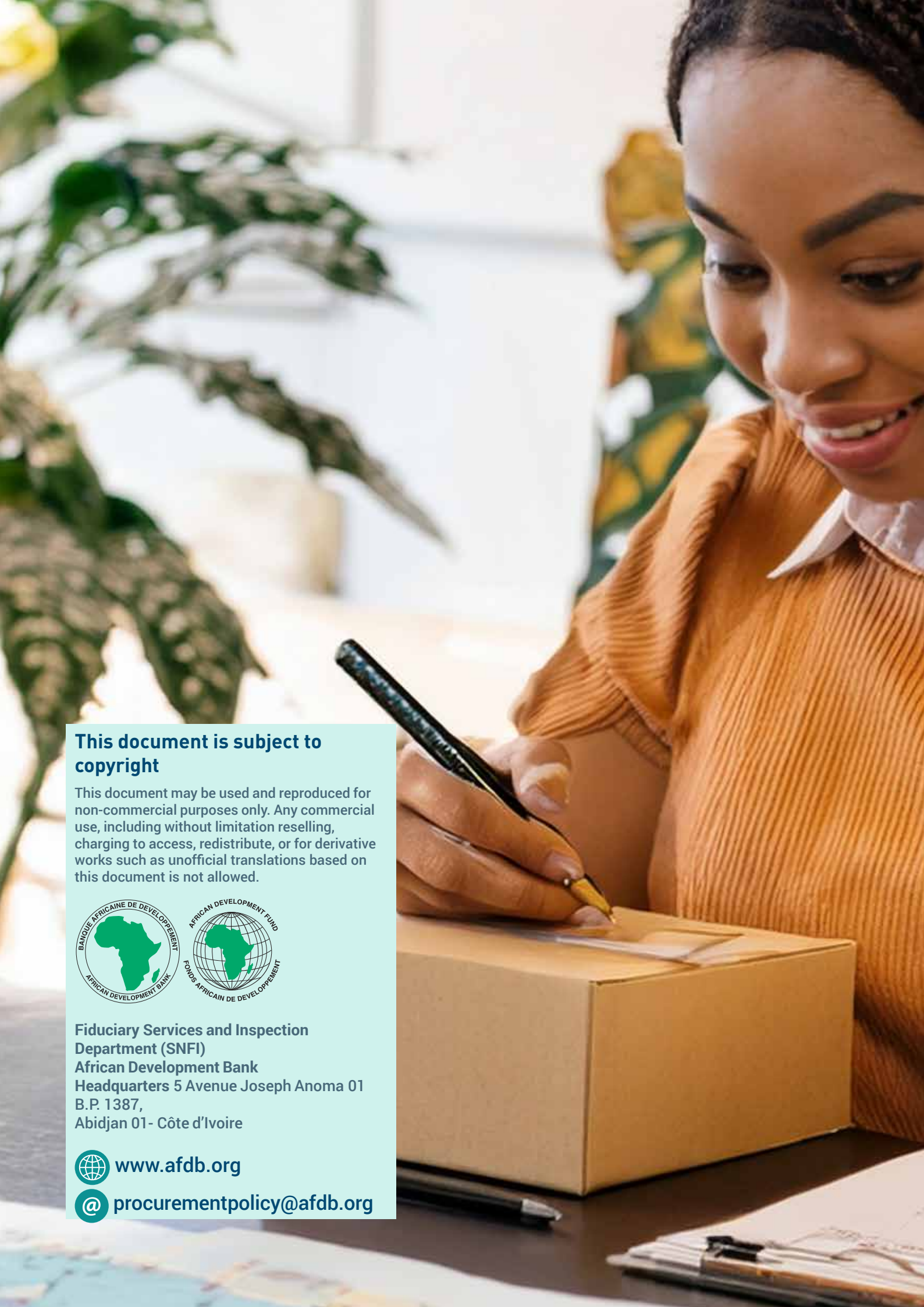




Review of the Implementation of the Operations Procurement Framework







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Foreword

Public procurement constitutes a key lever for ensuring the efficiency, transparency, and sustainability of operations financed by the Bank. Aware of its strategic importance, the Bank's Boards approved a revised procurement framework in October 2015 with the aim of ensuring the optimal use of resources, increasing the use of national systems, and promoting the integration of economic, environmental, and social considerations into procurement processes.

This review of the implementation of the procurement framework forms part of a continuous improvement approach. Its objective is to assess the degree of application of the established principles, methods, and procedures, as well as their adequacy in relation to operational realities and the institutional contexts of Bank-financed projects.

This exercise makes it possible to identify good practices, recurring challenges, and constraints encountered by stakeholders, while also assessing the effectiveness of the control mechanisms put in place by the Bank.

The lessons learned from this analysis are intended to inform the formulation of practical and operational recommendations capable of strengthening the performance of procurement operations and thereby contributing to a more sustainable development impact, in line with the Bank's strategic objectives.The Bank remains firmly committed to the continuous improvement of its procurement policies and procedures for projects.

Definitions and Abbreviations

Abbreviation	Full Name
AfDB	African Development Bank
AfDF	African Development Fund
APPN	African Public Procurement Network
BPAR	Borrowers' Procurement Assessment Report
BPS	Borrower Procurement Systems
CSOs	Civil Society Organizations
DNP	Direct Procurement
FfP	Fit for Purpose
FIRs	Fiduciary Inspection Reviews
FPAs	Fiduciary Principles Agreements
GPN	General Procurement Notice
IMPPM	International Masters' in Public Procurement Management
IPRs	Independent Procurement Reviews
KPIs	Key Performance Indicators
MAPS	Methodology for Assessing Procurement Systems
MCs	Member Countries
MDB's	Multilateral Development Banks
MRAs	Mutual Reliance Agreements
NCB	National Competitive Bidding
NRMCs	Non-Regional Member Countries
OCB	Open Competitive Bidding
OPF	Operations Procurement Framework
OPM	Operations Procurement Manual
PBOs	Policy-based Lending Operations
PIAC	Department of Integrity and Anti-Corruption
PIUs	Project Implementation Units
PLT	Procurement Lead Time
PP	Procurement Plans
QaE	Quality at Entry
RACI	Report on Assessment of Critical Indicators
RMCs	Regional Member Countries
RR	Readiness Review
SBDs	Standard Bidding Documents
SLAs	Sector Level Assessments
SNFI	Procurement Policy and Services Department
SPN	Specific Procurement Notice
SPP	Sustainable Public Procurement
TMs	Task Managers
VfM	Value for Money

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Executive Summary

Strategic Context and Purpose: The African Development Bank's (AfDBs) Operations Procurement Framework (OPF), adopted in 2015, represents a pivotal evolution in the Bank's approach to procurement governance. It replaces a prescriptive, rules-based model with a flexible, principles-based system designed to promote both fiduciary integrity and development impact. The Framework enables the use of Borrowers' Procurement Systems (BPS) where appropriate, encourages strategic procurement planning, and aligns procurement processes with country development priorities.

This implementation review covers the period from 2016 to 2024, also serves as 2024 annual procurement report, and provides a comprehensive assessment of how the Framework has been operationalized across the Bank's portfolio. It draws on a wide range of inputs, including country diagnostics, performance data, and regional trends. The review evaluates the extent to which the Framework has delivered on its dual mandate, identifies persistent challenges, and proposes strategic actions to strengthen implementation going forward.

The review is particularly timely given the Bank's increasing emphasis on country ownership, results-based programming, and harmonization with other Multilateral Development Banks (MDBs). As procurement continues to serve as a critical enabler of development outcomes, the findings of this report offer valuable insights into how the Framework can be further refined to meet evolving operational demands.

Key Findings

Country Systems & Reform Momentum

- **BPS Adoption:** Use of BPS increased from 5% in 2020 to 35% in 2024 by value. The average BPS usage rate over the review period was approximately 19%, reflecting a steady upward trend enabled by diagnostics and reform support.
- **Diagnostics Coverage:** Diagnostics (MAPS, BPAR, RACI) were completed in 43 Regional Member Countries (RMCs), supporting tailored reform pathways.
- **Regional Reform Gaps:** West and Southern Africa advanced; Central Africa lagged due to institutional fragility.
- **Average Readiness Index:** The average Readiness Index for procurement reform was 3.8 out of 5 in West and Southern Africa, indicating strong institutional capacity and reform momentum, while Central Africa averaged 2.1 out of 5, reflecting ongoing challenges due to institutional fragility.
- **Procurement Hubs:** Regional hubs were launched to support BPS rollout and capacity building.

Implementation Achievements: One of the most significant achievements during the review period has been the rapid expansion in the use of BPS. In 2024, procurement transactions representing 35% of the total active portfolio in value were under BPS, an increase from just 5% in 2020. This shift reflects growing but measured confidence in the maturity of national procurement frameworks and the effectiveness of the Bank's diagnostic and capacity-building efforts.

The expansion of BPS usage was enabled by the completion of MAPS, BPARs and RACIs diagnostics in 43 countries, which provided a robust evidence base for assessing country readiness. These diagnostics were complemented by targeted technical and institutional assistance, country and regional workshops, and the establishment of procurement hubs that supported reform implementation. Regional procurement hubs provide localized support for BPS rollout, capacity building, and diagnostic integration. The Bank's approach evolved from cautious piloting to mainstream adoption, with increasing emphasis on risk-based assessments and tailored support for fragile contexts.

Country engagement deepened across all regions, though readiness levels remained uneven. West and Southern Africa demonstrated strong reform momentum and uptake of BPS, while North Africa maintained consistent maturity and alignment with MAPS benchmarks. Central Africa, however, continued to face institutional fragility, requiring hybrid approaches and intensified support.

A regional Readiness Index developed during the review showed West/Southern Africa averaging 3.8/5, while Central Africa

Key Findings

Market Participation & Equity

- **Contract Distribution:** On average, RMCs won 88.9% of contracts by number over the review period, but NRMCs captured 50.51% of total value. In 2024 specifically, RMCs won 92.9% of contracts by number, while NRMCs captured 33.1% of total value.
- **Average Contract Value:** Ave contract value for NRMCs was UA 1.9M, more than seven times higher than for RMCs (UA 260,000).
- **Supplier Equity Gaps:** High-value awards concentrated among international firms, highlighting persistent equity gaps.

Fiduciary Oversight & Integrity

- **Audit & Review:** Over the review period, the Bank conducted 120+ procurement audits and 187 Readiness Reviews in 2024 alone, covering 68% of active sovereign operations.
- **Complaint Resolution:** The average resolution time for procurement complaints decreased from 90 to 45 days.
- **Misprocurement:** Cases declined by 21% since 2020; consultant selection accounted for 62% of non-compliance cases.

scored 2.1/5, highlighting the need for differentiated support models.

The Bank's strategic use of diagnostics was instrumental in identifying reform priorities and tailoring support to country contexts, reinforcing the principle that procurement reform must be context-sensitive and demand-driven.

Fiduciary Oversight: Fiduciary oversight remained a cornerstone of the Framework throughout the review period. The Bank conducted over 120 procurement audits, launched multiple Fiduciary Inspection Reviews (FIR's), and expanded post-review coverage. These mechanisms reinforced compliance, transparency, and accountability, and helped to identify procedural gaps in consultant selection and documentation. In 2024, 187 Readiness Reviews were conducted, covering 68% of active sovereign operations, a 40% increase from 2021.

Independent Procurement Reviews (IPRs) were deployed in high-risk operations, providing external validation and triggering corrective actions. These reviews proved effective in safeguarding Bank resources and maintaining stakeholder trust, particularly in complex or politically sensitive environments.

Development Effectiveness and Capacity Building: Capacity building emerged as a central pillar of the Framework's implementation strategy. A total of 6,160 stakeholders were trained across 35 countries during the review period focusing on strategic procurement planning, Value-for-Money (VfM) principles, and alignment with sector outcomes. 85% of Project Implementation Units (PIUs) reported improved capacity, and 60% integrated VfM principles into project design.

The Bank's investment in capacity building yielded tangible improvements in procurement performance and institutional depth. Regional workshops fostered peer learning and

Key Findings



Performance & Capacity

- **Procurement Lead Time (PLT):** The average PLT over the review period was 189 days, marking a 12% reduction from the 2016 baseline of 215 days.
- **Capacity Building:** A total of 6,160 stakeholders were trained across 35 countries, with 85% of PIUs reporting improved capacity and 60% integrating VfM principles into project design.
- **Training Impact:** 6,160 stakeholders trained across 35 countries; 85% of PIUs report improved capacity, 60% integrated VfM into project design.



Strategic Procurement Integration

- **Integration Rate:** Strategic procurement was embedded in 42% of new project designs in 2024, with a target of 75% by 2026.
- **VfM Integration:** 61% of new projects included embedded Value for Money (VfM) indicators in their design and appraisal documentation in 2024, up from 28% in 2016.

cross-country collaboration, while tailored technical assistance helped PIUs navigate complex procurement processes. The use of strategic tools such as the Procurement Risk Assessment and Management (PROCRAM), procurement planning dashboards, and sector diagnostics increased, though uptake remained uneven across regions. Some PIUs demonstrated strong integration of these tools into project implementation, while others required additional support to build familiarity and confidence.

Challenges in tool uptake included limited access to simplified templates, gaps in data availability, and the need for clearer guidance on how to operationalize strategic procurement concepts. The Bank responded by developing standardized toolkits and expanding its technical support offerings, with a focus on usability and contextual relevance. These efforts are ongoing and will be critical to ensuring that strategic procurement becomes embedded as a core competency across the Bank's portfolio.

Performance Data and Trends: Procurement performance data over the review period reveal a distinct pattern in contract distribution between Regional Member Countries (RMCs) and Non-Regional Member Countries (NRMCs). While the overall value of contracts is generally balanced between the two groups, RMCs consistently secure a higher number of contracts, predominantly in lower-value segments, whereas NRMCs tend to win fewer contracts but dominate in high-value awards.

For example, in 2023, RMCs were awarded 92.9 percent of contracts by number, demonstrating robust engagement in Bank-financed operations; however, NRMCs captured 33.1 percent of the total contract value, highlighting their continued concentration in large-scale and specialized projects. This trend emphasizes the need for targeted strategies to enhance RMC participation in high-value infrastructure and specialized sectors.

Analysis of procurement methods over the review period further demonstrates the competitiveness of the process for goods, works, and services. Open competitive procurement was the predominant method, accounting for approximately 85% of total contract awards, while restrictive methods, including limited or direct selection, comprised only about 15%. This high share of open procedures underscores the Bank's commitment to transparency and equal opportunity, ensuring that the majority of contracts were subject to broad competition. The continued use of open competition, especially for goods and works, has contributed to robust market participation and value-for-money outcomes, while the limited use of restrictive methods was primarily reserved for highly specialized services or unique circumstances where market competition was constrained.

The number of complaints compared to the number of contracts increased was 0.7% in 2019 then increases and stabilizes at about 1.8% over the period from 2020 to 2024,

suggesting greater stakeholder engagement and awareness of grievance mechanisms,. While this rise reflects improved access to redress channels, it also highlights procedural ambiguity and the need for clearer response protocols. The Bank has taken steps to standardize complaint handling procedures, enhance tracking systems, and provide training for PIUs on grievance redress mechanisms. These reforms are essential to maintaining credibility and ensuring fair procurement outcomes. Despite RMCs winning consistently more contracts by number, NRMCs secured generally a higher share of total value, highlighting persistent equity gaps in high-value procurement.

Average resolution time for procurement complaints decreased from 90 to 45 days, reflecting improved Standard Operating Procedures and PIU responsiveness.

Misprocurement and Enforcement:
Misprocurement cases are generally very low over the review period, indicating improved compliance and oversight. However, consultant selection and documentation remain recurring issues, particularly in complex or multi-sectoral operations. Consultant selection accounted for 62% of procedural non-compliance cases, underscoring the need for targeted SOP refinement and enforcement consistency. Enforcement actions taken during the review period included the suspension of non-compliant firms, revision of procurement plans, and targeted training for PIUs. The Bank continues to refine its enforcement protocols to ensure consistency and proportionality in response to violations, balancing the need for accountability with the importance of maintaining operational momentum.

Strategic Outcomes and Remaining Gaps

The OPF has delivered on several fronts. Procurement activities are now more closely aligned with sector outcomes and country strategies, reflecting a shift from transactional compliance to strategic enablement. Country ownership has increased through expanded use of diagnostics and BPS, and fiduciary controls have been strengthened through audits, reviews, and complaint handling reforms. These achievements demonstrate the Framework's flexibility and its ability to adapt to diverse operational contexts. Strategic procurement is now embedded in 42% of new project designs, with a target of 75% by 2026.

Nonetheless, several challenges persist. Quality at entry and capacity continue to affect the pace and depth of reform. Uptake of strategic procurement tools remains uneven, with some PIUs requiring additional support to operationalize planning and diagnostic instruments. Procedural ambiguity in complaint handling and recurring issues in consultant selection highlight the need for further refinement of operational guidance. Addressing these gaps will require sustained investment, adaptive support models, and continued engagement with country stakeholders.

The review also identified opportunities to enhance harmonization with other MDBs, particularly in the areas of diagnostic

alignment, capacity building, and performance monitoring. As the Bank continues to pursue its Ten-Year Strategy and deepen its engagement with borrower systems, the OPF must evolve to support more integrated, results-oriented approaches to procurement governance.

Strategic Takeaways and Next Steps: The findings of this review point to several strategic takeaways. First, the expansion of BPS usage reflects a major shift in operational practice and a growing confidence in BPS. However, this expansion has been uneven, and fragile regions require tailored support and hybrid models to ensure effective implementation. Second, the Bank's oversight tools, particularly audits and IPRs, have proven effective in reducing misprocurement and improving compliance but must be scaled and refined to address emerging risks.

Third, capacity building efforts have delivered measurable results, with increased institutional depth and improved procurement performance across regions. Stakeholders were generally trained across 35 countries; Most of the PIUs reported improved capacity, and VfM requirement are integrated into project design. Sustaining these gains will require continued investment and the development of regional procurement hubs to support BPS. Finally, the persistent concentration of high-value contracts among Non-RMCs highlights the need for targeted interventions to promote equity and strengthen RMC participation.

The report recommends immediate operationalization of KPI governance and a live Procurement Impact Dashboard to convert headline progress into targeted oversight and capacity action (see 10.3).

Looking ahead, the Bank should prioritize the finalization and deployment of the Procurement Impact Dashboard to track strategic outcomes and inform decision-making. Expanding regional procurement hubs, with increased country procurement staffing representation, updating SOPs for complaint handling and consultant selection, and continuing harmonization efforts with other MDBs will be critical to sustaining momentum and deepening the impact of the Framework.

The Procurement Tracking System (Dashboard) will consolidate KPIs across lead time, BPS uptake, audit coverage, and supplier equity, enabling real-time oversight and regional benchmarking. Strengthening the monitoring of strategic procurement tools and their integration into country programming will also help ensure that procurement continues to serve as a driver of development effectiveness.



1. Introduction

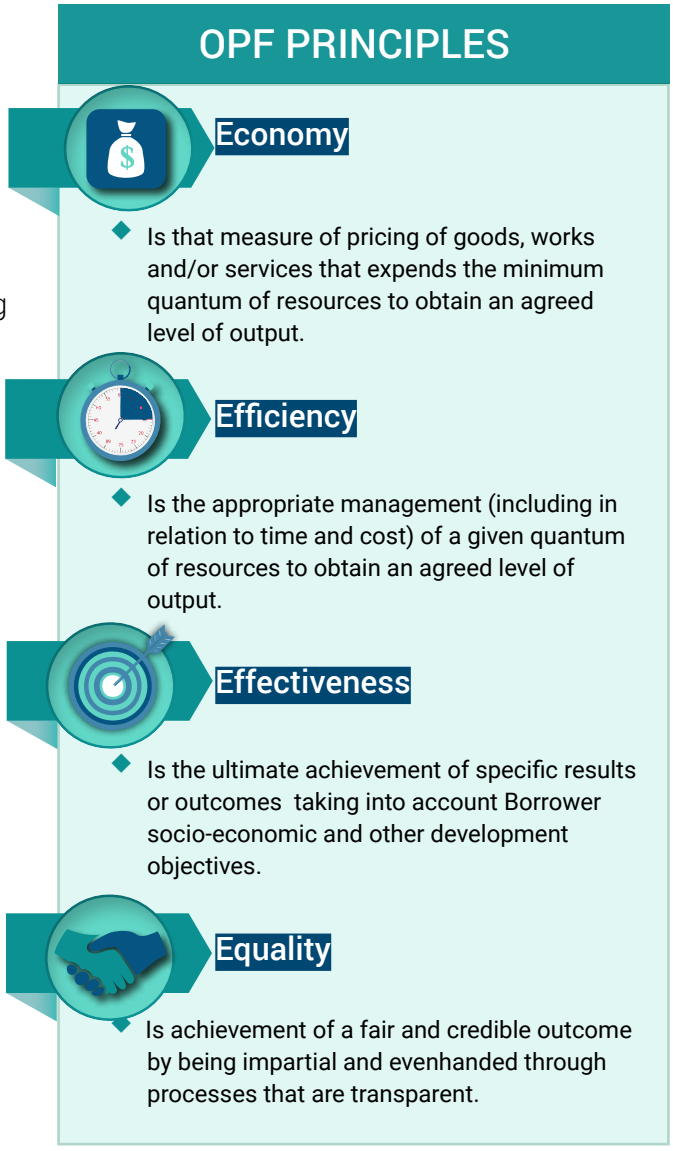
1.1 Purpose and Scope

This report presents a comprehensive review of the implementation of the Bank's Operations Procurement Framework (OPF), adopted in 2015 and operationalized in 2016. It evaluates how effectively the OPF has delivered on its dual mandate of ensuring fiduciary assurance while advancing development effectiveness, across sovereign operations, borrower systems, and institutional reforms.

The review draws on quantitative data where available, country diagnostics, and performance metrics. It aims to:

- Assess the operational uptake and strategic alignment of the OPF.
- Examine the effectiveness of fiduciary oversight and development of support mechanisms.
- Identify systemic challenges and emerging trends.
- Propose actionable recommendations to guide the next phase of implementation.

This report is intended for the Board of Directors of the Bank, senior management and operational teams seeking to understand the strategic trajectory of procurement reform within the Bank's sovereign operations.



1.2 The Dual Mandate of the OPF

The OPF was designed to serve two interlinked objectives:

- **Fiduciary Assurance:** To safeguard the use of Bank resources through robust oversight, risk mitigation, and compliance mechanisms. This includes tools such as prior and post reviews, procurement audits, Independent Procurement Reviews (IPR), and inspections.
- **Development Effectiveness:** To enhance procurement outcomes by supporting borrower systems, promoting value for

money (VfM), and enabling sustainable institutional reform. This involves tailored procurement approaches, capacity building, and diagnostic tools such as the Methodology for Assessing Procurement Systems (MAPS) and Borrower Procurement Assessment Reports (BPARs) where MAPS reports are not available.

These mandates are not siloed. Fiduciary tools provide critical insights that inform development support, while strengthened borrower systems reduce fiduciary risk over time. The OPF's flexibility allows for context-specific application, balancing control with capacity enhancement.

See Sidebar for definitions of the procurement principles.

OPF considerations



Proportionality in approach requires

- (i) Applying the above procurement principles in a balanced manner in any Bank-financed procurement intervention so that each principle is appropriately calibrated and optimized taking into consideration RMC and project contexts to ensure VfM; and
- (ii) Framing of procurement-related risk mitigation and capacity building measures consistent with sound project performance and development effectiveness.



Predictability

- Predictability in approach requires a rigorous application of these principles in consistent ways to promote uniformity of outcomes in substantially similar contexts.



Clarity

- Clarity in approach requires express and reasoned articulation in commonly understood ways.

1.3 Evolution of the OPF

To provide historical context, the following timeline summarizes key milestones in the development and implementation of the OPF:

Table 1. Evolution of the OPF

Year	Milestone
2013–2015	Design and consultation phase, including stakeholder engagement and benchmarking against international best practices
2015	Board approval of the Bank's Operations Procurement Framework
2016	Operational launch; issuance of core policy documents
2017–2019	Initial implementation; development of guidance notes, templates, and training modules
2020–2022	Integration of country diagnostics (MAPS, BPAR, RACI); rollout of Framework Agreements and strategic procurement tools
2023–2024	Strategic review of implementation; development of KPI dashboards & regional performance tracking
2025	Current review and formulation of recommendations for the next phase of reform
2025-2026	Evaluation of the Procurement Framework by IDEV (Independent Development Evaluation)

This reflects the Bank's commitment to continuous improvement, adaptive learning, and alignment with other Multilateral Development Banks (MDBs) and procurement standards.

1.4 Structure of the Report

This report is structured to support both strategic decision-makers and technical reviewers. The main body presents a high-level synthesis of key findings, institutional insights, and priority recommendations. Detailed procurement statistics, figures, and methodological notes are consolidated in Annex 1 to ensure transparency and facilitate deeper analysis. Readers seeking headline trends and operational implications may focus on Sections 1–6, while those requiring disaggregated data and validation evidence are encouraged to consult the annex. To guide the reader, the report is organized into eight sections:

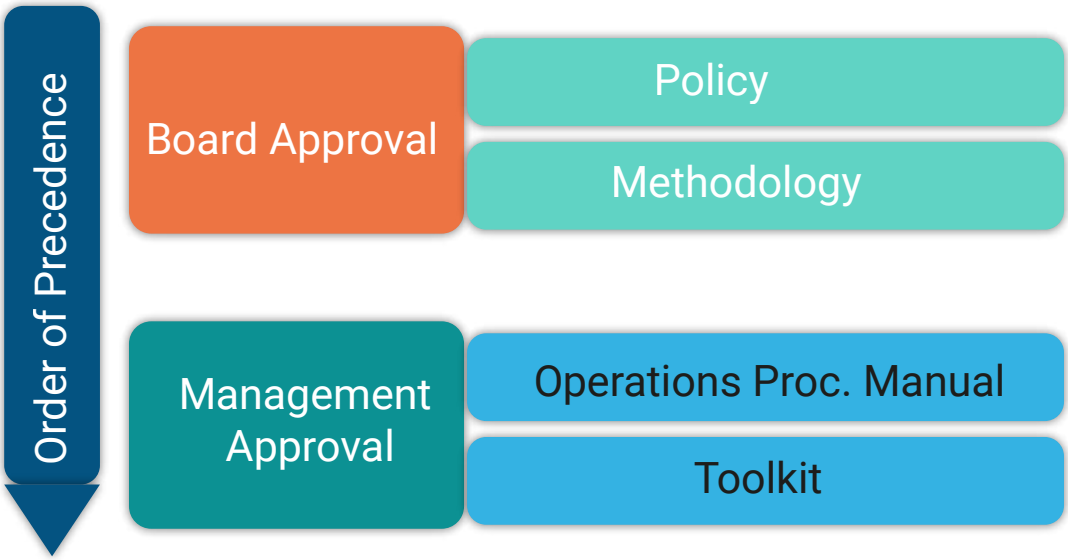
1. **Introduction:** Establishes the context, objectives, and dual mandate of the OPF.
2. **Methodology and Approach:** Describes the review framework, data sources, and analytical tools used.
3. **Implementation of the OPF:** Assesses operational uptake, policy alignment, and institutional integration.
4. **Fiduciary Oversight and Compliance:** Evaluates risk mitigation, prior/post reviews, and audit mechanisms.
5. **Development Effectiveness and Borrower Systems:** Reviews support to country procurement systems, diagnostics, and reform pathways.
6. **Procurement Statistics, Timelines and Performance Trends:** Presents data on procurement volumes, timelines, regional distribution, performance metrics and the structure of the market.
7. **Strategic Diagnostics and Country Readiness:** Summarizes MAPS, BPAR, and Report on Assessment of Critical Indicators (RACI) findings, highlighting reform maturity and readiness levels.
8. **Country Readiness for Procurement Reform:** Maps regional readiness for procurement reform and identifies reform trajectories, institutional bottlenecks, and strategic implications for Bank support.
9. **Policy Impact and Strategic Outcomes:** Analyzes KPI dashboards, regional performance, and institutional learning.
10. **Conclusions and Recommendations:** Synthesizes key findings and proposes strategic priorities for the next phase of implementation.

Each section builds on the previous, offering a layered understanding of how the OPF has evolved, what it has achieved, and where strategic attention is now required.

1.5 The Bank's Operations Procurement Framework

The OPF includes four key documents: (i) The Procurement Policy for Bank Group-Funded Operations (Policy); (ii) Methodology for the Implementation of the Procurement Policy of the African Development Bank Group (Methodology); (iii) OPM for AfDB; and (iv) The Procurement Toolkit (Toolkit).

Figure 1. The OPF



The Policy being the overarching document is largely principles-based. It outlines its vision of VfM which is achieved by striking the right balance between the four guiding principles of Economy, Efficiency, Effectiveness and Equity. The Methodology which goes with the actual Policy Document is aimed at providing guidance and explaining the approach for implementing the Policy under Bank-funded operations. Both the Policy and Methodology were published on the Bank's website, after their approval by the Board of Directors, in October 2015.

The OPM deals with the practical application of the Policy. It provides detailed explanations and examples to ensure consistent, standardized, and harmonized application of the Policy. **The Toolkit** is a live repository of documents and contains directional guidance in the form of: (i) standardized documents, (ii) sample documents, (iii) guidance notes, (iv) formats, and (v) templates to support the execution of the Policy. Key elements of the Toolkit were completed and published on the website in December 2020.

2. Methodology and Approach



This section outlines the evaluative framework used to assess the implementation of the OPF. It describes the mixed-method approach, combining portfolio analysis, diagnostic reviews, stakeholder consultations, and performance dashboards, to ensure both breadth and depth of insight. By anchoring the review in principles of strategic relevance, institutional effectiveness, and development impact, the methodology enables a nuanced understanding of how procurement reforms have translated into operational practice."

2.1 Review Objectives and Scope

This review assesses the implementation of the OPF across sovereign operations from 2016 to 2024. It examines the extent to which the OPF has delivered on its dual mandate of fiduciary assurance and development effectiveness by analyzing operational uptake, oversight mechanisms, country system integration, and strategic outcomes.

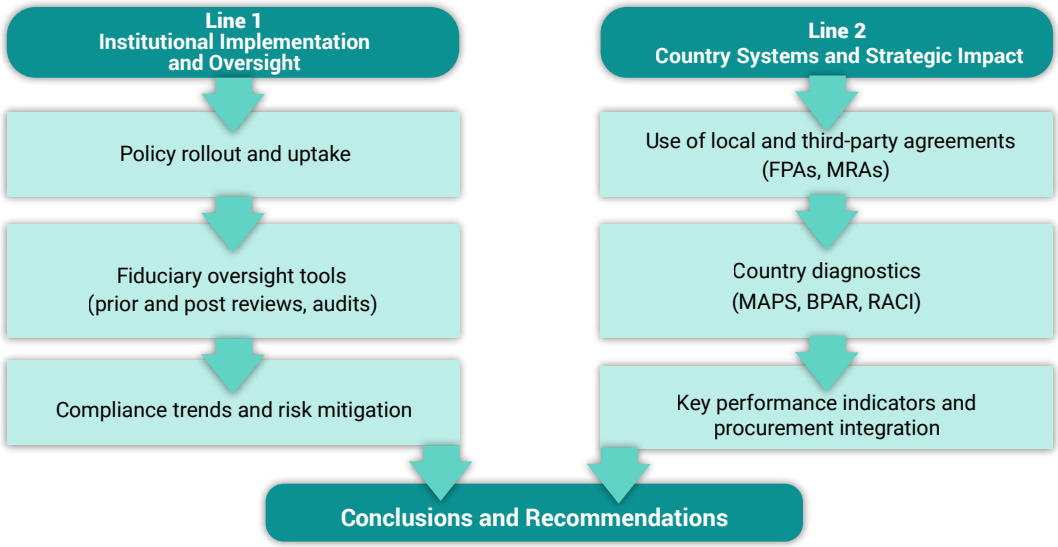
The scope includes:

- Procurement activities financed under sovereign operations.
- Use of Bank and Borrower Procurement Systems (BPS).
- Country diagnostics and reform readiness.
- Performance metrics and strategic impact indicators.

2.2 Analytical Framework

The review is structured around two complementary lines of inquiry assessing the OPF's impact as detailed below and in the following figure:

Figure 2. Analytical Framework



- **Line 1: Institutional Implementation and Oversight:** Focuses on how the Bank has operationalized the OPF internally, including:
- Policy rollout and uptake
- Fiduciary oversight tools (e.g. prior/post reviews, audits)
- Compliance trends and risk mitigation

- **Line 2: Borrower Systems and Strategic Impact:** Assesses how the OPF has supported country-level reform and development outcomes, including:
- Use of BPS and third-party agreements (FPAs, MRAs)
- Country diagnostics (MAPS, BPAR, RACI)
- KPI performance and strategic procurement integration

2.3 Data Sources and Tools

The analysis draws on a variety of data sources and evaluative tools to ensure a comprehensive examination of the OPF's impact. These include SAP-PS procurement data spanning 2016 to 2024, which provide quantitative insights into procurement activities and trends over time. Additionally, procurement audit reports and post review findings offer detailed assessments of compliance, fiduciary oversight, and risk mitigation efforts. Country diagnostic reports, such as MAPS, BPAR, and RACI, are utilized to evaluate the effectiveness of borrower systems and the progress of strategic reforms supported by the OPF. KPI dashboards and performance tracking tools present ongoing monitoring results, highlighting key procurement performance indicators and integration of strategic procurement practices. The analysis is further informed by qualitative input gathered through interviews and feedback from Managers and Procurement Specialists, providing valuable perspectives on implementation challenges and successes at both institutional and country levels.

2.4 Limitations

Although this review provides thorough coverage, it is important to acknowledge a number of inherent limitations as detailed below.

- **Data Gaps:** Some procurement records were incomplete or inconsistently coded in SAP-PS, particularly in early years.
- **System Reliance:** The analysis depends heavily on SAP-PS data, which may not fully capture quantitative and qualitative aspects of procurement performance.
- **Exclusion of Special Account Contracts:** Contracts financed through Special Accounts were excluded due to limited traceability and inconsistent reporting.
- **Diagnostic Coverage:** Not all Regional Member Countries (RMCs) have undergone MAPS or BPAR assessments, limiting comparability across regions.

These limitations were mitigated through triangulation with qualitative inputs and cross-referencing with audit and diagnostic reports.



3. Implementation of the Operations Procurement Framework

This section assesses how the Bank operationalized the Bank's Operations Procurement Framework across its sovereign operations. It examines the rollout of core documents, diagnostic tools, and capacity-building initiatives, highlighting the shift from transactional oversight to strategic enablement.

3.1 Overview

Implementation of the OPF, being anchored on the principle of VfM and the concept of Fit for Purpose (FfP), was foreseen to require a paradigm shift in thinking from the simple execution of transactional activities involving prior and post reviews, to the risk- based approach requiring undertaking country, sector, and project diagnostic assessments. The essential requirements for successful implementation of the OPF were laid out in the Board Memorandum dated 14 October 2015 and the status of its implementation is as follows:

Table 2. Status of implementation of the OPF

Item No.	Documents & Activities	Implementation Status	Comments
1.	Procurement Framework Documents: ◆ Procurement Policy ◆ Methodology OPM ◆ Procurement Toolkit	 ◆ Completed ◆ Completed ◆ Completed ◆ Continuous update	 ◆ Ongoing updates ◆ Ongoing updates to Part A-Volume 2 (Specialized Procurement) ◆ The Presidential Directive for Accreditation and the Guidance Note on complaints were completed.

Overall, the Bank implementation of the OPF within the Bank's lending operations is progressing well, even though the application of the OPF has raised several policy areas that need to be fine-tuned and therefore it is envisaged that certain modifications will be undertaken on the Policy.

3.2 International Workshops on Strategic and Sustainable Reforms

The Bank, as one of its founders, continues to support the African Public Procurement Network (APPN). The APPN is the largest gathering of public procurement officials on the continent. During its General Assembly, the most pertinent issues related to public procurement in Africa are discussed and important strategic decisions are taken. The Bank continues to engage the APPN Secretariat since its creation and regularly supports the General Assembly which takes place every year in a specific African country. The Bank is also financing the planned General Assembly in Harare, Zimbabwe during November 2025.

SNFI regularly represent the Bank in the international shareholders group that managed the MAPS' initiative. The Bank is a regular participant of the working groups for the development of MAPS supplementary modules. The Bank has also consistently provided financial support to the MAPS Secretariat which enabled the Bank to continue on the steering committee.

As part of its efforts to create a cadre of public procurement professionals with world-class skills, necessary for the efficient and effective delivery of projects and programs in the RMCs, the Bank continued to support the International Masters' in Public Procurement Management (IMPPM) which is a full time, advanced, postgraduate Masters' Degree Program delivered at the Tor Vergata University of Rome, Italy. The Bank's above-mentioned support was in the form of sponsoring African students and participating in delivering lectures on MDBs' procurement policies.

3.3 Member Country Capacity Building

Procurement Capacity development initiatives are consistently conducted in the RMCs in order to continually improve the quality of the procurement frameworks of the countries and ultimately increase the use of the systems in Bank funded operations for more efficiency and effectiveness. These initiatives are generally based on the outcomes of the audit, IPR, etc. reports but above all on the Capacity Development Action Plans (CDAP) that result from the various MAPS assessments conducted with the technical and/or financial support of the Bank.

The Bank's procurement experts regularly provide technical support to the countries in their procurement policy reforms. Moreover, continued efforts are made in conducting procurements training, workshops, fiduciary clinics, etc. to the procurement people in the RMCs and when appropriate in collaboration with other MDBs.

The Bank is planning in collaboration with ITC-ILO to introduce a procurement certification programme for Bank funded operations. Called BuildProc it aims to develop Borrower's staff responsible for procurement activities under Bank funded projects to increase their skills set and professionalize the procurement. This programme is currently being satisfactorily implemented by IFAD and ADB. More information on procurement capacity building in RMCs is provided in Annex 2.

3.4 Dialogue with MDBs, Bilateral Organizations, and Industries

The Bank as a key member continued to participate in the Heads of Procurement Forum which involves all other MDBs. The Heads of Procurement meet virtually every month and in-person twice a year to discuss emerging issues and topics in public procurement such as VfM Global MDBs' agenda on harmonization and use of country

platforms, mutual reliance agreements, sustainable procurement, promotion and development of Small to Medium Enterprises, contract management etc. Equally, the Bank also continued to engage in dialogue with other international bodies who represent the engineering and construction industries (such as FIDIC, CICA, etc.)

3.5 Procurement Toolkit

The Bank has developed a comprehensive Procurement Toolkit designed to support RMC in strengthening their procurement processes[1]. This toolkit features Standard Bidding Documents (SBDs) and accompanying guidance documents that provide essential resources for borrowers and implementing agencies. By offering clear instructions and templates, the toolkit facilitates compliance with best practices and ensures consistency across projects funded by the Bank.

Based upon the OPF, October 2015, the new SBDs have been prepared in both French and English and released together with their respective User's Guides where applicable.

These documents are compiled by the AfDB for use by its Borrowers and become effective upon publication on the Bank's Website. The toolkit is intended to be utilized in projects where the Financing Agreement references the OPF, October 2015, as may be amended over time, thereby supporting RMC in implementing transparent and efficient procurement procedures.

The following provides a comprehensive list of SBDs, as well as detailed information on the Standard Forms, Templates, and other related documents released as part of the Procurement Toolkit.

Table 3. Standard Forms, Templates, and other related documents released

Standard Bidding Document	Release Date
Goods One Envelope	August 2021
Goods Two Envelope (With MEAT)	August 2021
Large Works One Envelope After Prequalification	August 2021
Large Works One Envelope Without Prequalification	August 2021
Prequalification Document	August 2021
Small Works One Envelope	August 2021
Small Works Two Envelope	August 2021
Request for Proposal	August 2021
Design, Supply & Installation, One Envelope, Without Prequalification	December 2021
Design, Supply & Installation, One Envelope, After Pre-qualification	December 2021

1. Updates to the Operational Procurement Manual (OPM) and Toolkit are managed by the Procurement Policy and Services Department (SNFI). Revisions are version-controlled and undergo internal technical review prior to dissemination. Final updates are circulated via email to operational staff, uploaded to the SNFI intranet portal, and integrated into training materials. Feedback from field teams is periodically collected to inform future revisions and improve usability.

In anticipation of an effective use of rated criteria in Bank funded operations, these bidding documents will be reviewed and updated as appropriate. The update in both English and French will also ensure consistency with the FIDIC 2017 reprinted 2022 conditions of contracts

The following guidance documents have been developed to assist borrowers in implementing and operationalizing the new requirements of the OPF.

Table 4. Guidance documents to assist borrowers

Guidance Notes, Standard Forms, Templates and Other Documents	Release Date
Guidance Note - Beneficial Ownership	August 2020
Guidance Note - Oversight-BANK PMPs	August 2020
Guidance Note - Oversight-BPS	August 2020
Guidance Note - Oversight-Third Party PMPs	August 2020
Guidance Note - Procurement Planning	November 2020
Guidance Note - Sustainable Public Procurement, Second Edition	December 2025
Guidance Note - Handling Procurement Complaints	October 2022
Standard Bid Evaluation Guide for Procurement of Goods and Works	Regularly updated as appropriate
Detailed Procurement Plan Template	
Simplified Procurement Plan Template	
Procurement Plan Template – Annexed To the Financing Agreement	
Guidelines for Procurement under community-based investment projects	
Model of General Procurement Notice (GPN)	
Model of Specific Procurement Notice (SPN)	
Model of Request for Expression Of Interest (EOI)	
Goods & Works Contract Award Publication Form	
Consultant Contract Award Publication Form	

Building on the activities and initiatives outlined above, the following section assesses the strategic impact of the OPF across key performance dimensions. It synthesizes quantitative and qualitative evidence to inform future reform priorities.

4. Fiduciary Oversight and Compliance



This section examines how the Bank's oversight tools have evolved to balance decentralization with risk mitigation. It reviews audit mechanisms, post-review findings, and complaint handling systems, offering insight into how fiduciary integrity is maintained across diverse operating contexts.

4.1 Procurement Audits and Post Review

Procurement Audits under BPS (ProcA)

The adoption of Borrowers' Procurement Systems (BPS) represented a major shift in the OPF, with the Bank increasingly prioritizing the approval and utilization of borrowers' systems over the past nine (9) years. The use of BPS is discussed in detail in Sub- section 4.2. This section examines the submissions by Borrowers and the review by the Bank of Procurement Audit (ProcA) Reports under BPS.

The requirement in the Procurement Policy for ProcAs to be submitted by Borrowers under BPS entered into force in January 2016. Therefore, only projects that were approved and became effective from 2016 to 2024 that incorporated the use of BPS, were required to submit ProcAs. Consequently, for those projects, the earliest ProcAs were expected to be available by the end of 2020 while delivery of the others will only be required in the subsequent years.

Pursuant to executing this requirement, by 2024 about 90% of the ProcAs due for the period were effectively submitted by the Borrowers. Main issues highlighted in those reports relate to: (i) Lack of capacity in national procedures of PIU members; (ii) Inadequate budget estimate compared to actual bid amounts; (iii) Absence of bid register as evidence of number of bids submitted; (iv) Absence of publication of bid awards; (v) absence of Project procedures manual; (vi) advance paid without a guaranty provided by the Contractor; (vii) GPN not published at the beginning of the Project; (viii) Absence of standstill period; (ix) inadequate archiving of documents; (x) Procurement process not suspended during complaint handling.

There has been a substantial improvement through time in the submission rate of reports, yet the reasons for the late submissions of reports include the following: (i) delays in the approval of financing agreements at country level which cause delays in project commencement; (ii) processing of procurement transactions not sufficiently advanced to warrant the mobilization of auditors; (iii) The Project decided to use Bank Procurement Procedures for contracts which were supposed to be done under BPS and the change of regime has been approved by the Bank; (iv) delays by the EAs in planning and recruiting the Auditors.

The following actions have been considered over the review period to improve the quantitative delivery of procurement audit reports:

- A guidance through the OPM on when it may be required to conduct a ProcA

considering the number of contracts, or the value of contracts awarded under BPS. Extensive guidance has also been included in the Guidance Note on Bank's Oversight when using BPS;

- For countries where the capacity of procurement audit firms is limited, the ProcA will be combined with the financial audit; and the Bank in collaboration with RMCs is working on building capacity of private auditors and Supreme Audit Institutions (SAIs); and
- Projects where the level of resources used under BPS is substantial, the Borrower recruits individual consultants to conduct ProcAs and funding will be included under the projects.

The quality of the ProcA reports submitted has been reviewed, and most reports were found globally acceptable with respect to the scope, the methodology followed by the auditor, qualification of the audit team and the conclusions and recommendations which were summarized in actions plans. Some recurrent issues are, however, raised such as:

i. weak archiving systems for procurement documents;
ii. delays in the contracts' award and approval processes at the level of national institutions in charge of controlling the procurement process;
iii. inappropriate packaging based on the nature of goods in bidding documents;
iv. contracts approval after bid validity period; and
v. non-compliance with payments schedules.

The Bank continues to address these issues through capacity building activities

Prior and Post Review under Bank PMPs

The Bank undertakes reviews ex-ante and provides its "no objection" to the Borrower's procurement activities, as an oversight activity when the Bank's PMPs are being used. In 2024, prior review of more than 7,560 (7,638 in 2023) procurement documents and decisions were carried out. These comprised Bidding Documents (BDs); Bid Evaluation Reports (BERs), Request for Proposals (RFPs); and Technical and Financial Evaluation Reports submitted by Borrowers.

The following table and figures presents a comparative analysis of procurement document reviews and their average durations for the years 2022, 2023, and 2024 across several categories. Overall, there was a steady increase in the total number of documents reviewed, rising from 5,988 in 2022 to 5,350 in 2024, with a slight dip in 2023. Average review durations also showed an upward trend, moving from 8.10 days in 2022 to 12.42 days in 2024. Notably, 'Consultants RFP' and 'Consultant Technical Evaluation' categories experienced significant increases in both the number of documents reviewed and the time required, with the average duration for 'Consultant Technical Evaluation' growing from 8.20 days in 2022 to 14.62 days in 2024. Similarly, 'BD Goods' and 'BER Works' saw both the number of documents reviewed and the average duration climb, indicating more rigorous and possibly more complex review processes. These trends suggest an overall increase in procurement activity and complexity, reflected in both volume and the time required for thorough evaluation across most contract types.

Table 5. Documents Prior Reviewed and Average Time to Review

Type	2022	2022	2023	2023	2024	2024
	No. of Docs Reviewed	Average Duration	No. of Docs Reviewed	Average Duration	No. of Docs Average Duration Reviewed	Average Duration
GPN/SPN (AGPM+AM et AAO B&T)	1256	4.2	1360	6.74	1273	6.45
Procurement Plan (PPM)	666	7.2	670	11.44	679	10.96
BD Goods (DAO B)	213	9.35	233	11.82	248	13.65
BD Works (DAO T)	181	9.35	133	10.44	146	10.42
BER Goods	211	10.0	186	13.09	245	14.1
BER Works	159	9.7	156	12.73	197	15.68
Consultants RFP (REMI, LR, DDP, LIC)	1250	6.85	1040	10.62	1490	13.4
Consultant Technical Evaluation (REOT)	887	8.2	514	11.44	462	14.62
Consultant Financial Evaluation (REOF et REC)	1165	8.35	752	10.3	610	12.5
Total SPM	**5988**	**8.1**	**5021**	**10.56**	**5350**	**12.42**

Figure 3: Number of Documents Reviewed

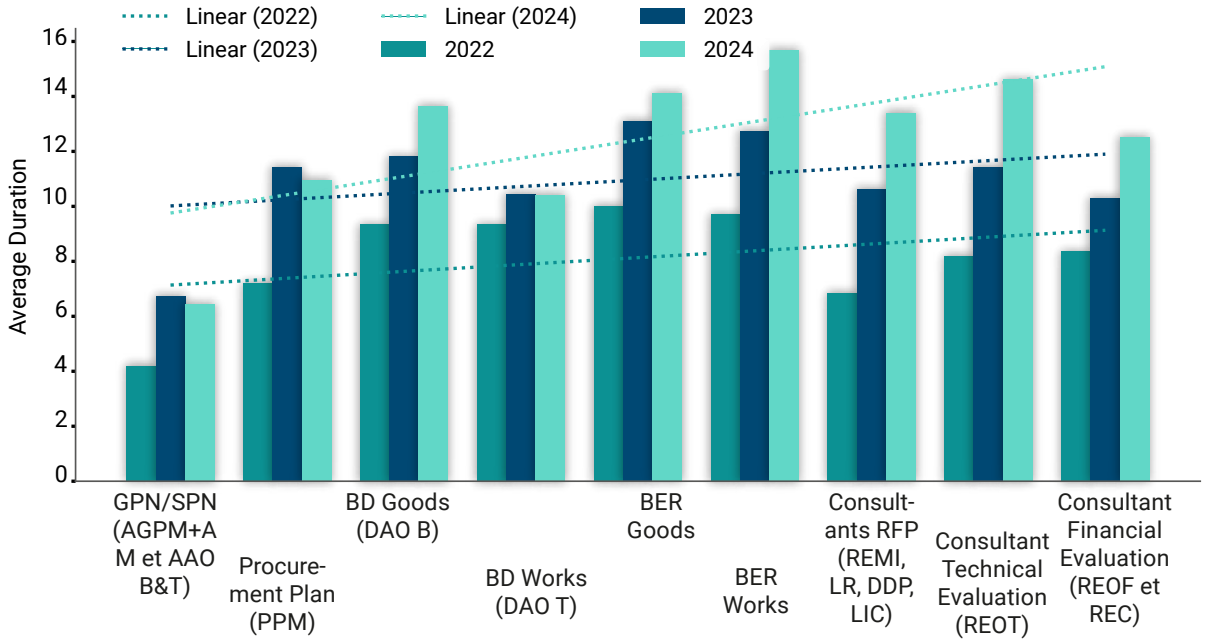
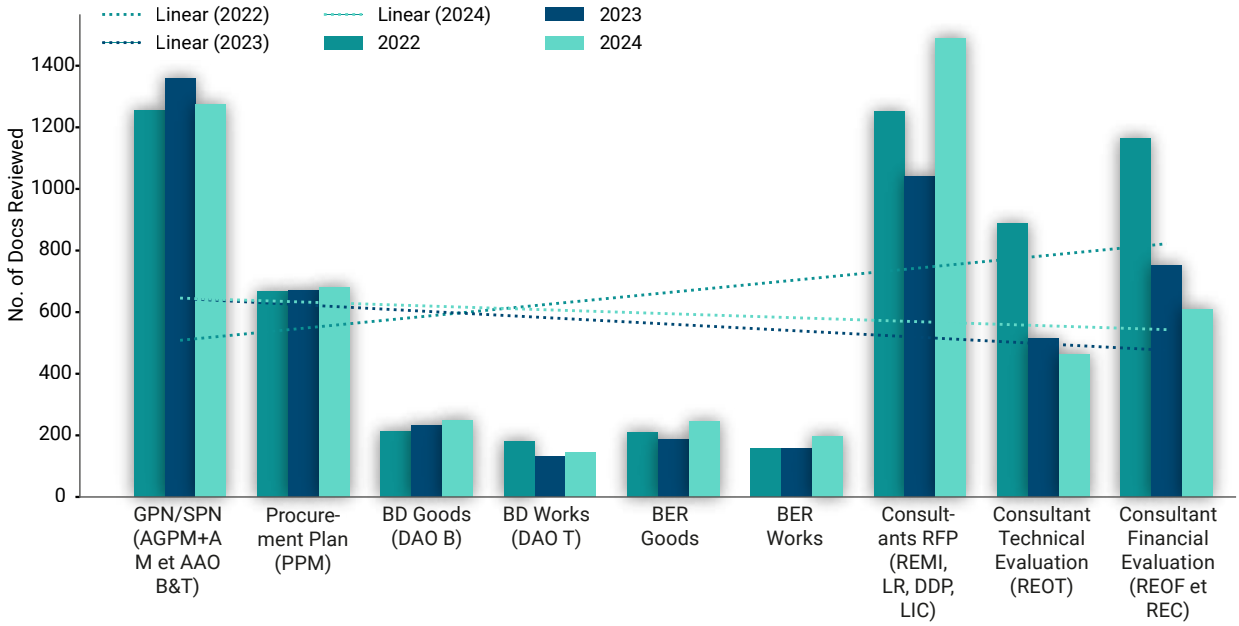


Figure 4: Average Duration of Review



In accordance with the Delegation of Authority Matrix in force, most procurement prior reviews are done at Country and Regional office level by Procurement Specialists and Regional Procurement Coordinators. All clearances done at Headquarters were for complex procurement cases.

Following a prior assessment of the capacities of the project Executing Agencies and the adequacy of the oversight mechanism in the country, the Bank may review ex-post the Borrower's procurement activities under specific transactions when Bank PMPs are being used.

In 2024, a sample of 114 contracts were post reviewed compared to 84 in 2023 and increase of 30 contracts. The following table indicates the distribution of reviews over years 2022, 2023 & 2024.

Table 6. Distribution of Types of Contracts Post-Reviewed by Region

Year/Region	Type of contract	Number reviewed	Contract value
	Total 2024	**114**	**55,344,865.61**
North	Goods	8	46,596,862.00
	Works	3	303,375.00
	Consultants	5	239,810.00
West	Goods	28	1,683,758.50
	Works	17	371,847.77
	Consultants	41	5,793,064.63
Central	Goods	0	-
	Works	0	-
	Consultants	0	-
East	Goods	1	19,867.39
	Works	2	50,887.07
	Consultants	1	42,500.19
South	Goods	2	87,169.67
	Works	0	-
	Consultants	6	155,723.39
	Total 2023	**84**	**44,898,859.78**
North	Goods	14	21,034,886.00
	Works	16	5,986,544.49
	Consultants	5	364,363.00
West	Goods	12	1,041,020.68
	Works	3	2,607,674.60
	Consultants	8	1,000,914.35
Central	Goods	0	-
	Works	11	12,387,559.57
	Consultants	0	-
East	Goods	2	193,046.76
	Works	0	-
	Consultants	2	54,534.27
South	Goods	8	125,319.14
	Works	2	64,906.55
	Consultants	1	38,090.37
	Total 2022	**190**	**74,976,817.85**
North	Goods	14	3,193,568.42
	Works	31	26,838,253.12
	Consultants	3	74,758.00
West	Goods	30	4,064,716.00
	Works	20	12,059,021.00
	Consultants	33	2,310,301.00
Central	Goods	7	316,144.00
	Works	36	25,460,578.00
	Consultants	1	29,950.00
East	Goods	6	81,021.10
	Works	1	382,016.27
	Consultants	1	144,957.93
South	Goods	7	21,533.00
	Works	0	-
	Consultants	0	-

The key deficiencies highlighted in the post reviews included the following: (i) absence of proper filing systems in the EAs; (ii) non-adherence to Procurement Plans (PPs) and approved rules and procedures (Bank or Borrower); (iii) issues in contract management (delays in implementation, multiplication of contract amendments); (iv) contract award beyond bid validity; (v) issues in advertising procedures; (vi) inappropriate handling of complaints; (vii) late payments; and (viii) systematic performance evaluation for consultancy services not undertaken by the EA.

The majority of highlighted deficiencies were minor in nature. The cases of red flags are referred to PIAC for investigations. The minor deficiencies identified have been brought to the attention of the concerned Borrowers together with proposals for mitigation measures to be implemented and follow-up is undertaken during supervision missions. These issues and mitigation measures are also discussed during procurement clinics and other Borrowers' staff training.

4.2 Independent Procurement Reviews

The Bank is entrusted with the responsibility of conducting Fiduciary Inspection Reviews (FIRs) of Bank-financed investment projects. The FIRs play an important role in the Bank's general fiduciary review responsibility by: (i) acting as a reinforcement for Bank management, staff and Borrowers of the importance of their respective fiduciary (procurement and financial management) responsibilities; (ii) creating a deterrent to negligence in fiduciary management, decision-making, and oversight, to ensure that an environment conducive to poor governance and/or corrupt and fraudulent practices is not allowed to develop and that any such practices are brought to light and eliminated; and (iii) monitoring both procurement and FM and stimulating corrective action by the appropriate parties wherever non-compliance or deficiencies are identified.

Independent assessments of specific projects in various countries including Senegal, Tanzania, Kenya, and Burkina Faso have been conducted between May 2019 and September 2023. These inspections covered sectors such as energy, agriculture, transport, and water and sanitation. The number of contracts reviewed per project ranged from 3 to 10, with fiduciary risk ratings spanning from moderate to high. The main areas of concern identified included contract management, contract award, and quality of output. Notably, in all cases, there were no confirmed instances of misprocurement, and several investigations were conducted where red flags were raised. For example, in the Support to Higher Education Science and Technology Project, an investigation was completed with no sanctionable practices found. In Burkina Faso's PARDI project, one case was investigated though no further issues were reported. Overall, the assessments indicate diligent contract review processes, with substantial attention given to fiduciary risks and contract

management but no significant procurement violations detected. Full information is provided in Annex 3.

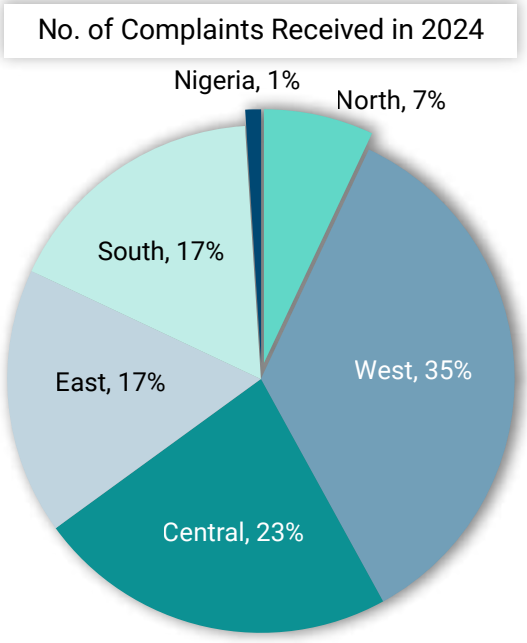
In 2024, a fiduciary inspection was carried out in Senegal, in response to fiduciary alerts reported as part of SNFI's supervision activities of Bank-financed projects and to the demand of the concerned operational department. Two (2) projects were inspected from Agriculture and Energy sectors. While in general, fiduciary (procurement & FM) activities were conducted in compliance with the respective financing agreements and the Bank's relevant fiduciary policies, some areas of critical concern relating to project preparation and contracts management were identified, namely:

- For the agriculture project, frequent changes due to incomplete studies and unsecured land caused delays and financial shortfalls. These issues are being addressed internally through improved preparation, RRs, and greater fiduciary staff involvement during contract management.
- The energy project was prepared in less than four months, preventing proper updates to technical, social, and environmental studies. This led to contract changes, delays, funding gaps, and was further complicated by the OMVG's complex structure involving four countries.

4.3 Complaint Handling and Enforcement

The OPF provides bidders, contractors, suppliers, service providers and consultants, at any time during the procurement process until contract award, to send copies of their communications on issues and questions with the Borrower, to the Bank, or to write to the Bank directly, when Borrowers do not respond promptly or satisfactorily to a complaint.

A total of 60 complaints were received and processed during 2024 up from 59 in 2023. The reasons for the increase are that Bidders are now utilizing the dedicated email address included in all Bank SBDs and also the Bidders' confidence in the Bank's recourse mechanism has increased. In all, 44 complaints were closed some of which were received in previous years. Based on the above, it appears that out of the 3,630 contracts awarded in 2024, only 1.5% were subjected to complaints, down from 2% in 2023.



There is a striking regional disparity, with the West accounting for the largest share at 35%, significantly outpacing all other areas. The Central region follows with 23%, while both East and South are evenly represented at 17% each. The North contributes a modest 7%, and Nigeria as a whole is represented by just 1%.

The following table and figure presents data on procurement complaints received from 2019 to 2024, highlighting several notable trends. Over the six-year period, the number of contracts was stable at around 3,000 in average. The number of complaints received was only 20 in 2019 then stabilizes around 60 in subsequent years. The percentage of complaints received relative to the number of contracts shows a marked increase from 0.7% in 2019 to a high of 2.2% in 2021, followed by a modest decline to 2.0% by 2024. Overall, the data suggests a period of heightened complaint activity around 2020–2021, possibly indicating increased scrutiny or stakeholder engagement, before settling into a lower, but steady, complaint rate in recent years.

Table 7. % Complaints received VS # of Contracts

Year	Total # of Projects	# of Projects with Complaints	# of Complaints Received	Complaints Closed	Complaints Out standing
2019	848	15	20	24	7
2020	962	51	61	52	24
2022	1033	34	49	37	12
2021	1066	55	68	47	21
2024	1156	48	60	44	17
2023	1252	48	59	38	21

Figure 5. % Complaints received VS # of Contracts

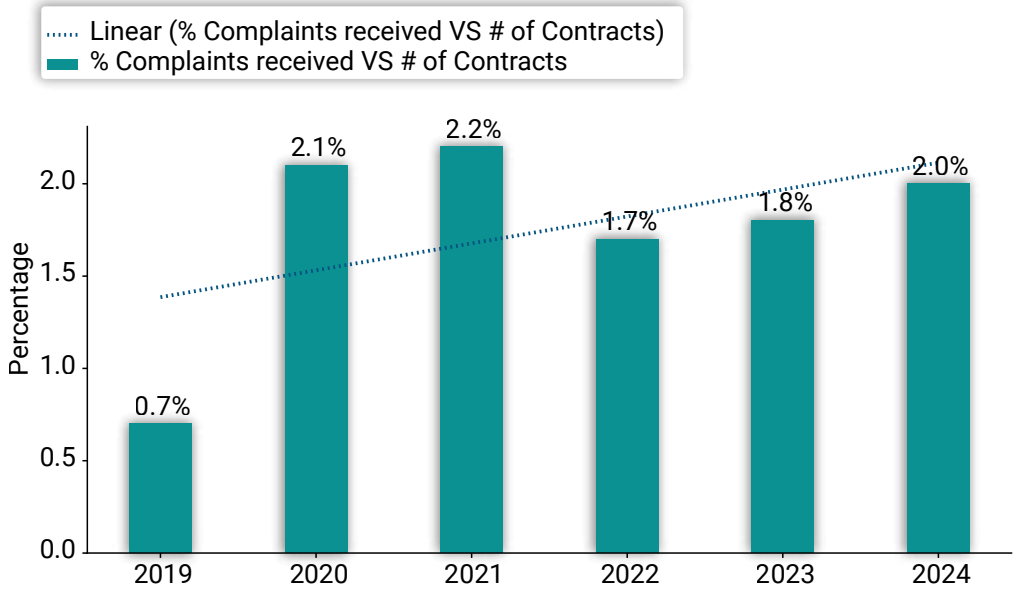


Table 8. Status of Processing of Procurement Complaints

Region	Total # of Projects	# of Projects with Complaints	# of Complaints Received	Complaints Closed	Complaints out Standing
2024					
North	116	4	4	3	1
West	305	15	21	12	9
Central	124	10	14	11	3
East	324	9	10	10	1
Nigeria	242	1	1	1	0
South	45	9	10	7	3
Total	**1156**	**48**	**60**	**44**	**17**
2023					
North	120	3	3	3	0
West	395	19	23	11	12
Central	137	10	14	10	4
East	311	7	8	4	4
South	246	8	10	9	1
Nigeria	43	1	1	1	0
Total	**1252**	**48**	**59**	**38**	**21**
2022					
North	87	5	7	7	0
West	305	5	8	5	3
Central	69	11	19	15	4
East	291	4	5	4	1
South	235	7	8	5	3
Nigeria	46	2	2	1	1
Total	**1033**	**34**	**49**	**37**	**12**
2021					
North	144	5	6	3	3
West	292	14	23	22	1
Central	70	10	12	6	6
East	277	15	15	8	7
South	232	10	11	8	3
Nigeria	51	1	1	0	1
Total	**1066**	**55**	**68**	**47**	**21**
2020					
North	82	8	11	13	2
West	228	12	17	20	5
Central	107	6	8	9	2
East	274	15	15	2	13
South	222	9	9	8	1
Nigeria	49	1	1	0	1
Total	**962**	**51**	**61**	**52**	**24**
2019					
North	68	4	5	6	2
West	193	5	9	8	4
Central	87	2	2	6	1
East	245	2	2	2	0
South	202	2	2	2	0
Nigeria	53	0	0	0	0
Total	**848**	**15**	**20**	**24**	**7**
2018					
North					
West					
Central					
East	239	8	14	12	2
South	200	1	1	0	1
Nigeria	50	1	1	1	0
Total	**489**	**10**	**16**	**13**	**3**

Region	Total # of Projects	# of Projects with Complaints	# of Complaints Received	Complaints Closed	Complaints out Standing
2017					
North					
West					
Central					
East	250	1	1	0	1
South	198	2	3	2	1
Nigeria	51	0	0	0	0
Total	**499**	**3**	**4**	**2**	**2**
2016					
North					
West					
Central					
East	214	12	14	10	4
South	160	5	6	3	3
Nigeria	46	0	0	0	0
Total	**420**	**17**	**20**	**13**	**7**

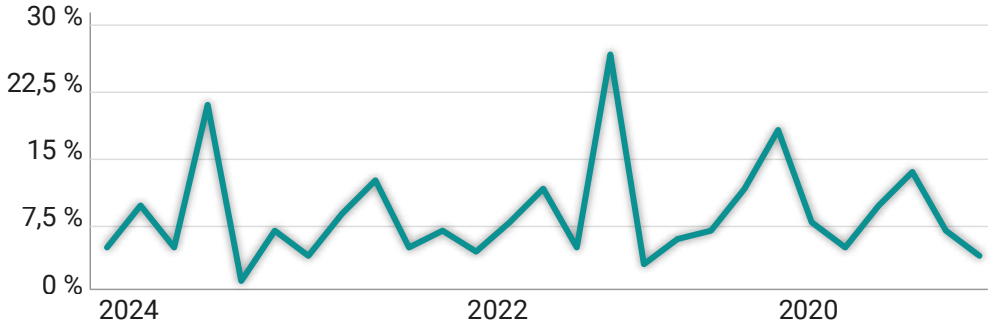
Analysis of procurement complaints spanning various regions from 2016 to 2024. It tracks several key metrics, including the total number of projects, the subset of projects with reported complaints, the volume of complaints received, the number of complaints resolved, and those still outstanding. Over this eight-year period, a consistent upward trend is evident in both the number of projects and the complaints registered, culminating in a peak in 2021 when 68 complaints were lodged across 1,066 projects. Regional differences are pronounced: the Central region has persistently recorded a higher ratio of complaints to projects, which points to ongoing difficulties in project delivery or the effectiveness of grievance resolution mechanisms. Similarly, the West and East regions have seen notable surges in complaint numbers, especially during years characterized by an increase in project activity.

Although the number of complaints closed has generally kept pace with the volume received, a recurring backlog of unresolved complaints is evident, particularly during periods of heightened complaint activity. In stark contrast, Nigeria consistently reports a minimal number of complaints relative to its overall project count. The latest data from 2022 to 2024 indicates a stabilization in the number of complaints received, with totals remaining around 59–60 complaints annually. There has also been a positive shift in the proportion of cases closed, yet some regions still grapple with notable outstanding issues. These observations suggest that while there have been improvements in complaint management processes, persistent regional disparities and recurring challenges, especially in the Central, West, and East regions, continue to demand focused attention and ongoing efforts to strengthen project execution and grievance resolution.

The following illustrates the percentage of complaints received relative to the number of projects across regions from 2019 to 2024. The regional segmentation, covering North, Central, South, West, East, and

Nigeria, indicates that complaint rates are not evenly distributed, pointing to potential disparities in project implementation or grievance mechanisms with the Central region constantly receiving a higher number of complaints by percentage.

Figure 6. Percentage of complaints received by number of projects from 2019 to 2024



4.4 Misprocurement

The Bank's Procurement Policy describes "misprocurement" as the contravention of the terms and conditions of the FA by the Borrower. The Bank does not finance expenditures under a contract for goods, works and consulting services if it concludes that such contract: (a) has not been awarded in accordance with the provisions in the FA and as further elaborated in the Procurement Plan (PP), to which the Bank provided no objection; or (b) could not be awarded to the bidder or consultant otherwise determined successful due to willful dilatory conduct or other actions of the Borrower resulting in unjustifiable delays, the successful bid or proposal being no longer available, or (c) involves the wrongful rejection of any bids or proposals; or (d) involves the engagement of a representative of the Borrower, or a recipient of any part of the proceeds of the Financing, in violation of the Bank's Integrity Framework.

Misprocurement cases were very few over the review period, suggesting improved compliance, but recurring issues in consultant selection warrant closer scrutiny.

5. Development Effectiveness and Borrower Systems



This section explores how procurement reform contributes to broader development goals. It focuses on the integration of borrower systems, Bank's procurement procedures, and third-party agreements, illustrating how procurement has become a strategic enabler of institutional reform and results-based programming.

5.1 Readiness Reviews (RR)

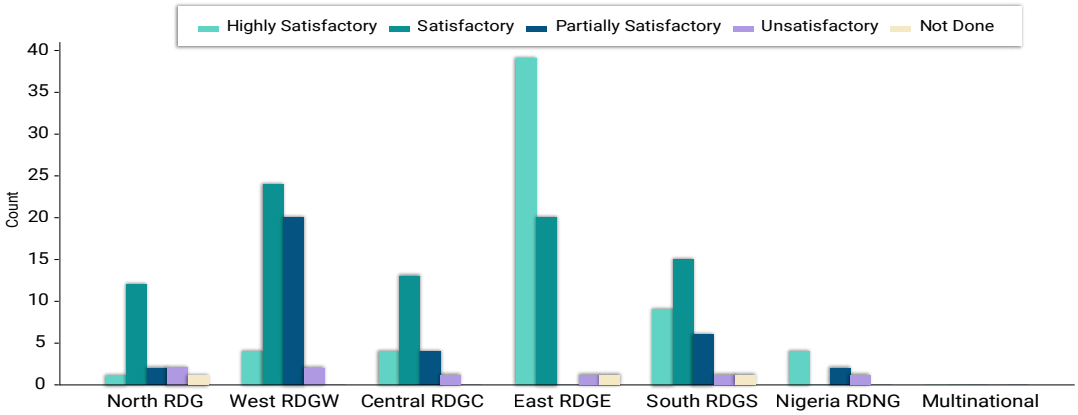
RR is a Quality at Entry (QaE) assessment tool integrated into the Bank's review process conducted on Operations as well as Country Strategy Papers. It addresses critical QaE issues during project and program preparation and design of fiduciary arrangements. The objective is to help improve the QaE of project documents, ensure project design and implementation arrangements are strengthened to increase the development impact on the utilization of Bank resources in public sector operations.

The PPR reviews both PCNs and PARs, with two rounds of PAR review to ensure identified weaknesses are addressed before final approval. As a demand driven activity, essentially all the PCNs and PARs are regularly readiness reviewed by the Procurement Specialists. Over this same period, there has been a notable rise in the proportion of reviews receiving highly satisfactory or satisfactory ratings, reflecting proposed mitigation measures to continuously improve the quality of procurement oversight activities. This upward trend highlights the positive impact of the OPF on strengthening fiduciary processes and ensuring project readiness across the Bank's operations. A more detailed chart of the ratings for PPR's in provided in Annex 4.

The reviews assessed PARs and related technical annexes on procurement and capacity risk at multiple levels, including mitigation measures. Procurement sections in PARs generally underwent two rounds of review with the objective to ensure that the suggestions made at the first review are duly taken into account at second review. The analysis shows that the quality is increasing with more ratings of highly satisfactory & satisfactory. The RR tool has helped project teams enhance the quality of documents for smoother Bank-funded operation implementation.

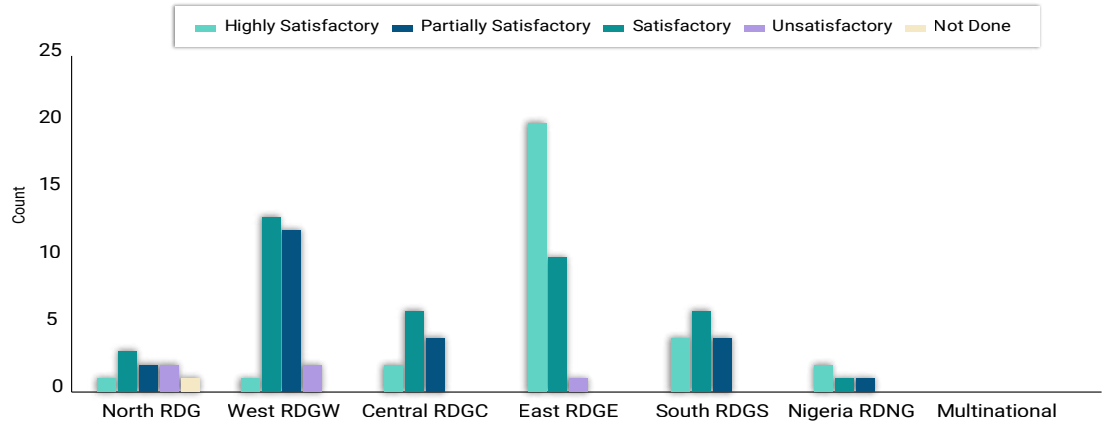
The RR ratings showed that in 2024, 68% down from 73% in 2023 (on average) of the projects were rated satisfactory and highly satisfactory during the first review, the percentage went up to 88% at the second review but down from 92% in 2023 (Annex5). The following figure for RR ratings across regions in 2024.

Figure 7. Procurement Readiness Review Ratings 2024



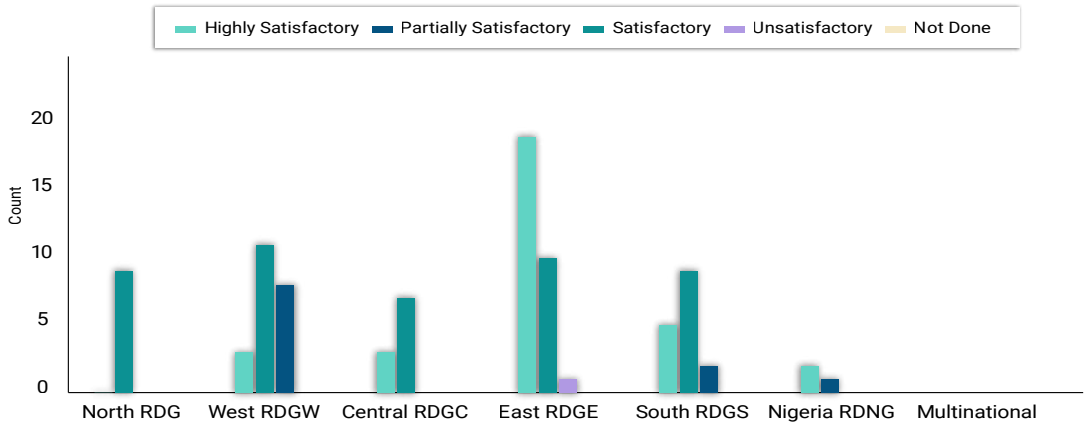
With respect to procurement risk mitigation measures and procurement arrangements, the reviews noted that the procurement modalities including planning proposed in PARs for most of the projects/programs were appropriate. Where the identified weaknesses in the RRs showed the proposed arrangements may not ensure a smooth and timely delivery of project and program objectives, the Bank introduced additional mitigation measures into the PAR. Such measures included strengthening the capacity of the EA, defining FfP procurement methods and adequately balancing prior and post reviews for monitoring procurement transactions.

Figure 8. PAR Score Procurement 1st Review 2024



With respect to procurement risk mitigation measures and procurement arrangements, the reviews noted that the procurement modalities including planning proposed in PARs for most of the projects/programs were appropriate. Where the identified weaknesses in the RRs showed the proposed arrangements may not ensure a smooth and timely delivery of project and program objectives, the Bank introduced additional mitigation measures into the PAR. Such measures included strengthening the capacity of the EA, defining FfP procurement methods and adequately balancing prior and post reviews for monitoring procurement transactions.

Figure 9. PAR Score Procurement 2nd Review 2024



5.2 Project Preparation and Appraisal

The Bank participates in project identification, preparation, appraisal, and implementation stages to discharge its fiduciary responsibility to ensure funds are used for the purposes intended; that optimum FfP procurement arrangements are incorporated into the process; and that VfM is achieved in accordance with the Procurement Policy.

5.3 Use of Borrowers' Procurement Systems (BPS)

To illustrate the current landscape of BPS engagement across RMCs, the following table summarizes the reports available on the assessments of country procurement system of the RMCs. These reports guide the use of borrowers' procurement systems. This visual overview supports AfDB's strategic targeting of capacity-building efforts and risk-based oversight.

Table 9. Assessment Reports

Country	MAPS	BPAR[2] / RACI[3]
Angola	MAPS (2024)	
Benin	MAPS (2024)	
Burkina Faso	MAPS (2022)	
Cabo Verde	MAPS (2024)	
Côte d'Ivoire	MAPS (2023)	
DR Congo	MAPS (2022)	

2. Where a MAPS report is not yet available
3. Where neither a MAPS report nor a BPAR is available

Country	MAPS	BPAR[2] / RACI[3]
Eswatini	MAPS (2024)	
Ethiopia	MAPS (2021)	
Ghana		BPAR completed (2021)
Gabon	MAPS (2022)	
Kenya		BPAR completed (2022)
Madagascar	MAPS	
Malawi	MAPS (2019)	
Mauritius	MAPS	
Morocco	MAPS (2020)	
Mozambique	MAPS (2022)	
Namibia	MAPS (2025)	
Nigeria	MAPS (2021)	
Rwanda	MAPS (2024)	
Senegal	MAPS (2023)	
South Africa		
Tanzania	MAPS (2025)	
Tunisia	MAPS (2020)	
Uganda	MAPS (2024)	

The key feature of the OPF is the achievement of VfM by Borrowers based on a dynamic and differentiated FfP approach to procurement transactions. Consistent with this approach, the first consideration is given to the use of BPS subject to these being found to have a regulatory and institutional framework which guarantees the application of the principles of economy and equity (including transparency), the performance of regular internal and external controls and credible and effective remedies being present.

The following presents the number of projects utilizing BPS across different regions from 2019 to 2024. Overall, there is a clear upward trend from 108 projects in 2019 to a peak of 274 in 2023, followed by a slight decline to 244 in 2024. The West region consistently leads in project counts, with notable spikes in 2021 and 2023, although numbers drop in 2024. The North region shows steady growth, nearly tripling its project count over the period. Central and East regions also rise steadily, though their growth stabilizes or slightly declines by 2024. The South region experiences significant increases, especially from 2019 to 2021, and maintains high numbers afterward. Nigeria, while starting with no projects in 2019, sees modest growth, stabilizing at two projects annually from 2021 onwards. Overall, most regions demonstrate increasing adoption of BPS, with some fluctuations in recent years, particularly a dip in total projects for 2024 after consecutive years of growth.

Table 10. Number of Projects using BPS

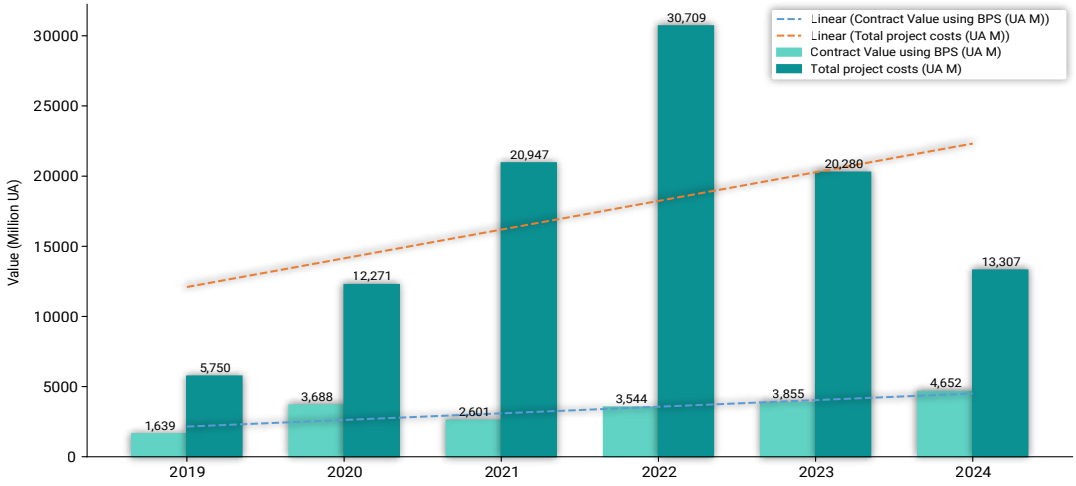
RMC/Region	2019	2020	2021	2022	2023	2024
North	17	20	30	34	34	44
West	61	67	99	85	114	83
Central	13	22	27	32	28	27
East	8	20	35	38	46	32
South	9	32	44	55	50	56
Nigeria	0	1	2	2	2	2
Total	**108**	**162**	**237**	**246**	**274**	**244**

The following table and figure presents contract values using BPS (UA M) instead of by number. Overall, there has been significant growth in total BPS contract value, rising from $1,639.02 million in 2019 to $4,651.90 million in 2024. The North region consistently leads in contract value, showing notable increases, especially between 2020 and 2024. West region values fluctuate, peaking in 2023 before dropping in 2024. Central region experiences a modest rise with a slight dip after 2021. The East region displays dramatic growth in 2021, followed by sustained high values in subsequent years. South region also shows marked increases, particularly in 2021, with values remaining steady afterward. Nigeria's contract value is minimal until 2021, after which it rises sharply, then plateaus through 2024. Key trends include a general upward trajectory in BPS contract values, especially in the North and East regions, and a notable expansion in Nigeria's participation since 2021, reflecting increased adoption of BPS across most regions.

Table 11. Contract Value using BPS (UA M)

RMC/Region	2019	2020	2021	2022	2023	2024
North	1,002.02	1,646.30	1,237.50	1,450.13	1,450.13	2,229.30
West	509.50	793.30	793.30	520.81	1,036.48	564.41
Central	70.40	241.80	286.28	289.65	127.16	128.82
East	24.80	447.10	2,267,6	786.56	690.84	1,109.09
South	32.30	554.60	1,349,0	493.95	448.73	518.54
Nigeria	0.00	2.50	283.70	2.47	101.75	101.75
Total	**1,639.02**	**3,685.60**	**2,600.78**	**3,543.56**	**3,855.10**	**4,651.90**

Figure 10. Use of BPS in Value

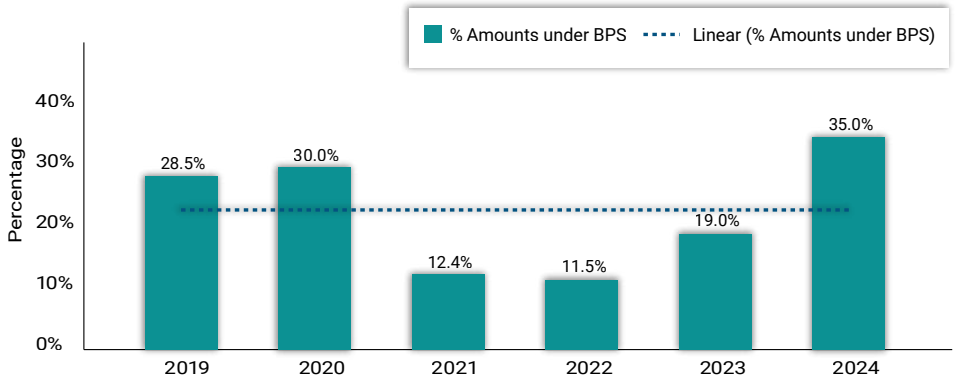


Analysis of the percentage of amounts under BPS across different regions from 2019 to 2024. Overall, there is a notable upward trend in the total percentage, rising from 28.5% in 2019 to 34.96% in 2024, with a dip in 2021 and 2022 before a strong rebound in the last two years. The North region consistently leads in BPS usage, peaking at 80.57% in 2024 after some fluctuations, while the West and Central regions show much lower and more variable percentages. The East region demonstrates significant growth, surging from just 3.04% in 2019 to 38.76% in 2024. The South region exhibits volatility but maintains relatively high percentages, particularly in 2021 (37%) and 2023 (36.67%). Nigeria stands out with minimal BPS uptake in the earlier years but experiences a dramatic jump to 40.57% in 2023 and 2024. These trends indicate increasing overall confidence in BPS, though regional uptake remains uneven, with North and East showing the strongest improvements and Nigeria making a recent breakthrough.

Table 12. Amounts under BPS by Percentage

RMC/Region	2019	2020	2021	2022	2023	2024
North	71.88%	80.05%	20.90%	48.20%	66.41%	80.57%
West	20.71%	28.15%	10.20%	7.57%	10.83%	13.90%
Central	8.24%	19.26%	4.67%	7.12%	28.48%	7.50%
East	3.04%	13.84%	28.00%	9.73%	10.45%	38.76%
South	14.78%	20.02%	37.00%	11.13%	36.67%	31.41%
Nigeria	0.00%	1.78%	1.00%	0.06%	40.57%	40.57%
Total	**28.50%**	**30.03%**	**12.42%**	**11.54%**	**19.01%**	**34.96%**

Figure 11. Percentage Amounts Under BPS



The steady rise in BPS usage, from 12.4% in 2021 to 35% in 2024, signals growing confidence in borrower systems, though uptake remains uneven across regions.

Table 13. Use of BPS in Projects by Region 2024

RMC/ Region	Total # of Investment Projects	# of Projects using BPS	Contract Value using BPS (UA)	Total Investment Project Costs (UA)	% Amounts under BPS
2024					
North	116	44	2,229,296,543.40	2,766,935,295.60	80.57%
West	305	83	564,406,380.24	4,060,673,579.35	13.90%
Central	124	27	128,815,639.00	1,716,425,841.00	7.50%
East	324	32	1,109,087,559.02	2,861,058,376.95	39%
South	242	56	518,539,613.14	1,650,739,672.72	31%
Nigeria	45	2	101,749,401.78	250,813,321.80	41%
TOTAL	**1156**	**244**	**4,651,895,136.57**	**13,306,646,087.42**	**35%**

What about aspects such as Regional Comparative Impact

The following details the regional comparative impact of the OPF, highlighting differences in BPS readiness, PLT reduction, and VfM integration across various regions.

Table 14. Regional Comparative Impact

Region	BPS Readiness	PLT Reduction	VfM Integration	Notes
West Africa	Moderate	Strong	High	Strong PIU engagement, but capacity gaps remain
East Africa	High	Moderate	High	BPAR reforms accelerating uptake
Southern Africa	Low	Minimal	Moderate	Institutional inertia; targeted support needed
Central Africa	Emerging	Moderate	Low	Fragile contexts; hybrid approaches preferred
North Africa	High	Strong	High	Strong legal frameworks; MAPS alignment

5.4 Strategic Diagnostics and Country Readiness

The following synthesizes findings from MAPS, BPAR, and RACI diagnostics to assess country-level reform maturity. It highlights common strengths and systemic gaps, offering a strategic lens for tailoring support and prioritizing future engagement.

Since the adoption of the OPF, the AfDB has invested significantly in diagnostic assessments to evaluate the readiness of RMCs to implement procurement reforms and adopt BPSs. These diagnostics, primarily MAPS, BPARs, and Reports on Assessment of Critical Indicators (RACIs), have served as foundational tools for tailoring support, mitigating risk, and guiding strategic engagement.

This section synthesizes key findings from these diagnostics, previously presented in annexes, to inform the Bank's strategic posture and future reform priorities.

Diagnostic Coverage and Status

As of 2024, the Bank has supported or co-led procurement diagnostics in 43 of 54 RMCs. The breakdown is as follows:

- **MAPS assessments completed:** 29 countries (More information provided in Annex 6.
- **BPARs completed:** 14 countries
- **RACIs completed:** 29 countries
- **Countries using BPS:** 34 countries (partial or full engagement)

These assessments have enabled differentiated oversight and reform planning, consistent with the FfP approach. The full status of Assessments in RMCs is provided in Annex 7.

Common Strengths and Gaps

Key strengths from recent diagnostics include.

- **Alignment with International Standards:** Most RMCs have developed legal frameworks for procurement that are broadly consistent with recognized international best practices. This alignment facilitates increased credibility, and fosters trust among development partners and stakeholders.
- **Establishment of Procurement Authorities:** The majority of RMCs have set up dedicated procurement authorities. These bodies provide essential governance, oversight, and coordination functions, contributing to improved procurement processes and increased accountability.
- **Adoption of Electronic Government Procurement (e-GP) Platforms:** There is a noticeable trend towards the adoption and pilot testing of e-GP platforms in several countries. These digital systems are improving transparency, streamlining procedures, and laying the groundwork for broader technology-driven reforms.

The following key gaps were identified: weaknesses in contract management and

record keeping, variability in complaint handling mechanisms, limited capacity in procurement audit and oversight, and fragmented data management and performance monitoring.

- **Weaknesses in Contract Management and Record Keeping:** Many countries continue to struggle with effective contract administration and robust archiving practices. This gap often leads to difficulties in monitoring contract performance and ensuring compliance with agreed terms.
- **Variability in Complaint Handling Mechanisms:** Mechanisms for addressing procurement complaints are inconsistent across countries. The lack of standardized and transparent processes undermines the credibility of the procurement system and may discourage participation by potential suppliers.
- **Limited Capacity in Procurement Audit and Oversight:** Several RMCs face challenges related to insufficient human and institutional capacity for conducting comprehensive procurement audits and maintaining effective oversight. This limitation hinders the ability to detect and address irregularities promptly.
- **Fragmented Data Management and Performance Monitoring:** Data systems related to procurement remain fragmented, and performance tracking is generally weak. This makes it difficult to generate reliable analytics, monitor progress, and inform evidence-based decision-making.

Illustrative Case: Rwanda

Rwanda completed MAPS and BPAR assessments in 2022, scoring high on legal, institutional, and operational indicators. As a result:

- BPS was used in 90% of AfDB-financed projects in 2023–2024.
- Procurement audit compliance exceeded 85%.
- Sustainable Procurement Plans were piloted in energy and transport sectors.

This model demonstrates how diagnostics can translate into tangible reform and improved procurement outcomes. The diagnostic findings presented form the analytical foundation for assessing country-level reform maturity and readiness. By synthesizing insights from MAPS, BPAR, and RACI exercises, the review identifies common strengths, systemic gaps, and institutional patterns across RMC. These findings directly inform the readiness landscape and strategic implications explored in the next section, where diagnostic evidence is translated into actionable reform trajectories and tailored support priorities.

5.5 Readiness Landscape by Region

Building on diagnostic insights, this section maps regional readiness for procurement reform. It identifies reform trajectories, institutional bottlenecks, and strategic implications for Bank support, emphasizing the need for differentiated engagement models.

Southern and West Africa show higher readiness scores, suggesting stronger institutional capacity, while Central Africa lags, pointing to targeted support needs.

The following table provides a comparative overview of procurement system readiness across African regions. North Africa stands out with high diagnostic coverage, strong engagement, and mature, MAPS-aligned systems that see consistent adoption. West Africa demonstrates broad diagnostic efforts and expanding engagement, driven by robust reform momentum, though capacity gaps remain. East Africa exhibits moderate coverage and mixed engagement, reflecting ambitious goals but uneven institutional strength. Central Africa is characterized by emerging diagnostics and limited engagement, where fragile operating contexts lead to a preference for hybrid approaches. In contrast, Southern Africa shows patchy coverage and selective engagement, with institutional inertia hindering progress and signaling a need for more targeted support.

Table 15. Readiness Landscape by Region

Region	Diagnostic Coverage	BPS Engagement	Readiness Summary
North Africa	High	Strong	Mature systems; MAPS-aligned; consistent uptake
West Africa	Broad	Expanding	Strong reform momentum; capacity gaps persist
East Africa	Moderate	Mixed	High ambition; uneven institutional depth
Central Africa	Emerging	Limited	Fragile contexts; hybrid approaches preferred
Southern Africa	Patchy	Selective	Institutional inertia; targeted support needed

Strategic Implications

The diagnostic findings underscore the need for:

- **Tailored reform roadmaps:** One-size-fits-all approaches are ineffective; diagnostics enable country-specific action plans.
- **Capacity building linked to diagnostics:** Training and institutional support should be prioritized in countries with low readiness scores.
- **Risk-based oversight:** Diagnostic results should inform the level and type of Bank oversight (e.g., prior vs. post review, use of third-party PMPs).
- **Integration into project design:** Diagnostic outcomes should be embedded into Country Strategy Papers and project appraisal documents.

Recommendations

The recommendations emphasize formalizing pathways from diagnostics to action, developing a regional dashboard for readiness and reform status, regularly updating assessments, and leveraging diagnostic findings to inform policy dialogue with key stakeholders.

- **Formalize diagnostic-to-action pathways:** Link MAPS/BPAR findings to reform funding and technical assistance.
- **Develop a regional dashboard:** Visualize readiness and reform status across RMCs for internal and external stakeholders.
- **Update diagnostics regularly:** Ensure assessments reflect current realities, especially in fragile or transitioning states.
- **Leverage diagnostics in policy dialogue:** Use findings to engage Ministries of Finance and Procurement Authorities on reform commitments.

5.6 Oversight under Third-Party PMPs - Mutual Reliance Agreements (MRAs)

The OPF facilitates the implementation of projects co- financed by the Bank and other donors in certain circumstances in furtherance of harmonized approaches. This is done through entering into Mutual Reliance Agreements (MRA) permitting co-financiers such as other MDBs, to rely on the designated lead co-financier to carry out the procurement process, by applying their own procurement policy and internal review and clearance procedures, making final decisions, and applying remedies on behalf of the co-financiers.

The Bank signed Mutual Reliance Agreements with EBRD in 2017, the EIB in 2018 and the World Bank in 2024 while with IFAD the negotiations are at an advanced stage with an agreement expected to be signed in 2025.

The MRAs are aimed at contributing to better division of labour between financiers and increase the coherence and development impact of joint financing operations and activities to the benefit of RMCs. Example of Projects relying on MRAs include the following: (i) EBRD in Tunisia (Municipalities project with less than 10,000 inhabitants, UA 127 million with EBRD co-financing of EUR 75 million); (ii) EIB in Tunisia (BIZERTE bridge project, UA 207 million with EIB co-financing of EUR 123 million); (iii) EIB in Mauritania (ROSSO bridge, UA 51 million with EIB co-financing of EUR 22 million); and (iv) EIB in Rwanda Sustainable Water Supply and Sanitation Program (UA 189.49 million with EIB co-financing of EUR 45 million).

5.7 Oversight under Third-Party PMPs - Fiduciary Principles Agreements (FPAs)

The OPF further provides for FPAs to be signed with the United Nations Organizations to facilitate operations under certain circumstances because they are often better placed to implement specialized operations such as under emergency situations in transition countries and those with fragile situations including executing recovery activities.

Based on the standard FPA document approved by the Boards of Directors on 25 January 2017, a total number of 15 FPAs are signed to date.

Table 16. FPAs signed with UN Organizations as at 31st December 2024

S/N	UN System Organisation		Date of Agreement
1	International Labor Organisation	ILO	August 8,2017
2	United Nations Development Program	UNDP	August 22,2017
3	United Nations Office for Project Services	UNOPS	September 8,2017
4	Office of the United Nation shigh Refugees	UNHCR	December 12,2017
5	World Food Progam	WFP	January 16,2018
6	World Meteorological Organisation	WMO	February 14,2018
7	United Nations Food and Agriture Organisation	FAO	March 8,2018
8	United Nations Industrial Devopment Organisation	UNIDO	April 5,2018
9	Internatiuonal Organistaion on Migration	IOM	September 11,2018
10	United Nations Capital Development Fund	UNDCDF	February 28,2019
11	United Nations Chrildrens Fund	UNICEF	March 18,2019
12	United Nations Conferenceon Tradeand Development	UNCTAD	June 29,2019
13	World Health Organisation	WHO	July 12,2019
14	UN Woman	UN Woman	October 7,2019
15	United Nations	UNECA	July 14,1905

The Bank, through these FPAs, regularly uses UN agencies dependent on their area of expertise, in situations where there is lack of capacity in RMCs and/or in the context of emergency projects. In 2024, up to fifty-one (51) projects and programs were using these FPAs for executing part or their activities, fifty-one (51) projects which contributes to speeding up the implementation to reach and achieve development objectives. The total amount assigned to these Projects is about UA 511.323 million (See Annex 8). The main challenge facing such use of these UN Agencies is the timely submission of Annual Financial Statements and progress reports as per the FPA requirement. These issues are discussed with these agencies to improve the collaboration and ensure that the provisions of the FPA are fully complied with.

5.8 Reforms in RMCs

The Bank provided support in various ways to RMCs in their public procurement reform initiatives. A total of UA 3.306 million was mobilized from various Bank sources to finance essentially procurement reforms, slightly down from UA million in 2023, dissemination of new procurement regulations and manuals, procurement capacity building in RMCs, study tours, equipment for Procurement Authorities, MAPS2 assessments, and procurement audits. The following tables details the types of audits conducted.

Table 17. Bank Support to Finance Procurement Reforms in RMCs in 2023 & 2024

Year	Partners	Amount	Countries	Activities
2024				
SNFI1	ECGF	37,600	Ghana	Activities: Workshop on Procurement Capacity Building and Clinic
	ECGF	100,000	Chad	MAPS II
	AHHD	265,000	DRC	Projet PAGDC-PTA – RDC, approuvé en février 2024 pour appuyer l'élaboration du plan global de formation en appui à l'ARMP
SNFI3		USD 727,802.04	Angola	Amount mobilized under the Angola Youth Employment Project for the following activities: (1) Consultancy Services to Develop a Competence Model and Certification Framework for Public Procurement in Angola, (2) Consultancy Services for Capacity Building and Professionalization of Public Procurement in Angola - Phase I: Strategy Preparation and (3) Sustainable Public Procurement Strategy for Angola.
		UA 85,000	Angola	Amount mobilized under the MIC GRANT for preparation the Health Sector Assessment of Angola Public Procurement System.
	N/A	UA 200,000.00	Botswana	To support the PPRA to Develop a set of standardized solicitation documents and implementation plan for the use of the documents, including training and capacity building for procurement practitioners.
	N/A	UA 240,000	Malawi	To develop a sustainable procurement policy for PPDA on the Country Procurement System (under DFIC Project)
	N/A	UA 149,183	Malawi	To draft the E-GP Regulations for the PPDA, on the Country Procurement System (under DFIC Project)
	COBI	3,900.00	Burundi	Capacity building of EA/PIU Staff/Bank staff
		75,728	Rwanda	Support of the African Public Procurement Network in the Fourth General Assembly.
2023				
SNFI1	ECGF	35,000	Mauritanie	Projet PAGEP Gouvernance Etude pour l'intégration du volet Passation des marchés à la chaines des dépenses publiques RACHAD
	SNFI	42,000	Mauritanie	MAPS II recrutement de 3 consultants
	ARMP et CNCP	125,000	Mauritanie	PA2GI Appui aux réformes sur système national de la commande Publique
	RWSSi	22,616	Egypt	Support to Procurement audit
	ECGF	50,000	RCA	PAMRET – Formations des acteurs
	ECGF	495,000	TCHAD	PAGESE (Audit, MAPS, formation, manuel procèdure, élaboration mercuriales des prix...)
	ECGF/AHHD	260,000	RDC	PAGDC-PTA – Financer le plan global de formation des acteurs de la commande publique prévues dans le plan d'action du MAPS.2

Year	Partners	Amount	Countries	Activities
SNFI3	SNFI	45,112	Madagascar	Appui à la région de l'Afrique de sud dans les activités relatives à la passation des marches des projets au bureau national de Madagascar (Pierre Chrysologue OUEDRAOGO) (6 mois à compter du 17 Avril - 15 Decembre 2023) (55020 EUR) (SNFI Budget)
	SNFI	32,413	RDGS	Procurement Consultant Operations- RDGS (MOSES AYIEMBA) (15 Dec 2022 - 14 Jun 2023/6 months) (42900 USD) (14000 USD) (SNFI Budget)
	SNFI	10,577	Zambia	Procurement Support to the Zambia Portfolio (Chisulo Mwamba ZIMBA) (40 days à compter du 26 Avril 2023 - 25 Octobre 2023) (SNFI Budget)
	Madagascar/ MOF	74,346	Madagascar	USD 98,400 MAPS (Mobilized)
	PICU7	25,000	Malawi	Lobbied for SADC Roads Project to recruit Procurement Interns for Five (5) Years for both Trainees (Mobilized- SADC Sub-Regional Transport and Trade Facilitation Project)
	ECGF	1,167,000	Mozambique	Amounts mobilized under the Institutional Support Program for Business Environment and Governance, for the following activities: (i)Technical Assistance to Develop Tribunal Administrativo's IT application to access the Government's computerized financial management system (e-SISTAFE); (ii) Preparation of a strategy on sustainable procurement (MSMEs, women-owned businesses and climate-sensitive procurement); (iii) Training on public procurement best practices, operationalize e-procurement strategy and development of communication strategy; and (iv) Purchase of IT equipment and accessories for IGF, UFSA and project management unit. (Institutional Support Program for Business
	Eswatini	7,543	Eswatini	Public Procurement Systems of Eswatini using MAPS (Mr. Tiago Luis Neto De Carvalho Leite) (20 working days) (9200 Euros) (SNFI Budget)
	STP	64,500	STP	USD 86,000 under the ISP-CAPEM (ISP-CAPEM)
	South Africa	32,000	South Africa	Procurement Lawyer to assess South Africa MAPS (USD 42,500) (Susan Penelope SMITH) (50 working days) (SNFI Budget)
	Ethiopia	755,549	Ethiopia	Application sent for USD1million to KOAFEC trust fund to support implementation of MAPS II recommendations (KOAFEC Trust Fund)
	CORW	5,333	Rwanda	The fiduciary clinics cover a range of topics, including consultant selection methods such as QCBS, LCS, and FBS, with a particular focus on the methods used in Rwanda. The clinics also provide detailed information on the steps involved in each method.
	Uganda	8,100	Uganda	Uganda: MAPS Report finalization (Individual Consultant (Mr. Naushad Khan) (SNFI Budget)
	Uganda	2,890	Uganda	Uganda: MAPS Report finalization (Individual Consultant (Dr. Charles Ndandiko) (SNFI Budget)
	SNFI	45,332	Kenya	Support to RDGE- KENYA (Fatou Njie-Faal) (6 mois (1er December 2023- au 1er May 2024) (60.000 USD) (SNFI Budget)
	SNFI	45,332	Burundi-Comores-Djibouti	Appui RDGE- Burundi,Comores, Djibouti (Mr. Wenyaoda Dit Justin YAMEOGO) (1 August 2023 au 31 Janvier 2024 - 6mois renouvelables) (60.000 USD) (SNFI Budget)
	South Sudan	50,000	South Sudan	The amount was secured from Entrepreneurship Skills Development Project to train procurement sta of the Ministry of Trade and Industry. (Entrepreneurship Skills Development Project)



6. Procurement Statistics, Timelines, and Performance Trends

Procurement performance remains a central lens through which operational efficiency, market access, and institutional risk are assessed. This section presents a structured analysis of Borrower-administered contracts subject to prior review. Drawing on SAP-PS data, it examines procurement volumes, value distribution, lead times, competitive modalities, and amendment patterns. The aim is to distill actionable insights for policy refinement, capacity building, and strategic oversight. Key metrics are presented in the main body, while detailed tables and figures are consolidated in Annex 1 for technical reference.

6.1 Scope and Dataset

The analysis covers all contracts recorded in SAP-PS that were subject to prior review by the Bank between 2016 and 2024. It includes procurement for Goods, Works, and Consulting Services, and excludes Program-Based Operations (PBOs), non-sovereign lending, Special Account small-value purchases, and other transactions outside the standard prior-review framework.

The unit of account is UA (equivalent to SDR), and all values are presented in nominal terms. Currency conversions to USD are provided in the dashboard for reference only. The data set reflects contract-level entries as of 31 December 2024 and includes both completed and active contracts where procurement milestones have been reached.

Procurement modalities are classified according to SAP-PS coding, with harmonization applied to ensure consistency across years. Lead time calculations are based on system timestamps from procurement initiation to contract signature. Supplier classifications (RMC vs NRMC) follow standard Bank definitions, and regional breakdowns are based on the Borrower's country of implementation.

Full methodological notes, including SAP-PS column definitions, treatment of exclusions, and data cleaning protocols, are provided in Annex 1.

6.2 Procurement Performance Dashboard

The dashboard summarizes five core metrics for 2024, offering a snapshot of procurement health and trends. These indicators are selected for their relevance to strategic oversight and operational risk.

Table 18. Procurement Performance Dashboard

Metric	2024 Value	Trend (2016–2024)	Strategic Insight
Total Contract Value	USD 5.2 billion / UA 2.036 billion	▲ Steady growth	Reflects sustained investment volume across sovereign operations / 3,630 contracts awarded
Average Procurement Lead Time	189 calendar days / 189 days	▼ 12% reduction	Indicates moderate efficiency gains / 12% reduction since 2016
BPS Usage Rate	35%	▲ Significant increase	Demonstrates growing reliance on BPS / Up from 12.4% in 2021
Complaints Resolution Rate	~75% 18 RMCs	▲ Significant increase	Improved responsiveness & transparency
Prior Review Coverage	68% of contracts / 41%	— Stable	Suggests consistent fiduciary oversight; potential for risk-based targeting / Of total portfolio value
VfM Integration in Appraisal	61% of new projects / 61%	▲ Up from 28% in 2016	Shows improved embedding of VfM principles in project design / Based on embedded VfM indicators
Misprocurement Incidence	Misprocurement Incidence	▼ Significant reduction	Marked decline; better upstream controls
Sustainable Procurement Plans (SPP)	60+ projects	▲ Significant increase	Institutionalized in key sectors

These figures reflect continued growth in procurement volume, modest gains in time efficiency, and steady uptake of Bank Procurement System (BPS) modalities. The rise in VfM integration signals improved alignment between procurement and project design.

The KPI set shows meaningful progress: VfM is now routinely assessed, PLTs have relatively shortened, complaints resolution has improved, BPS adoption has expanded, misprocurement cases have remain marginal, and SPP are scaling; however, the dashboard currently mixes outputs and outcomes, uses inconsistent baselines and definitions across indicators, and lacks disaggregation and real-time integration needed for timely risk-based decision-making. The result is a credible signal of reform momentum but insufficient granularity to target supervision, calibrate prior/post review thresholds, and monitor equity and strategic impact across regions and sectors.

Recommended actions to close gaps and operationalize the way forward

- **Standardize indicators and definitions:** Adopt a single KPI glossary (VfM, PLT, complaint closure, misprocurement, BPS uptake, SPP coverage) with exact measurement rules and baselines to ensure comparability over time and across regions.
- **Disaggregate and tier KPIs:** Report each KPI by region, expense category, procurement mode, and BPS vs Bank PMP to reveal bottlenecks and equity issues and to enable targeted interventions.
- **Integrate KPIs into a live dashboard:** Link SAP-PS, ProcA, RR and complaints workflows into the Procurement Impact Dashboard for near real-time monitoring and automated alerting for exceptions

(e.g., PLT spikes, high amendment ratios, recurring consultant-selection flags).

- **Embed risk-based triggers:** Translate KPI thresholds into operational rules that automatically adjust oversight intensity (e.g., prior/post review, independent review, FIR) for projects or countries that breach defined risk bands.
- **Strengthen outcome measurement for VfM and SPP:** Introduce standardized VfM assessment templates for high-value contracts and quarterly checkpoints for SPP that measure procurement contributions to sector outcomes and local bidders' development.
- **Institutionalize quarterly KPI reviews with clear follow-up:** Require procurement managers and regional procurement coordinators to review KPI trends quarterly, document remedial actions, and report status updates to senior management.
- **Publish an internal performance scorecard and external summary:** Produce an internal scorecard for operational use and a concise external summary to improve transparency, stakeholder confidence, and market signaling while safeguarding sensitive investigation cases.

Implementing these measures will convert headline improvements into operationally useful intelligence, focus capacity-building where it matters most, and ensure that the OPF's strategic objectives are monitored and acted upon with the precision required for sustained reform.

6.3 Headline 2024 Procurement Summary

In 2024, Borrowers awarded 3,630 contracts totaling UA 2.036 billion. Works accounted for 74.2% of total value (UA 1.51 billion) but only 26.4% of contracts, underscoring the capital intensity of infrastructure investments. Goods comprised 32.8% of contracts and 14.5% of value, while Consulting Services represented 40.8% of contracts but just 10.3% of value.

Bidder equity remains a key concern. RMCs won 82% of contracts by number, yet Non-RMCs (NRMCs) captured 61% of total value over the assessment period. This disparity reflects the concentration of high-value contracts among international firms and underscores the need for targeted capacity-building to enable RMCs to compete for larger packages.

6.4 Volume and Value Trends (2016–2024)

Procurement volumes have grown steadily over the past decade, with a notable increase in contract count from 2,917 in 2016 to over 3,600 in 2024. However, total value has fluctuated, with a dip in 2023–24 linked to delayed disbursements and extended project preparation timelines in large operations.

Figure 12. Trends in Business Volume by Number of Contracts (2016-2024)

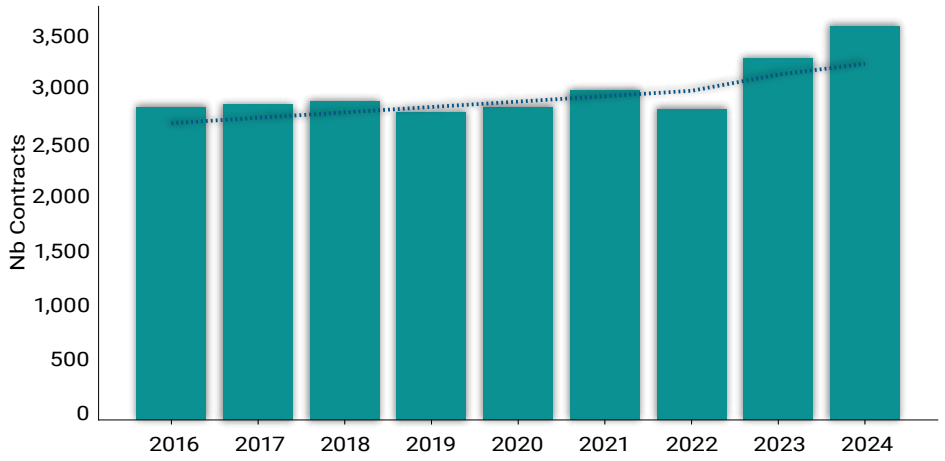
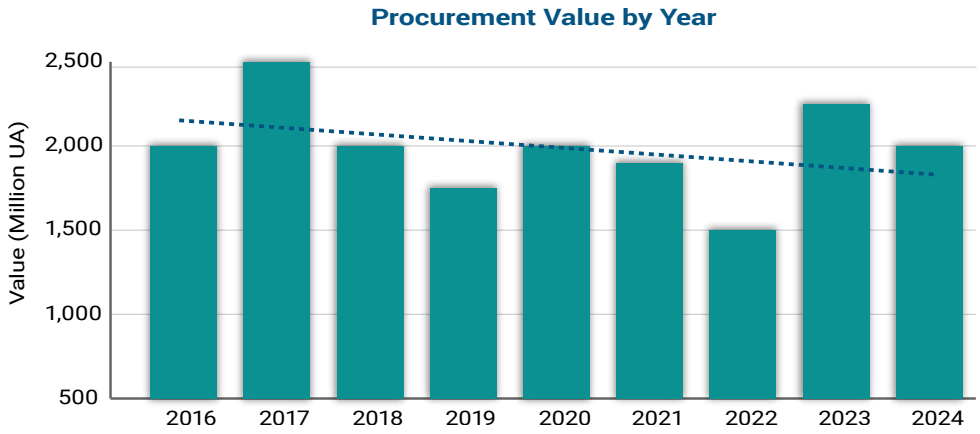


Figure 13. Trends in Business Volume by Value of Contracts (2016-2024)

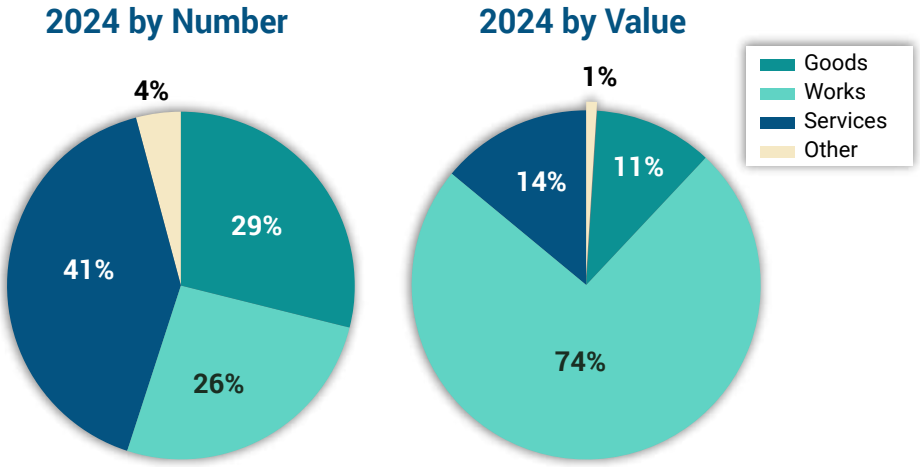


These trends suggest that while operational throughput has improved, value concentration and volatility remain challenges. The data also reflect a shift toward smaller, more frequent procurements in certain sectors, particularly health and education.

6.5 Expense Category Split (2024)

Procurement activity in 2024 continued to be dominated by Works contracts, which accounted for nearly three-quarters of total value. This reflects the capital-intensive nature of infrastructure investments, particularly in transport, energy, and water sectors. Despite their lower share of total value, Goods and Consulting Services remained more frequent in terms of contract count, supporting a wide range of operational and technical needs across sectors.

Figure 14. Distribution of Volume by Expense Category by Value and Number 2024



This distribution has remained broadly consistent over the past five years, with Works consistently absorbing the largest share of procurement value. However, Consulting Services have seen a modest uptick in contract count, driven by expanded technical assistance, supervision, and capacity-building engagements, particularly in fragile and transition contexts.

The predominance of Works in value terms has important implications for procurement oversight. These contracts tend to be larger, more complex, and more prone to amendments, making them a focal point for quality assurance and risk mitigation. Goods procurement, while more standardized, often involves high-frequency transactions that benefit from streamlined procedures. Consulting Services, meanwhile, require careful TOR development and evaluation management to avoid delays and scope drift.

A full breakdown of expense categories by year, region, and procurement mode is provided in Annex 1, including comparative trends and disaggregated tables for technical review.

6.6 Procurement Modes and Competition

Procurement modality remains a key determinant of competition, transparency, and efficiency. In 2024, competitive procedures continued to dominate, with Open Competitive Bidding (OCB) accounting for the majority of procurement value. This reflects strong adherence to Bank procurement principles and sustained uptake of standardized bidding frameworks across regions.

National Competitive Bidding (NCB) contributed a substantial share of contracts, particularly in the Goods category, while Direct Negotiation Procedures (DNP) were used sparingly, primarily for specialized consulting assignments, emergency response, and justified sole-source cases. The use of Shopping (SHL) and other mixed modalities remained stable, supporting lower-value and routine transactions.

Table 19. Procurement Mode Summary (2024)

Mode	Value (UA M)	% Value	# of Contracts	Notes
OCB	1,282	63%	1,120	Strong regional uptake
NCB	415	20%	1,050	Mostly Goods
DNP	142	7%	320	Controlled use
SHL	102	5%	780	Consulting-heavy
Other	95	5%	360	Mixed modalities

The distribution reflects a healthy competitive environment, with OCB and NCB together comprising over 80% of total value. DNP usage remained within acceptable thresholds, and its application was generally well-justified in the system records. However, continued vigilance is warranted to ensure that DNP remains exception-based and does not drift into routine use, particularly in Consulting Services where sole-sourcing pressures are more frequent.

The relatively high number of SHL contracts (780) indicates ongoing reliance on simplified procedures for lower-value consulting assignments. While efficient, this modality requires careful oversight to ensure quality and avoid fragmentation of scope.

Regional uptake of OCB has improved markedly, with several Borrowers transitioning from NCB to OCB for mid-value packages. This shift supports broader market access and aligns with Bank efforts to harmonize procurement standards across operations.

Full procurement mode matrices, including disaggregated data by region, expense category, and contract value bands, are provided in Annex 1. These support modality-specific diagnostics and can inform future adjustments to procurement planning thresholds and procedural guidance.

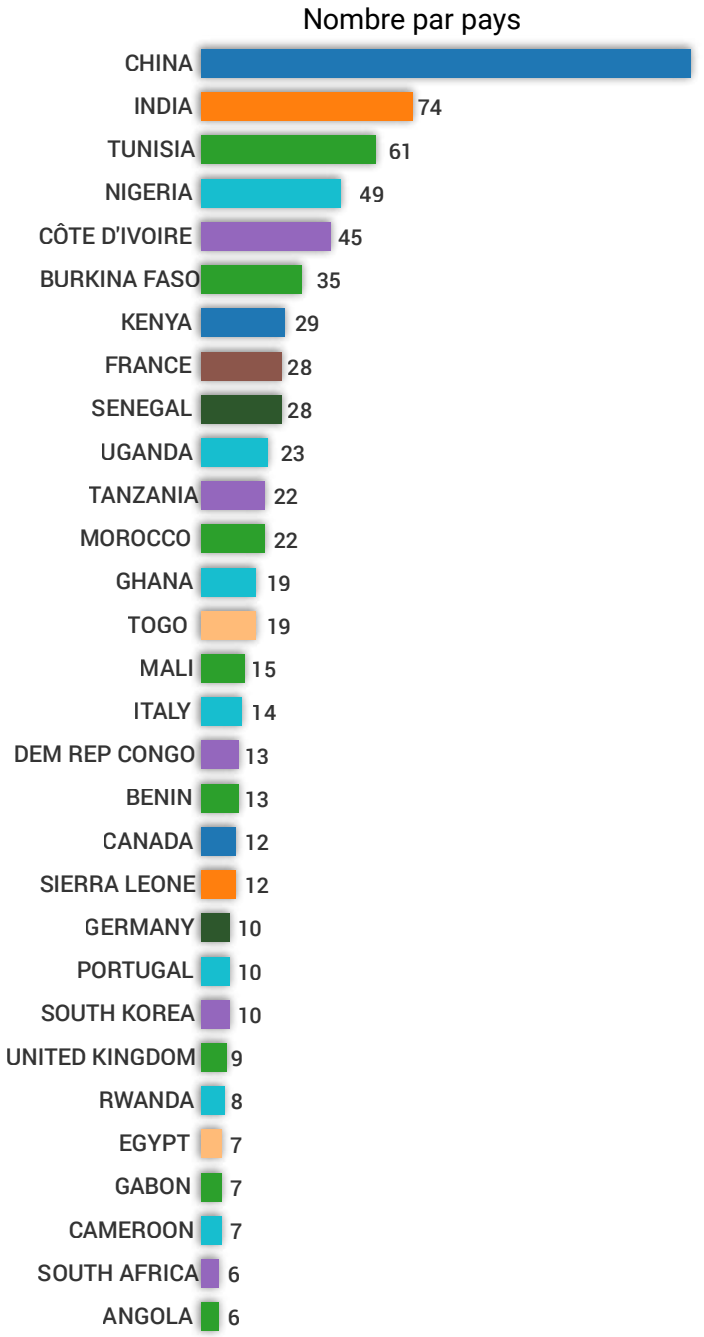
6.7 Bidder Participation and Supplier Equality

Between 2020 and 2024, the average number of bids received for Open Competitive Bidding (OCB) contracts stood at six per tender. This figure provides an important benchmark for assessing the level of competition achieved under OCB modalities during this period. A consistent average of six bids suggests that OCB continues to attract a healthy pool of suppliers, supporting broader market participation and reinforcing the Bank's efforts to harmonize procurement standards. However, while the number indicates robust engagement for most tenders, further analysis is warranted to identify single-bid exposures and areas where bidder participation may be stagnant or declining. By monitoring bid averages and investigating patterns of participation, the Bank can better tailor market development initiatives and adjust procurement planning thresholds to ensure sustained competition and efficiency across regions and contract types.

Contract awards remain concentrated, as illustrated in the following figure: China leads with 137 contracts won, followed by India (62) and Tunisia (47) over the period of 2020 to 2024. Several RMCs, including Nigeria, Côte d'Ivoire, Burkina Faso, Kenya, and Uganda,

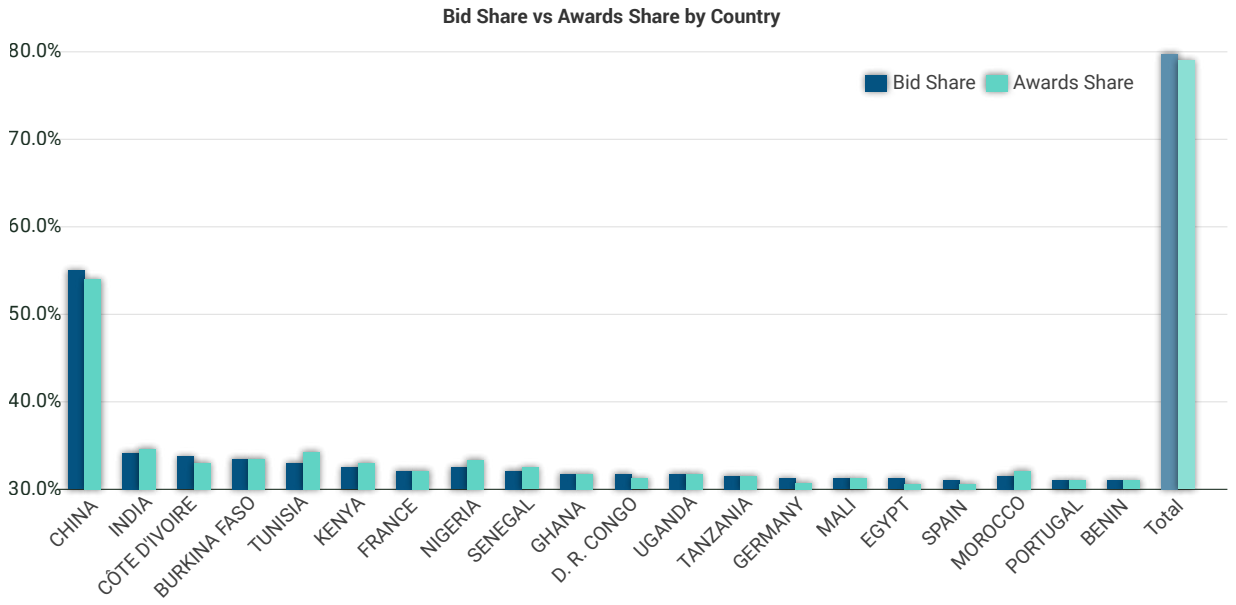
also receive a notable number of awards. This distribution, marked by a dominant group of high-performing suppliers and a long tail of countries with limited contract success, underscores strong competitiveness among select nationalities while revealing relatively lower award rates for others. These findings emphasize the importance of targeted market development initiatives and joint venture facilitation to strengthen regional supplier capacity and deepen market access.

Figure 15. Top 30 Number of Contract Awards 2020 - 2024)



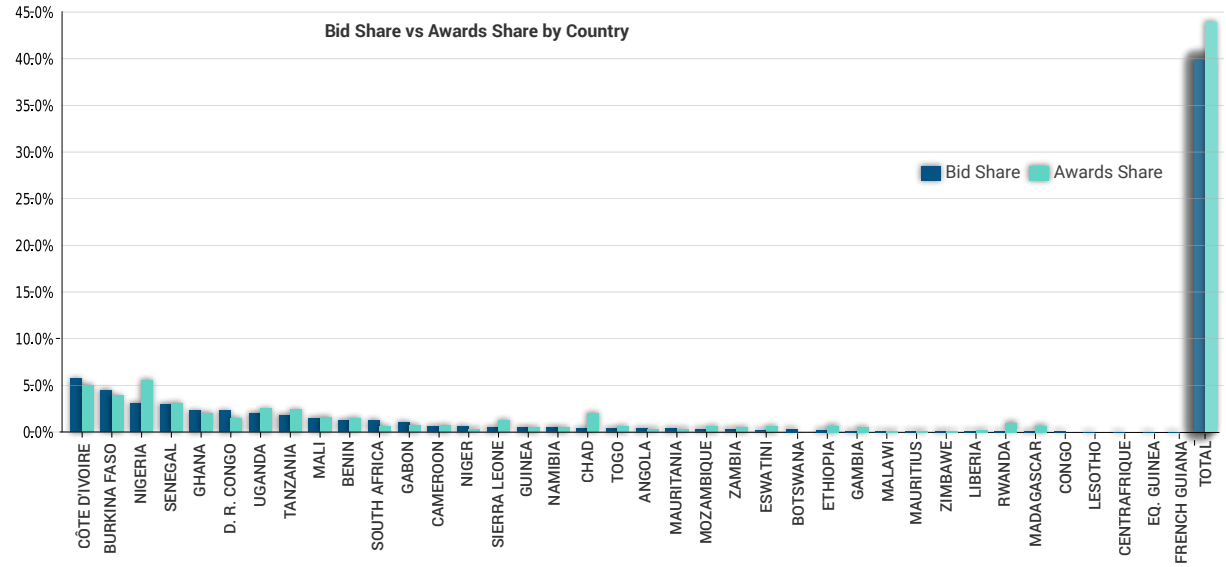
The bidder landscape is concentrated, with the top 20 nationalities accounting for 79.2% of bids and 77.2% of awards, and a single nationality, China, alone contributing 24.3% of bids and 19.5% of awards. Conversion performance varies materially across nationalities: India, Tunisia and Nigeria convert a larger share of awards relative to their bid shares, indicating strong competitiveness or selection advantage, while Spain and Egypt show notably low award conversion relative to bids, suggesting limited success when they participate. Several Regional Member Country nationalities such as Côte d'Ivoire, Burkina Faso, Kenya, Senegal and Ghana register meaningful bid and award shares, demonstrating active regional participation but generally lower shares than global leaders. Taken together these patterns point to a moderately concentrated supplier market with heterogeneous success rates, signaling opportunities to strengthen market access for regional firms and to investigate drivers of high or low conversion for targeted supplier development.

Figure 16. Top 20 Bid Share vs Contract Award Share



The regional bidder set accounts for 40.1% of bids and 44.2% of awards, indicating that RMCs on aggregate convert bids into awards at a slightly higher rate than their share of participation. Côte d'Ivoire and Burkina Faso are the largest contributors and show nearparity between bids and awards, while Nigeria's awards share (5.6%) exceeds its bid share (3.2%), signaling strong conversion performance. Conversely, several countries (e.g., South Africa, Democratic Republic of Congo, Angola) display lower award conversion relative to bid activity, and a few (e.g., Botswana, Congo, Lesotho) show negligible or zero award receipts despite submissions. Notable outliers include Togo and Sierra Leone, where awards materially exceed bid shares, suggesting selective competitiveness or concentration in niches. Overall the pattern points to meaningful regional market depth with heterogeneous success rates across countries, highlighting opportunities to: strengthen capacity where bid activity is high, but conversion is weak, investigate drivers of exceptional conversion in a small set of countries, and tailor supplier development to raise regional competitiveness.

Figure 17. Share vs Contract Award Share



6.8 Time Efficiency

Procurement Lead Time (PLT) remains a critical indicator of operational efficiency and project readiness. In 2024, the average PLT across all prior-review contracts was 189 days, marking a 12% reduction from the 2016 baseline of 215 days. This improvement reflects incremental gains in procurement planning, document quality, and responsiveness from both Borrowers and Bank teams.

However, the overall average masks persistent delays in specific categories. Consulting Services continue to exhibit the longest PLTs, with median durations exceeding 8.5 months. These delays are often driven by extended shortlisting processes, complex evaluation criteria, and protracted negotiations, particularly in multi-country technical assistance and supervision contracts.

Works contracts also show sustained time inefficiencies, frequently linked to design revisions, environmental approvals, and site readiness issues. While Goods procurement tends to be faster, especially under standardized modalities like Shopping, variability remains across regions and procurement modes.

This figure presents a comparative time series of PLT evolution for Works, Goods, and Consulting Services. It highlights the steady downward trend in overall PLT, while illustrating the persistent gap between Consulting and other categories.

The data suggest that while procedural reforms and system upgrades have contributed to improved timelines, further gains will depend on upstream interventions, particularly in project preparation, TOR development, and early market engagement. Disaggregated PLT data by region and procurement modality are provided in Annex 1, including quartile distributions and outlier diagnostics to support targeted follow-up.

Monitoring PLT on a quarterly basis, with breakdowns by category and region, is

recommended to identify bottlenecks early and guide corrective actions. This will be especially important in high-volume sectors and fragile contexts where delays compound downstream risks.

6.9 Contract Amendments

Contract amendments remain a persistent and material source of operational risk. In 2024 alone, amendments totaled UA 305 million, representing 7% of the affected contract value. This figure is consistent with historical averages, but its concentration in specific categories and modalities warrants closer scrutiny.

Consulting Services exhibited the highest amendment ratio at 13.1%, reflecting challenges in scoping, TOR development, and implementation flexibility. These contracts often involve evolving technical requirements, multi-stakeholder coordination, and adaptive deliverables, all of which increase the likelihood of post-award changes.

Works contracts, while less frequent in amendment count, accounted for the bulk of amendment value, UA 240 million, or 6.8% of affected Works contracts. This is largely attributable to design revisions, unforeseen site conditions, and environmental compliance delays. The scale of these contracts amplifies the financial impact of even modest scope changes.

Goods procurement showed the lowest amendment ratio at 4.2%, consistent with its more standardized nature and shorter implementation cycles.

Table 20: Amendment Ratios by Expense Category (2024)

Category	Amendment Value (UA M)	% of Affected Value
Works	240	6.8%
Goods	25	4.2%
Consulting	40	13.1%

Over the full 2016–2024 period, cumulative amendments reached UA 2.271 billion, reinforcing the need for stronger upstream controls. These include improved project preparation, clearer technical specifications, more robust cost estimation, and enhanced supervision mechanisms.

Amendment trends also correlate with longer PLTs, particularly in Consulting and Works. This suggests that delays and amendments may share common root causes, such as inadequate early-stage planning, insufficient market analysis, or weak stakeholder alignment.

Mitigation strategies should focus on:

- Strengthening pre-procurement diagnostics and feasibility assessments.
- Embedding amendment risk screening in procurement planning templates.
- Enhancing contract management training for Borrowers, especially in high-risk sectors.

Full amendment profiles, including regional breakdowns, modality-specific trends, and audit flags, are provided in Annex 1, along with proposed mitigation measures and monitoring options.

6.10 Supplier Equity: RMC vs NRMC

The supplier landscape across Bank-financed procurement remains structurally imbalanced. While Regional Member Country (RMC) firms dominate by number of contracts, Non-RMC (NRMC) suppliers continue to capture the majority of procurement value, particularly in large-scale infrastructure and specialized consulting assignments.

This pattern has persisted over the past decade, with RMCs consistently winning smaller, more frequent contracts, and NRMCs securing fewer but significantly higher-value awards. The disparity reflects differences in technical capacity, financial depth, and international market positioning, factors that shape bidding behavior and award outcomes.

Table 21. Supplier Summary (2016–2024)

Supplier Type	# Contracts	Total Value (UA M)	Avg Contract Value
RMC	22,400	5,820	UA 260,000
NRMC	4,800	9,120	UA 1.9 million

The average contract value for NRMCs is more than seven times higher than for RMCs, underscoring the concentration of high-value procurement among international firms. This is particularly evident in civil works and consulting services, where technical complexity and global experience often drive award decisions.

While the high participation rate of RMCs is encouraging from a market access perspective, the value gap raises concerns about regional competitiveness and long-term supplier development. Without targeted interventions, RMC firms may remain confined to low-value segments, limiting their ability to scale, innovate, and contribute meaningfully to regional economic transformation.

To address this, the following support measures are recommended:

- Bid preparation assistance for high-value tenders, including financial packaging, technical documentation, and compliance coaching.
- Joint venture facilitation to enable RMC firms to partner with international suppliers, share risk, and build capacity.
- Access to working capital and performance guarantees, particularly for SMEs and mid-tier contractors facing liquidity constraints.

These measures should be embedded in country-level procurement capacity-building programs and aligned with broader industrial development strategies. Monitoring supplier equity over time, by region, sector, and procurement modality, will be essential to track progress and adjust interventions.

Full supplier country lists, including top ten rankings by value and number, are provided in Annex 1, along with disaggregated data on RMC/NRMC participation by expense category and procurement mode.

6.11 Key Implications

Works dominate value, requiring stronger QA and amendment controls. The disproportionate share of procurement value concentrated in Works (74.2% in 2024) underscores the need for robust technical specifications, design validation, and supervision protocols. High amendment volumes in this category suggest persistent risks in project preparation and scope management.

PLTs improving but remain long, especially for Consulting. While average PLTs have declined by 12% since 2016, Consulting Services continue to exhibit extended durations, often exceeding 8.5 months. This affects project start-up timelines and signals a need for streamlined shortlisting, clearer TORs, and faster evaluation cycles.

RMCs win most contracts by number, but NRMCs dominate value. RMCs secured 82% of contracts by count, yet Non-RMCs (NRMCs) captured 61% of total value. This imbalance reflects structural barriers to scale and competitiveness for RMC firms, particularly in high-value infrastructure and specialized consulting. Targeted support is needed to close this gap.

Competitive procedures remain strong; DNP usage within thresholds. Open Competitive Bidding (OCB) accounted for 63% of value in 2024, with Direct Negotiation Procedures (DNP) used in only 7% of cases. This indicates healthy adherence to competitive norms, though continued monitoring is warranted to ensure DNP remains exception-based and well-justified.

Amendment ratios signal need for better project preparation. With amendments totaling UA 305 million in 2024 (7% of affected contract value), and Consulting Services showing a 13% amendment ratio, the data point to upstream weaknesses in planning, scoping, and risk forecasting. Strengthening pre-procurement diagnostics and technical reviews will be critical.

VfM integration is rising but uneven across sectors. VfM indicators were embedded in 61% of projects in 2024, marking progress in aligning procurement with broader development outcomes. However, uptake remains uneven, with lower integration in social sectors and smaller contracts. A more systematic VfM framework could help standardize expectations.

6.12 Priority Recommendations

The following priority actions are proposed to address the performance challenges and structural imbalances identified in this analysis. Each recommendation is grounded in observed trends and is intended to strengthen procurement outcomes across value, time, equity, and efficiency dimensions.

- **Strengthen quality assurance (QA) for high-value Works contracts.** Given the dominance of Works in total procurement value and their high amendment incidence, enhanced QA mechanisms are needed at design, bidding, and implementation stages. This includes technical peer review,

early site validation, and tighter supervision protocols to reduce scope creep and post-award adjustments.

- **Expand capacity building for RMCs bidding on large-value contracts.** The persistent value gap between RMC and NRMC suppliers highlights the need for targeted support to help regional firms scale. This should include bid preparation clinics, access to financial instruments, and joint venture facilitation, particularly in infrastructure and consulting sectors where average contract values are highest.
- **Introduce risk-based prior review thresholds.** To optimize oversight and reduce administrative burden, prior review should be calibrated based on contract risk profile rather than fixed value thresholds alone. This would allow for deeper scrutiny of high-risk procurements (e.g., complex Works or sole-source Consulting) while streamlining low-risk, routine transactions.
- **Improve procurement planning to reduce amendments.** With amendments affecting 7% of contract value in 2024, and Consulting Services showing a 13% amendment ratio, upstream planning must be strengthened. This includes clearer TORs, better cost estimation, and early stakeholder alignment to minimize post-award changes and delays.
- **Monitor PLTs by category and region on a quarterly basis.** While PLTs have improved overall, persistent delays in Consulting and regional disparities remain. A quarterly PLT dashboard disaggregated by expense category and region would enable early detection of bottlenecks and support targeted interventions.
- **Enhance VfM integration in project design.** With VfM indicators embedded in 61% of projects, there is momentum, but uptake remains uneven. A standardized VfM framework, embedded in project appraisal and procurement planning, would help ensure consistent application across sectors and contract types.

These six recommendations represent the highest priority measures for immediate implementation. The full recommendation set, including operational actions, sequencing options, and monitoring proposals, is provided in Annex 1.

6.13 Further Detail

Full tables, regional breakdowns, supplier country shares, and detailed PLT and amendment profiles are available in Annex 1. Each figure and table cited above is cross-referenced in the annex index for ease of navigation.



7. Policy Impact and Strategic Outcomes

This section evaluates how the OPF has influenced fiduciary control, development effectiveness, and institutional capacity. It draws on performance dashboards, regional comparisons, and reform maturity assessments to determine whether procurement reforms have translated into measurable outcomes. The analysis highlights both systemic gains and persistent gaps, offering insight into where strategic recalibration may be needed.

7.1 Overview and Objectives

To assess how the OPF has influenced procurement outcomes across fiduciary control, development effectiveness, and institutional capacity.

7.2 Qualitative Outcomes

Fiduciary Control: The strengthening of fiduciary control has been a key advancement, achieved through the implementation of clearer lines of accountability, the use of standardized templates, and the introduction of upstream risk screening processes. These measures have streamlined operations but have also ensured that risks are proactively identified and managed earlier in the project lifecycle. As a result, there is greater transparency in decision-making and an improved ability to monitor compliance, which collectively supports the integrity of the procurement process.

Development Effectiveness In terms of development effectiveness, procurement activities have become more aligned with sector-specific outcomes, such as those related to energy and transport. This enhanced alignment means that procurement decisions are increasingly driven by the anticipated impact on sector goals, rather than solely by compliance considerations. However, it is important to note that while these improvements have been significant, the tracking of results remains inconsistent. This uneven monitoring challenges the ability to comprehensively assess the contribution of procurement to overall development objectives.

Capacity Building: Capacity building efforts have yielded positive results, with Project Implementation Units (PIUs) and borrowers reporting a better grasp of strategic procurement principles and practices. Training initiatives have equipped staff with the skills needed to navigate the evolving procurement landscape effectively. Despite these gains, a persistent challenge is the retention of trained personnel. High staff turnover and the loss of institutional memory within PIUs threaten the sustainability of these capacity enhancements, indicating a need for ongoing support and strategies to retain expertise within organizations.

Challenges and Gaps

Fragmented uptake of BPS reforms across RMCs. The uptake in the use of Borrower Procurement Systems (BPS) and the reforms across RMCs has been uneven, resulting in fragmented progress towards acceptable procurement practices. While some countries have made substantial strides in adopting new processes and systems, others lag behind due to varying levels of institutional capacity and commitment. This gap slows regional harmonization but also complicates efforts to harmonize procurement standards across regions. Bridging these gaps will require targeted interventions, tailored support, and a more consistent approach to reform implementation.

Inconsistent application of VfM principles in complex procurements. Another key challenge is the inconsistent application of VfM principles, particularly in complex procurement scenarios. Although VfM is recognized as a foundational concept, its practical integration into procurement decisions remains sporadic. In difficult or high-value projects, decision-makers sometimes revert to traditional compliance-based approaches, missing opportunities to maximize impact and efficiency. Addressing this issue involves strengthening guidance, providing specialized training, and developing tools that help embed VfM considerations throughout the procurement cycle.

Limited integration of procurement KPIs into project performance frameworks. The limited incorporation of procurement KPIs into broader project performance frameworks has restricted the ability to systematically monitor and evaluate procurement effectiveness. Without clear metrics and regular tracking, it becomes challenging to assess how procurement activities contribute to overall project outcomes and organizational objectives. Greater integration of procurement KPIs into project management and reporting systems would enhance accountability, promote continuous learning, and facilitate evidence-based decision-making.

Staff turnover and institutional memory loss in PIUs. Frequent staff turnover and the resulting loss of institutional memory within PIUs continue to undermine capacity-building efforts. As trained personnel leave, organizations face difficulties maintaining consistent standards and retaining expertise. This challenge underscores the importance of developing robust knowledge management systems, investing in ongoing professional development, and implementing strategies to retain experienced staff. By prioritizing institutional continuity, organizations can safeguard the gains achieved through previous training and reform initiatives.

7.3 Strategic Implications

The introduction of the OPF has fundamentally transformed the AfDB approach to procurement, shifting its focus from a purely compliance-based model to a more strategic and performance-oriented paradigm. This shift has aligned procurement more closely with

sector outcomes, such as those in energy and transport, thereby prioritizing the anticipated impact of procurement decisions on overall development goals rather than solely adhering to regulatory requirements.

However, the effects of these reforms have not been uniform across all regions. There are noticeable disparities in how different RMCs have benefited from the OPF, with some making substantial progress in adopting new processes and systems, while others continue to face challenges due to varying institutional capacities and levels of commitment. These regional differences underscore the importance of developing tailored support models that address the unique needs and contexts of each RMC, ensuring that all countries can fully realize the benefits of standardized procurement practices.

To further strengthen accountability and promote a culture of learning within the AfDB, it is essential to embed procurement KPIs into broader project and organizational results frameworks. By integrating clear metrics and regular tracking mechanisms, the Bank can more effectively monitor and evaluate the contribution of procurement activities to overall project outcomes. This enables data-driven decisions, enhances transparency, and drives continuous improvement across the institution.

7.4 Strategic Outcomes

Improved Fiduciary Oversight: The Bank strengthened fiduciary oversight by deploying targeted inspections, audits, optimizing prior/post-review mechanism, and refining complaint handling protocols. These measures have reduced procedural ambiguity and improved accountability across sovereign operations.

Accelerated Use of Borrower Systems: BPS usage reached 35% of the active portfolio in 2024, reflecting growing borrower confidence and improved alignment with national procurement frameworks. Uptake remains uneven, with higher adoption in social sectors (low value, low risk transactions) and lower penetration in infrastructure-heavy portfolios.

Reduced PLTs: PLTs averaged 189 days, down from previous benchmarks. While this reflects moderate gains, regional disparities persist, particularly in Central and East Africa.

Enhanced Reform Maturity: MAPS reports or alternatively BPAR or RACI diagnostics revealed needs for dialogue and reform in most of the countries. However, institutional bottlenecks and capacity gaps continue to constrain the expected improvement of country systems.

Expanded Use of Strategic Instruments: Framework Agreements and third-party partnerships (MRAs and FPAs)have been deployed as appropriate, enabling more efficient procurement cycles and improved VfM outcomes.

8. Conclusions and Recommendations

This final section synthesizes key findings and outlines strategic priorities for the next phase of implementation. It proposes actionable reforms, system upgrades, and harmonization efforts to deepen the Framework's impact and sustain reform momentum.

8.1 Key Conclusions

Operational Uptake and Systemic Reach: The OPF has achieved broad operational uptake across sovereign operations. Over 1,200 contracts have been awarded under its provisions, and Borrowers are increasingly using their own procurement systems. This reflects growing confidence in BPS and a shift toward decentralized procurement governance. However, uptake remains uneven across regions and sectors, with infrastructure-heavy portfolios showing slower adoption due to complexity and risk sensitivity.

Diagnostic Deployment and Reform Targeting: The Bank has deployed MAPS, BPAR, and RACI diagnostics in over 30 countries, enabling tailored reform support and improved visibility into systemic bottlenecks. These tools have helped identify reform maturity levels and institutional readiness, but integration into country strategies and project design remains inconsistent. In some cases, diagnostic findings have not been translated into actionable reform plans or capacity-building programs.

PLT and Efficiency Gains: Average PLT has declined to 189 days, reflecting moderate efficiency gains. Improvements are most notable in social sectors and smaller-value contracts, while infrastructure projects continue to face delays due to complex evaluation and approval processes. Regional disparities persist, with Central and East Africa showing longer average PLTs compared to Southern and West Africa.

Complaint Handling and Transparency: The Bank received 38 complaints in 2023, indicating increased stakeholder engagement and improved system accessibility. While this reflects progress in transparency and responsiveness, the complaint handling process remains fragmented across regions. Escalation protocols, resolution timelines, and feedback mechanisms vary, limiting the system's overall effectiveness and credibility.

Strategic Instruments and VfM Outcomes: Framework Agreements (FPAs) and third-party partnerships have been deployed in select regions, particularly in high-volume sectors such as health and education. These instruments have helped reduce procurement cycle times and improve VfM outcomes. However, their use remains limited, and broader institutional adoption is needed to realize their full potential.

The OPF has laid a robust foundation for Fit-for-Purpose procurement. To sustain reform momentum, the Bank must deepen country engagement, strengthen oversight systems, and scale digital tools that enable performance-based management. Strategic investments in diagnostics, capacity-building, and harmonized protocols will be critical to

delivering procurement outcomes that support inclusive, sustainable development. By aligning operational reforms with institutional priorities, the Bank can ensure that procurement continues to serve as a strategic enabler of development impact.

8.2 Effectiveness Against Core Objectives

This presents explicit evaluative judgments on the effectiveness of the OPF across its core objectives. Drawing on performance data, diagnostic findings, and stakeholder feedback, the analysis assesses how well the Framework has delivered on its dual mandate of fiduciary assurance and development effectiveness. Each objective, Value for Money, Use of BPS, Sustainability, Integrity, and Efficiency, is reviewed against implementation outcomes, with ratings and interpretive commentary provided to guide refinement and operational prioritization.

Value for Money

Opinion: Partly Effective

Competitive intensity has declined since 2019, with a rising share of single-bid tenders, though PLT efficiency gains are evident. Competition delivers savings in well-scoped tenders, but weak market engagement and frequent single-bid outcomes erode value in higher complexity procurements.

Evidence and Interpretation: Annual trends show competitive intensity falling in recent years, cost-benchmarking is not routinely applied for mid and high-value contracts and procurement method mix skews toward limited and single-source routes in fragile contexts.

Key Drivers: Poor market outreach for complex requirements, incomplete specifications leading to re-scoping and inconsistent application of lowest-evaluated-bidder principle.

Recommendations: 1) Mandate pre-market engagement and market assessments for all contracts above the medium-sized threshold; 2) Require a standardized cost-benchmark step for awards above the high-value threshold.

Use of Borrower Systems

Opinion: Largely Effective

Uptake of BPS has expanded dramatically since 2020, yet fragile and high-risk contexts continue to lag behind. Borrower systems meet minimum fiduciary benchmarks but uneven application across regions and weaker uptake in fragile states.

Evidence and Interpretation: Proportion of spend using BPS increased in stable regions but remained low in fragile or high-risk countries. Documentation of system assessments is inconsistent.

Key Drivers: Risk-averse project teams, unclear eligibility criteria and limited capacity strengthening tied to use decisions.

Recommendations: 1) Clarify and publish eligibility criteria; 2) Tie incremental use-of-country-systems approvals to timebound institutional strengthening plans.

Sustainability

Opinion: Partly Effective

Sustainability clauses are increasingly included in contracts, but measurable KPIs and systematic post-award monitoring remain limited.

Evidence and Interpretation: Clause inclusion rate has risen but post-award sustainability KPI monitoring and budgeted compliance actions are sparse and green procurement uptake limited to pilot sectors.

Key Drivers: Weak inclusion of measurable KPIs at award and low contractor incentives for sustainable performance.

Recommendations: 1) Standardize sustainability clauses with measurable KPIs and liquidated damages where appropriate; 2) Introduce a small percentage of contract value reserved for post-award sustainability compliance and capacity building.

Compliance with Procurement Rules and Oversight

Opinion: Generally Effective

Misprocurement cases have declined, and oversight has strengthened, though consultant selection and documentation weaknesses persist. Selective noncompliance and inconsistent documentation reduce transparency and auditability.

Evidence and Interpretation: High overall procedural adherence with minimum misprocurement.

Key Drivers: Lot of capacity and understanding of the required procurement rules.

Recommendations: 1) Strengthen spot-check audits and publish anonymized audit summaries.

Efficiency and Procurement Lead Time

Opinion: Partly Effective

Average PLT has fallen by roughly 25%, but complex, highvalue procurements still face significant delays due to clearance bottlenecks and evaluation gaps. Routine procurements proceed at acceptable pace while complex procurements experience extended PLT driven by clearance, evaluations, and external review cycles.

Evidence and Interpretation: Median PLT is acceptable for small contracts, but several high-value tenders exceed expected timelines by multiples.

Key Drivers: Multi-stage internal clearances, delays in evaluation due to incomplete bids, and external review delays.

Recommendations: 1) Introduce target PLT ranges by procurement category and require time-stamped workflow.

Bidder Participation and Market Depth

Opinion: Mixed

Bidder pools are adequate in commodity and civil works tenders but shallow for specialized goods and services, with a rising share of single-bid outcomes in certain sectors.

Evidence and Interpretation: Mean and median bidders per tender differ by sector and procurement method.

Key Drivers: Limited supplier capacity in specialized markets, high transaction costs, and restrictive pre-qualification criteria.

Recommendations: 1) Expand market development activities and simplify prequalification for non-complex procurements; 2) Use clearer technical performance specifications to broaden supplier interest.

The following provides a detailed assessment of effectiveness against the core objectives, summarizing ratings and key commentary for each.

Table 22. Effectiveness Against Core Objectives

Objective	Assessment Summary	Rating (High / Medium / Low)	Commentary
Value for Money (VfM)	Moderate gains	Medium	Efficiency improved, but equity gaps persist
Use of BPS	Strong uptake	High	BPS usage rose from 12.4% to 35% (2021–2024)
Sustainability	Mixed progress	Medium	Institutional depth improving, but uneven tool uptake
Integrity	Strengthened	High	Audits scaled, misprocurement down 21%
Efficiency (PLT)	Moderate gains	Medium	Lead time reduced ~25%, but delays remain in consultant selection

These ratings reflect both quantitative trends and qualitative insights and are intended to inform the strategic priorities and the operational roadmap.

8.3 The Way Forward – Recommendations

Within the context of continuously improving the execution of the Bank's fiduciary and sustainable development mandates, addressing recurrent procurement challenges, and maintaining accelerated application of the procurement policy, the Department has identified the following key decisions, actions, and activities for implementation:

a. Refine and adjust the OPF based on lessons learned during implementation.

b. Accelerate the rollout of the Bank's Procurement Accreditation Programme, as mandated by Presidential Directive 03/2023 (signed on 17 September 2023), to build a critical mass of accredited Bank staff through structured training, mentoring, and certification.

c. Develop and operationalize a comprehensive Project Procurement Tracking System that enables real-time data capture, supports performance measurement through analytics, and facilitates evidence-based decision-making.

d. Strengthen country-level Audit Compliance and Monitoring Systems to improve the preparation, submission, review, and follow-up of procurement audit reports.

e. Complete or update country diagnostic documents, including MAPS2, BPARs, RACIs, and CFRAs, and accelerate the implementation of associated Capacity Development Action Plans. Support the development of national procurement systems and oversight institutions, including Public Procurement Oversight Bodies and Supreme Audit Institutions, within the framework of Country Platforms.

f. Enhance the Bank's support to countries in building the capacity of domestic and regional private sector actors, contractors, suppliers, consultants, and procurement auditors, with a particular focus on SMEs engaged in Bank-financed projects.

g. Assist countries in adopting and implementing sustainable procurement approaches, with targeted support for Transition States.

h. Deepen collaboration with Development Partners to promote and support the migration of RMCs to electronic procurement platforms, including the adoption and operationalization of e-GP systems.

i. Advance harmonization efforts with other MDBs through Mutual Reliance Agreements and expand the use of Third-Party Reliance instruments such as Framework Agreements. These initiatives complement the Bank's commitment to country platform integration and align with the evolving MDB global agenda.

j. Design and implement a comprehensive Procurement Impact Dashboard that consolidates key procurement performance indicators and metrics in real time. The dashboard should enable quarterly reporting to senior management, visually present data such as procurement cycle times, contract award values, compliance rates, audit findings, and sustainable procurement achievements, and integrate data from the Project Procurement Tracking System and country platforms. It should also include customizable views for various stakeholders and support evidence-based discussions at senior management meetings.

k. Establish a formal process for conducting. VfM audits on all high-value procurement projects. This includes developing guidelines and standardized audit procedures to assess the efficiency, effectiveness, and economy of procurement processes and outcomes. VfM audits should be integrated into the project lifecycle and linked to procurement oversight mechanisms, with findings systematically reported to senior management to inform continuous improvement and policy refinement.

l. Extend the application of MAPS and BPAR diagnostics to all remaining RMCs. For each country, develop a tailored reform roadmap based on diagnostic findings, addressing specific gaps and opportunities in their procurement systems. These roadmaps should include capacity development actions, support for strengthening oversight institutions, and clear implementation timelines. Collaboration with country stakeholders and Development Partners will be essential for successful execution and alignment with broader procurement modernization efforts.

m. Ensure that key procurement metrics, such as procurement process timelines, contract management effectiveness, compliance with procurement policies, and achievement of sustainable procurement goals, are systematically integrated into project completion reports and portfolio review exercises. This integration will provide a holistic view of procurement performance at both the project and portfolio levels, support evidence-based evaluation of project outcomes, and inform future project design and procurement policy refinements. Regular analysis of these metrics will also facilitate benchmarking and identification of best practices across projects and countries.

n. Enhance Regional and Country Support by ensuring adequate procurement staffing and region and country offices.

o. Update sustainable procurement guidance note to align with latest developments especially full integration of quality and other sustainability requirements.

8.4 Operationalizing KPIs and Performance Monitoring

This sub-section converts the KPI findings into a compact, actionable programme of work that SNFI and partners can deliver quickly to strengthen procurement oversight, close data gaps, and turn headline metrics into operational intelligence; it sets clear owners, short timelines, and measurable success criteria so senior management and regional teams can track progress, trigger risk-based oversight, and target capacity support.

- **Standardize KPI framework and glossary:** SNFI to finalize definitions, calculation rules, disaggregation fields and baselines; publish on the intranet within 3 months.
- **Build Procurement Impact Dashboard (PID):** In collaboration with other MDBs develop an end to end Project Procurement Tracking System with clear dashboards and reports covering all critical KPIs
- **Set KPI thresholds and risk triggers:** Approve threshold table within 4 months and map breaches to oversight actions (prior review, independent review, FIR).
- **Institutionalize quarterly KPI reviews:** SNFI chairs joint review with Regional Procurement Coordinators and Operations Directors; remedial plans tracked to closure.
- **Operationalize VfM and SPP measurement:** Mandate VfM templates for highvalue contracts and quarterly SPP checkpoints; integrate findings into project supervision.

Annexes

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Annex 1. Detailed Procurement Statistics and Figures

This annex provides the full statistical foundation and supporting evidence for the procurement performance analysis presented in Section 6. It includes disaggregated tables, multi-year figures, methodological notes, and expanded diagnostics that underpin the main findings. The annex is structured thematically to mirror the flow of the main section, allowing readers to locate supporting evidence quickly and trace each insight to its source.

While Section 6 of the report presents headline metrics and interpretive commentary, Annex 1 offers transparency for technical reviewers, auditors, and operational teams seeking to validate trends, explore regional or sectoral variations, and assess procurement risks in greater detail. Each subsection includes cross-references to the relevant paragraphs in the main report and is designed to be self-contained for ease of use.

Trends in Business Volume

Contract Awards: While RMCs secured 92.9% of contracts by number, NRMCs captured 33.1% of total contract value, highlighting a persistent concentration of high-value awards among non-regional firms. This distribution suggests that while regional firms are actively participating in procurement, high-value contracts continue to favor non-regional entities. The imbalance may reflect capacity constraints among RMCs in delivering large-scale or technically complex projects and underscores the need for targeted support to strengthen regional competitiveness in high-value tenders.

In 2024, Bank Group Borrowers awarded 3,630 procurement contracts totaling UA 2.036 billion under its financing, compared to 3,383 contracts valued at UA 2.233 billion in 2023. This reflects a 7.3% increase in the number of contracts and an 8.97% decrease in value between the two years. However since the implementation of the OPF business volume by value and number has steadily increased as detailed in the following figure.

Figure A1-1. Trends in Business Volume by Number of Contracts (2016-2024)

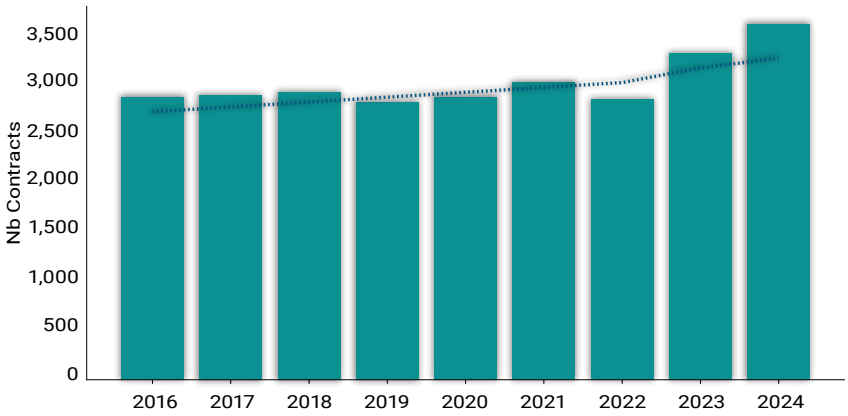
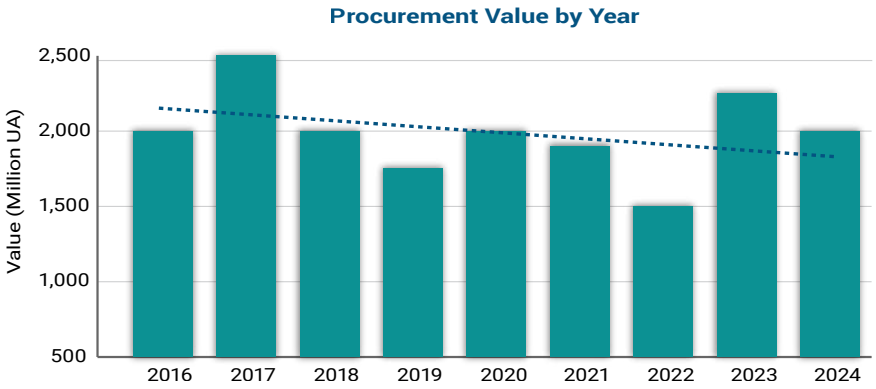


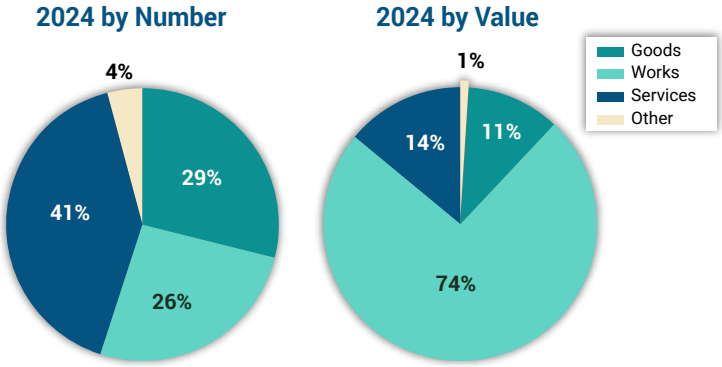
Figure A1-2. Trends in Business Volume by Value of Contracts (2016-2024)



Distribution by Expense Categories: Based on the Bank's defined expense categories, Goods, Works, and Consulting Services, Works accounted for the greatest share by value. In 2024, 958 Works contracts were awarded, totaling UA 1.51 billion, which represented 26.4% of contract numbers and 74.2% of total contract value. Consulting Services contracts comprised a higher number at 1,481 (40.8%), but their value was lower at UA 210.52 million (10.3%). Goods contracts for the same period totaled 1,041 (28.7%) with a value of UA 291.71 million (14.3%) as detailed in the following figures.

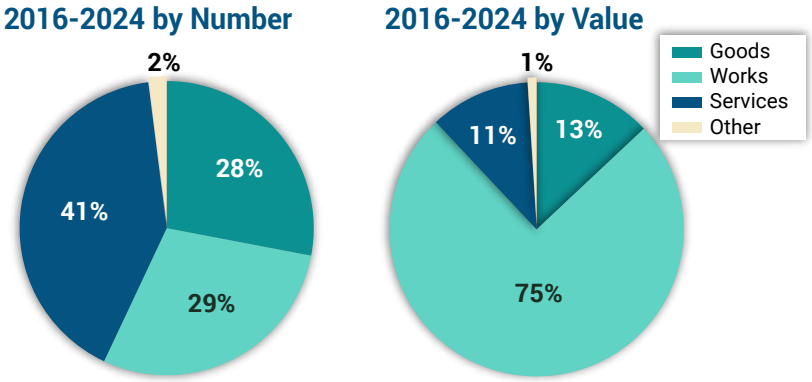
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Figure A1-3. Distribution of Volume by Expense Category by Number and Value 2024



Between 2016 and 2024, there were 8,098 Works contracts (29.4% of total contracts), valued at UA 13.780 billion, which represents 75.3% of the total contract value. There were 7,575 Goods contracts (27.5%), with a combined value of UA 2.39 billion (13.1%). Consulting Services contracts accounted for 11,330 (41.2%) and UA 1.948 billion in value (10.6%) as detail in the following figure.

Figure A1-4. Distribution of Business Volume by Expense Category (2016-2024)



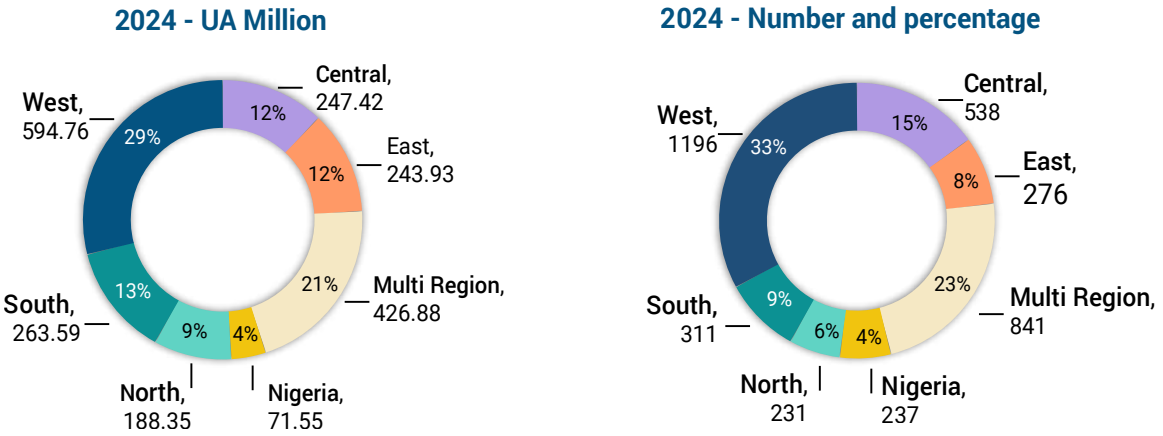
Works contracts represented the largest share by value awarded from 2016 to 2024. Because works contracts in Africa generally involve a substantial labour component (typically ranging from 25%-40%), they have a notable effect on local employment. In contrast, Consulting Services accounted for the greatest number of contract awards. These services included both individual contracts and those with consulting firms, resulting in a relatively high count but lower overall value throughout the review period. Additional information about contract awards by expense categories can be found in sub-section 5.9.

Since the baseline year of 2015, the share of contract value allocated to civil works has decreased by 6%, while the Bank has increased its financing for goods procurements by an equivalent 6%, reflecting a shift in expense category distribution.

Distribution by Region: Contract awards in 2024 were spread across the five Regional Centers. The West accounted for 29% of the

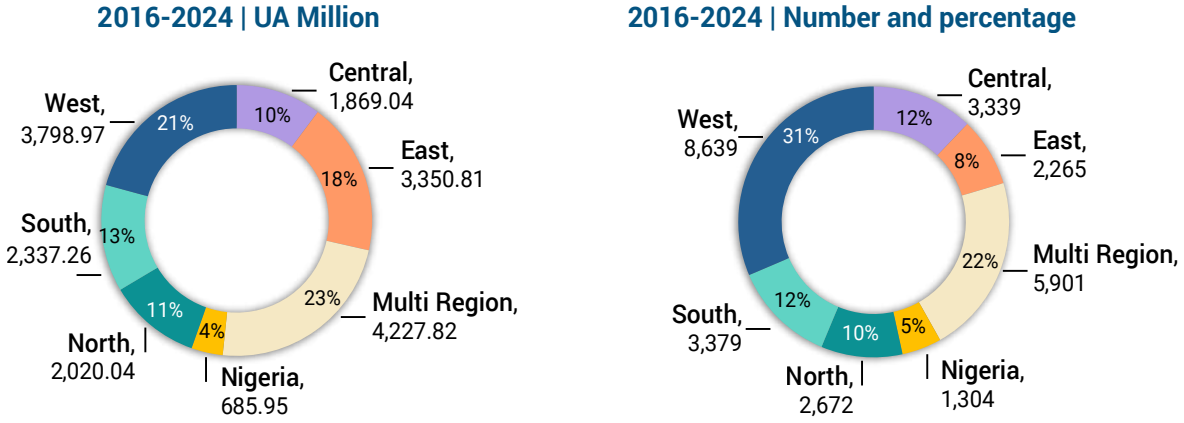
total contract value and 33% of the contract count; the East represented 12% of the value and 8% of the count; the Central Region comprised 12% of the value and 15% of the count; the North made up 9% of the value and 6% of the count; and the South received 13% of the contract value and 9% of the count. Nigeria received 4% of the contract value and 6% of the count. Multi-country or multinational contracts constituted 21% of the total value and 23% of the contract count as detailed in the following figure.

Figure A1-5. Distribution of Contract Awards by Region 2024



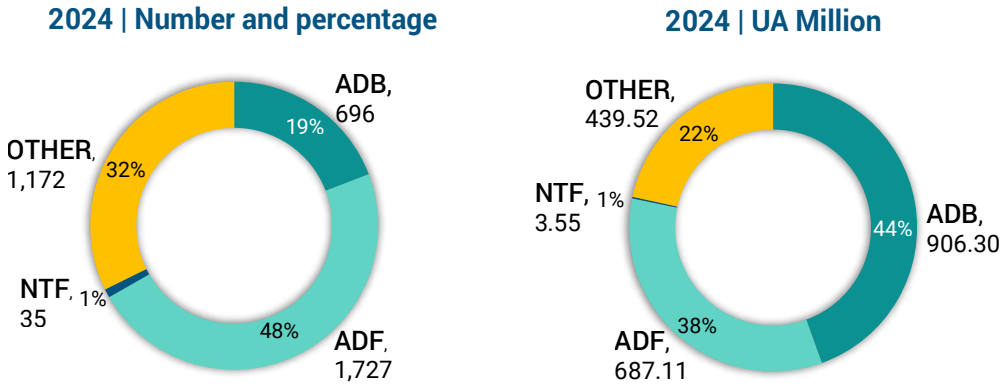
The regional distribution of contract awards from 2016 to 2024 shows that the West Region accounted for 21% of the total value and 31% of the number of contracts. The East represented 18% of the value and 8% of the number, while the North held 11% of the value and 10% of the number. The South constituted 13% by value and 12% by number of contracts, finally Central Region comprised 10% of the value and 12% of the number. Contracts spanning two or more countries made up 23% of the total value and 22% of the number.

Figure A1-6: Distribution of Contract Awards by Region 2016 – 2024



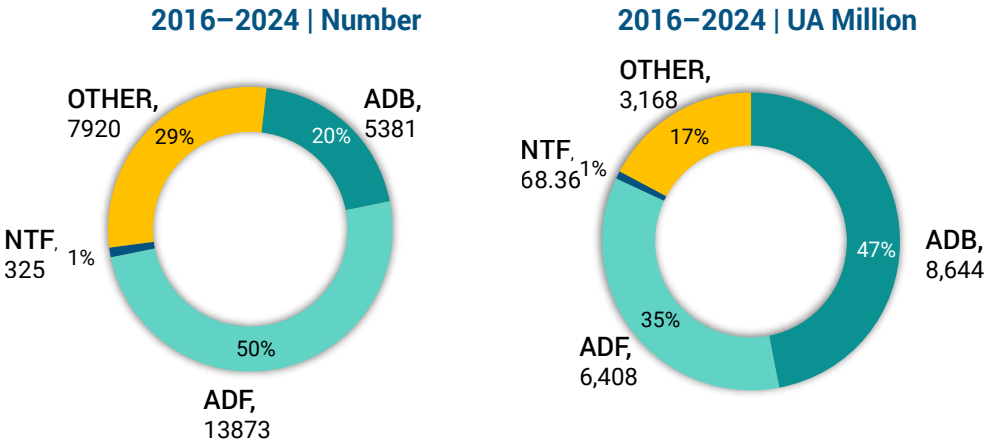
Distribution by Source of Financing: In 2024, the African Development Fund (AfDF) accounted for the largest proportion of contract awards by number, representing 48% of all contracts issued. Other financing sources ranked second, supporting 32% of awarded contracts, followed by the AfDB at 19%. However, when measured by value, the AfDB led with 44%, the AfDF provided 34%, and the remaining sources contributed 23% of the total value of contract awards as detailed in the following figure.

Figure A1-7. Contract Awards by Source of Financing 2024



Between 2016 and 2024, the AfDB represented 47% of contract award value, while the AfDF accounted for 35%. In terms of the number of contracts, the AfDF comprised 50% and the AfDB 20%. Other financing sources contributed 29% to the number of contract awards and 17% to the overall value during this period as detailed in the following figure.

Figure A1-8: Contract Awards by Source of Financing 2016-2024



Since the baseline year of 2015, there has been a significant shift in the distribution of contract award value between the AfDB and AfDF. The AfDB's share by value has increased rising from 21% in 2015 to 44% in 2024. In contrast, the AfDF's share by value has decreased substantially, dropping from 69% in 2015 to 34% in 2024. This trend highlights a

rebalancing in financing sources, with the AfDB playing a growing role in contract awards over the review period.

Patterns of Procurement by Borrowers

Projects and programs spanning two or more countries, that is, multi-country or multinational operations produced 21% of the total contract values, while 50.4% of the value of contract awards went to the top nine countries in 2024. These countries were Angola, Dem Rep Congo, Gabon, Namibia, Rwanda, Tanzania, Senegal, Tunisia, and Nigeria. Thus, 71.3% of the total value of contracts went to projects and programs in the top ten RMCs including those spanning multi-countries in 2024 as detailed in the following figure.

Figure A1-9. Procurement among Borrowers by Value (in Million UA) - Top Ten (2024)

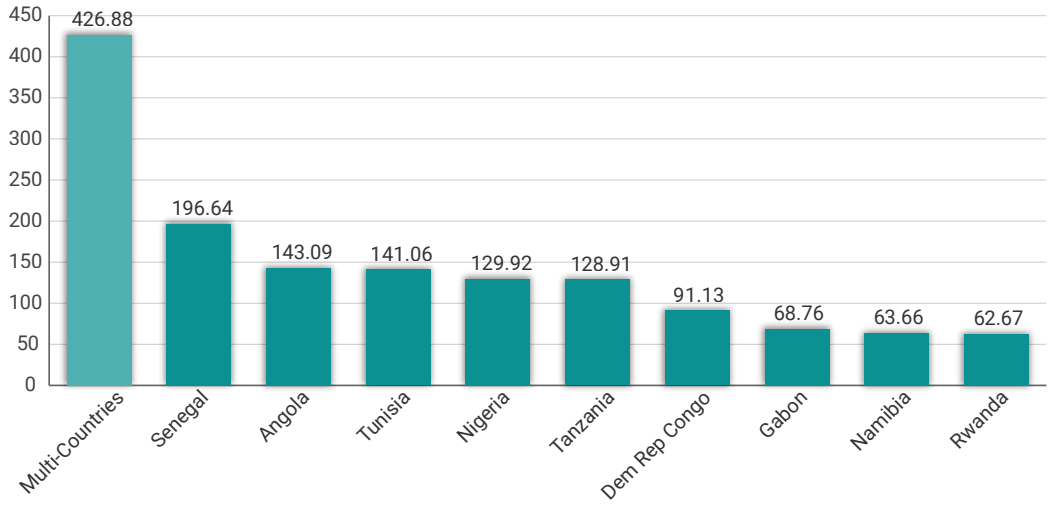
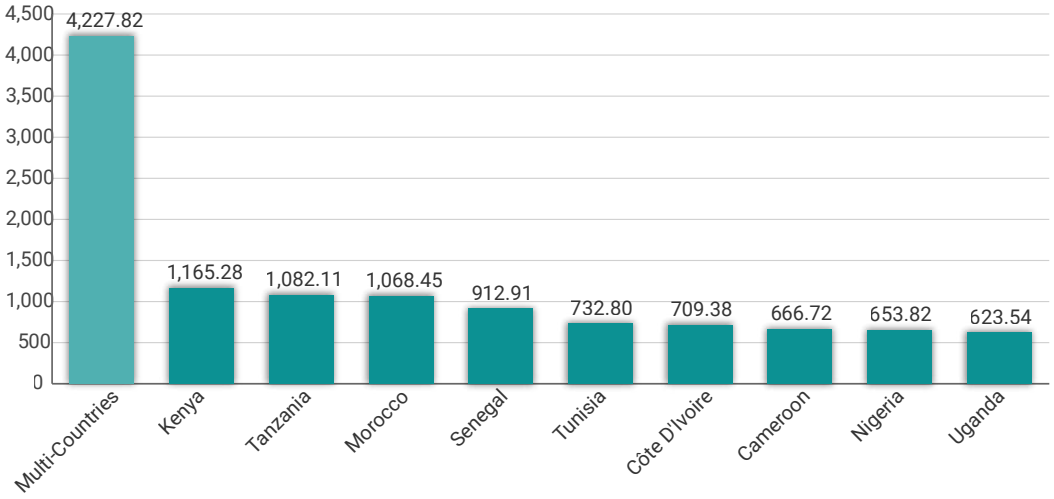


Figure A1-10. Procurement among Borrowers by Value (in Million UA) - Top Ten (2016-2024)



Between 2016 to 2024, projects and programs involving multi- countries constituted the largest category of contract awards with 23% by contract value. With respect to single BMCs 42% of the value of contract awards took place in the top nine countries. These countries were Kenya, Tanzania, Morocco, Senegal, Tunisia, Cote D'Ivoire, Cameroon, Nigeria and Uganda.

Patterns of Procurement by Sector

In 2024, the Bank Group's lending was primarily directed towards four sectors based on contract amounts awarded: transport (38%), power (26%), agriculture (17%), and water supply and sanitation (9%), which together accounted for 90% of the total value of contract awards (Figure A7-11a). Contracts in the infrastructure and agricultural sectors constituted 59% of the total number of contracts (Figure A7-11b). The proportionally higher contract value in infrastructure is attributed to greater unit costs within these sectors compared to agriculture, rural development, and social sectors.

Figure A1-11a: Patterns of Procurement by Sector by Value in 2024 (% Contracts Number)

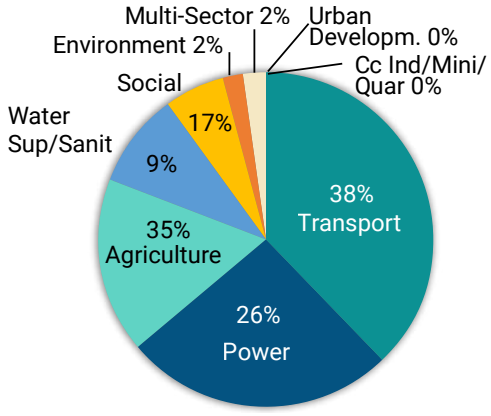
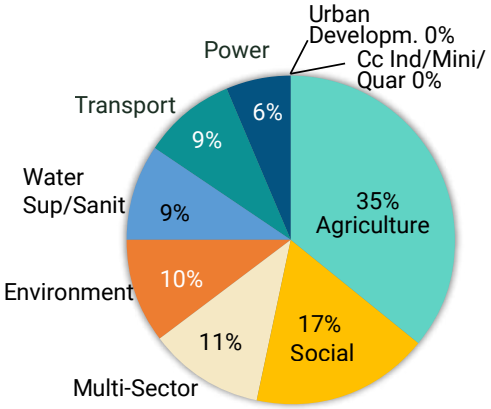


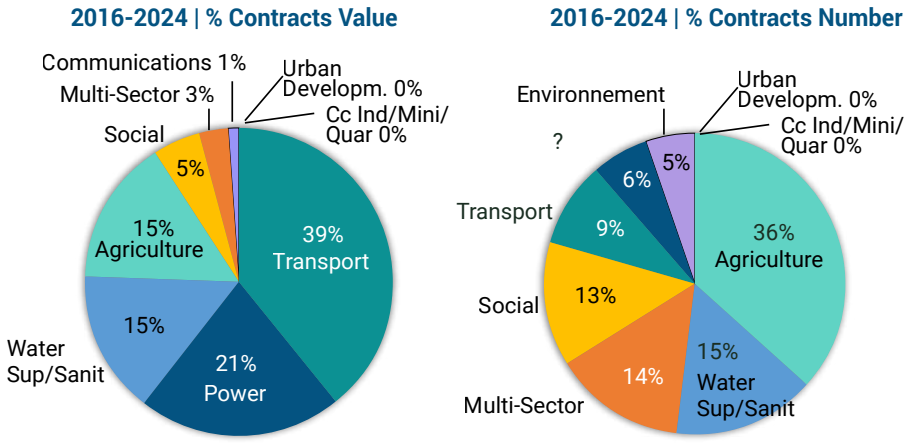
Figure A1-11b: Patterns of Procurement by Sector by Number in 2024 (% Contracts Number)



The high profile of infrastructure, agriculture, and rural development projects in 2023 and 2024 further reflects the Bank's strategic focus on the Ten-Year Strategy and High 5s Agenda. The two other important sectors were multi-sector and social sectors with 13% and 14% respectively by number of contracts, but with low proportions of contract values of 2% and 5%.

Between 2016 and 2024, contracts signed by Borrowers in the transport, power, water supply and sanitation, and agriculture and rural development sectors represented 90.1% of total contract value and 65.4% of contract number. Specifically, transport accounted for 39.4% of the total contract value but only 8.8% by overall contract count. Overall, the allocation of contract awards across major sectors remained relatively consistent.

Figure A1-12: Patterns of Procurement by Sector (million UA) (2016-2024)

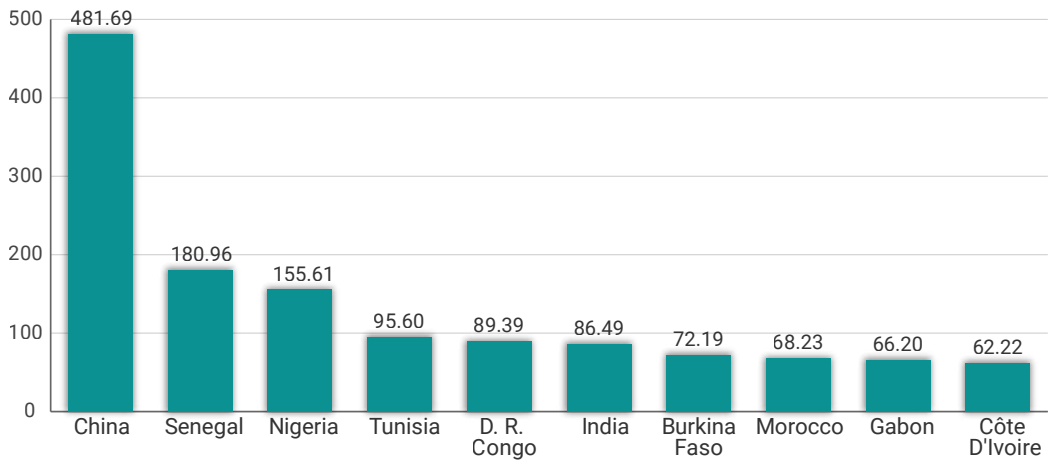


The Bank has consistently contributed to infrastructure development, resulting in demonstrable improvements in the quality of life for many Africans through investments in transport, energy, water and sanitation, agriculture, and rural development. From 2016 to 2024, investments in the environment subsector accounted for approximately 1% by value and 6% by number of contracts. Looking ahead, the Bank remains committed to advancing infrastructure initiatives consistent with its Ten-Year Strategy and the High 5s, aiming to unlock private sector potential, promote gender equality, foster community participation, and support environmental sustainability and climate change mitigation.

Share of Contract Awards by Supplier Country

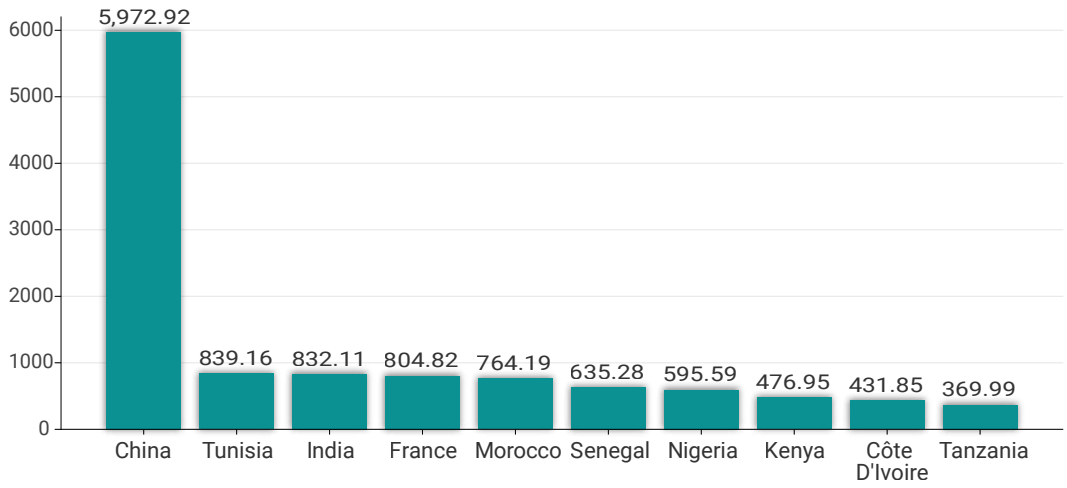
Regarding the share of contracts awarded by Borrowers in 2024 to service providers from each of the Bank's member countries designated as Supplier Countries, China, Senegal, Nigeria, Tunisia, Democratic Republic of Congo, India, Burkina Faso, Morocco, Gabon, and Cote D'Ivoire were the ten countries receiving the largest proportions. Firms and individuals from these nations accounted for 66.7% of the total contract value and 29.72% of the total number of contracts awarded as detailed in the following figure.

Figure A1-13: Share of Contract Awards by Supplier Country 2024 (in Million UA)



From 2016 to 2024, suppliers from China, Tunisia, India, France, Morocco, Senegal, Nigeria, Kenya, Côte d'Ivoire and Tanzania, secured 64.1.5% of contract value (Figure A7-14). Contracts won by RMC-registered contractors were generally lower in value than those awarded to NRMC counterparts. Sub-section 5.6 provides further analysis of these award patterns.

Figure A1-14: Share of Contract Awards by Supplier Country (2016-2024) (in Million UA)

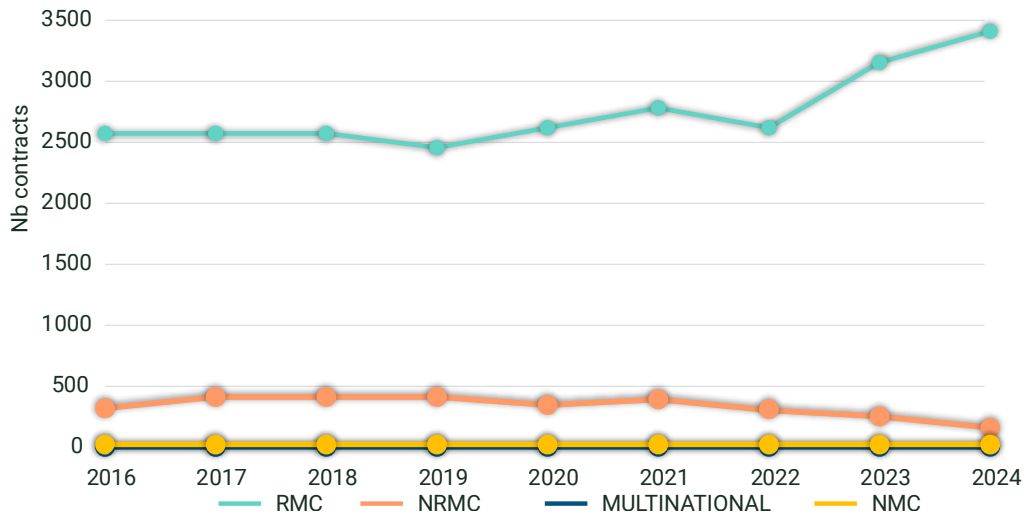


Distribution of Contract Awards between Regional & Non-Regional Firms

Analysis of the business volume, measured by the number of contracts awarded to Contractors, Suppliers, and Consultants from both RMCs and NRMCs, reveals that in 2024, a total of 3,372 contracts (92.9%) were granted to firms from RMCs for Works, Goods, and Services. In contrast, service providers from NRMCs received 232 contracts, representing 6.4% of the total (Figure A7-15a). However, when considering contract values, firms from NRMCs were awarded UA 673 million (33.1%), which is proportionally higher than their contract count, while RMCs accounted for UA 1,353 million (66.5%) in 2024 (refer to Figure A7-15b).

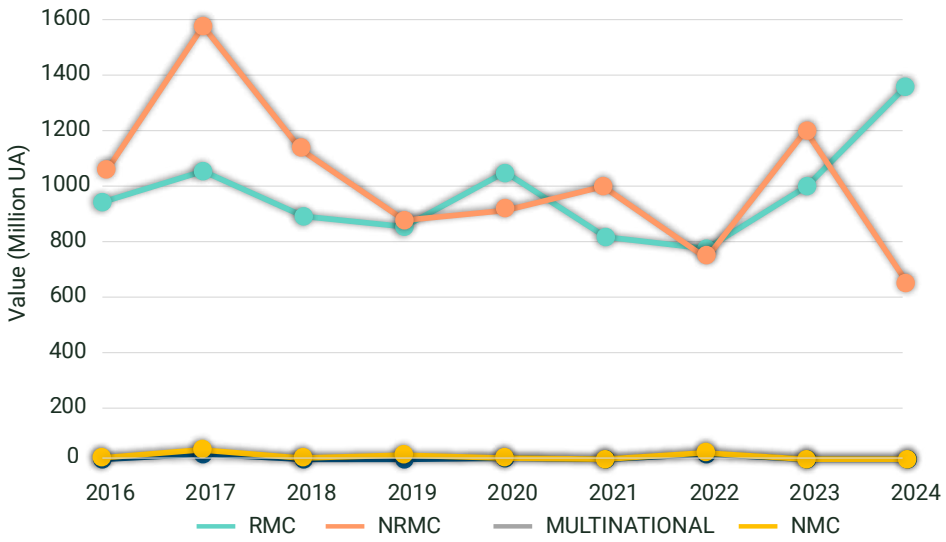
Year	Regional Members Countries (RMC)		Non Regional Members Countries (NRMC)		Multinational		Non Members Countries (NMC)		All Countries	
	Number	Amount (Million UA)	Number	Amount (Million UA)	Number	Amount (Million UA)	Number	Amount (Million UA)	Number	Amount (Million UA)
2016	2,544	950.25	327	1,041.21	35	3.81	11	32.66	2,917	2,027.93
2017	2,540	1,111.44	366	1,595.11	14	8.89	12	43.88	2,932	2,759.32
2018	2,544	903.20	371	1,122.61	6	4.53	20	27.92	2,941	2,058.26
2019	2,457	863.04	369	879.29	5	0.53	18	8.94	2,849	1,751.80
2020	2,590	1,055.37	302	950.14	2	1.06	13	21.37	2,907	2,027.94
2021	2,725	836.00	317	1,024.03	9	4.42	19	7.07	3,070	1,871.52
2022	2,578	768.54	261	721.46	11	3.67	20	29.19	2,870	1,522.87
2023	3,095	992.31	268	1,232.64	9	3.30	11	5.52	3,383	2,233.77
2024	3,372	1,353.59	232	673.32	9	3.61	17	5.96	3,630	2,036.48

Figure A1-15a. Contract Awards to Firms from RMCs and NRMCs by Number (2016-2024)



Between 2016 and 2024, RMCs were awarded 24,445 service provider contracts, representing 88.9% of the total, while NRMCs received 2,813 contracts, or 10.2%. In terms of value, cumulative contract awards to RMCs amounted to UA 8.833 billion (48.3%), compared to UA 9.239 billion (50.5%) for NRMCs. It should be noted, however, that the presented data excludes many smaller-value contracts processed through Special Accounts, which are predominantly awarded to local firms or individuals. The actual share of contract awards to RMC service providers is likely understated in this section.

Figure A1-15b. Contract Awards to Firms from RMCs and NRMCs by Value (2016-2024)

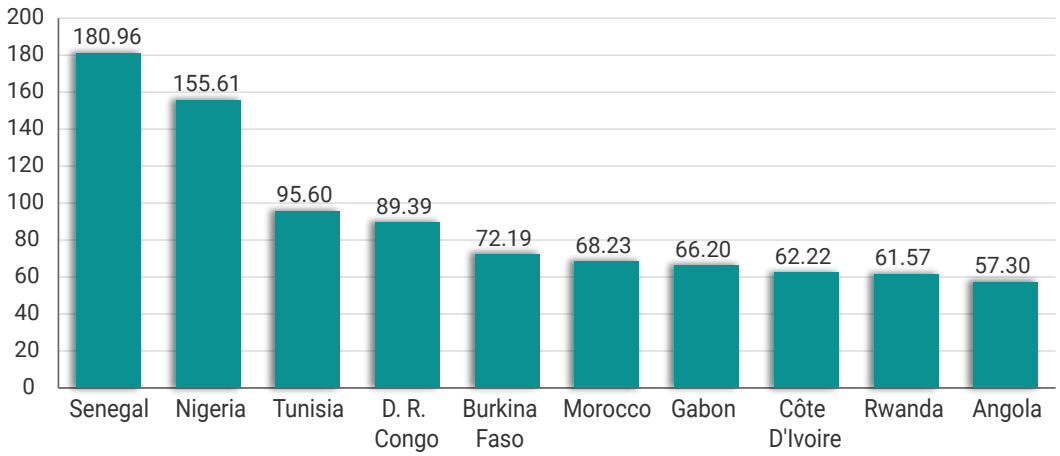


The average value of contracts awarded to service providers from NRMCs was UA 3.28 million, which is almost ten times higher than that for RMCs at UA 0.36 million over the period 2016–2024. The data indicates that service providers from NRMCs tend to bid for and secure larger contracts, whereas those from RMCs often receive smaller contracts. This aligns with standard international procurement practices. However, as this analysis does not include small-value contracts commonly won by firms from RMCs through Special Accounts under Bank Group-financed projects and programs, the average contract value for these RMC service providers may be even lower. The average NRMC contract value is nearly 10x that of RMCs, underscoring the need for targeted capacity-building in high-value sectors.

Share of Contract Awards by RMCs as Supplier Countries

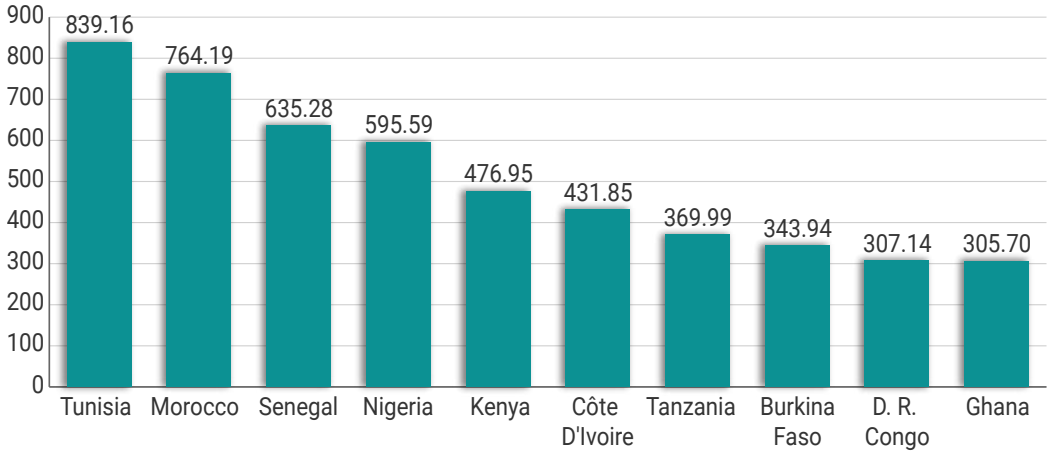
Examining the share of total contracts awarded in 2024 to service providers from RMCs as Supplier Countries, the top ten African supplier countries are Senegal, Nigeria, Tunisia, Democratic Republic of the Congo, Burkina Faso, Morocco, Gabon, Côte d'Ivoire, Rwanda, and Angola. The composition of RMCs in this list varies annually according to the operational activities in each country.

Figure A1-16. Share of Contract Awards to Service Providers from RMCs - 2024 (in Million UA)



According to statistical data from 2016 to 2024, the leading ten African supplier countries were Tunisia, Morocco, Senegal, Nigeria, Kenya, Côte d'Ivoire, Tanzania, Burkina Faso, Democratic Republic of Congo and Ghana. While these top supplier countries represent a broad geographic distribution across the continent, North African nations generally account for the highest values. In contrast, southern Africa's contribution remains comparatively limited. This is attributable in part to a greater concentration of high-value infrastructure projects financed by the Bank in North Africa relative to southern Africa.

Figure A1-17. Share of Contract Awards to Service Providers from RMCs - 2016-2024 (in Million UA)



Contract Awards by Region and Procurement Mode

Within the Bank's designated African Regions, the East Region recorded the highest proportion of OCB International (OCBI) or ICB procurement by overall value, followed by the South and multinational projects. Nigeria accounted for the lowest value of OCBI. In terms of OCB national (NCB), the North Region comprised the largest share, succeeded by the Central Region and the West, with the South reporting the smallest value. (Refer to Table A1-1 & Figure A7-18 and 19).

Table A1-1. Contracts by Region & Procurement Mode in Value (Million UA) 2024

Region	DNP	ICB	NCB	SHL	OTHER	Total
Central	46.10	118.69	61.63	18.39	2.61	247.42
East	3.57	176.39	53.86	1.41	8.70	243.93
Multi Region	20.29	327.99	27.82	18.02	32.76	426.88
Nigeria	10.81	48.09	5.82	4.24	2.60	71.55
North	1.24	80.30	72.41	32.61	1.78	188.35
South	27.27	198.27	18.64	9.21	10.20	263.59
West	24.08	350.34	75.19	53.88	91.26	594.76
Total	**133.37**	**1,300.08**	**315.38**	**137.75**	**149.91**	**2,036.48**

Figure A1-18. Number of Contract Awards by Region and Mode of Procurement 2024

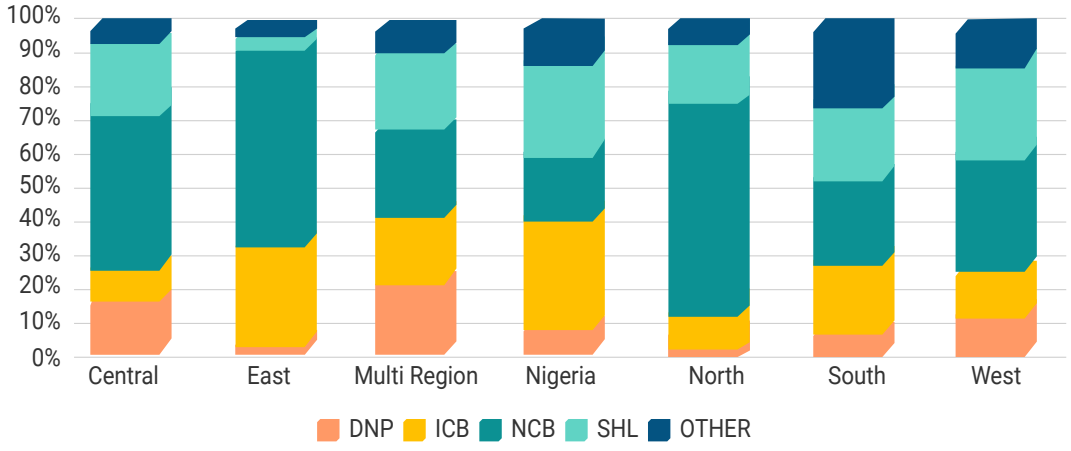
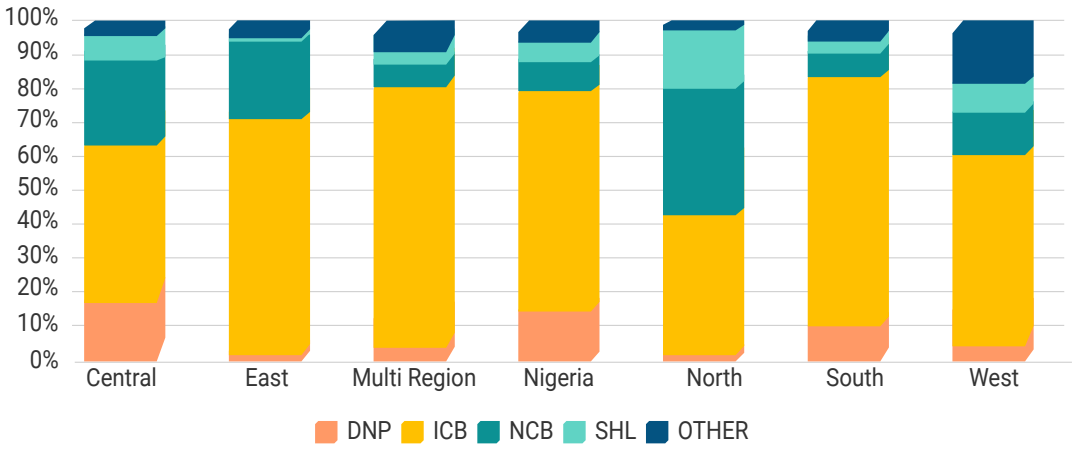


Figure A1-19. Value of Contract Awards by Region and Mode of Procurement 2024



Conversely, the West Region accounted for the highest share of DNP by value, followed by the Central Region. The North recorded the lowest proportion of DNP, illustrated in Figure A7-19.

Table A1-2. Contracts by Region and Procurement Mode in Value (Million UA) – 2016-2024)

Region	DNP	ICB	NCB	SHL	OTHER	Total
Central	193.55	1,153.43	268.31	181.84	71.90	1,869.04
East	52.79	2,883.16	260.96	123.91	29.99	3,350.81
Multi Region	172.39	3,227.86	337.89	271.83	217.85	4,227.82
Nigeria	57.33	518.78	58.55	44.38	6.91	685.95
North	10.38	1,146.11	633.90	192.41	37.25	2,020.04
South	229.09	1,629.14	263.01	129.82	86.20	2,337.26
West	183.08	2,281.57	751.81	270.74	311.77	3,798.97
Total	898.61	12,840.04	2,574.43	1,214.94	761.87	18,289.89

Between 2016 and 2024, the distribution of contract awards by value under OCB international was as follows: East Region held the largest share at 22.5%, followed by West at 17.8% and South at 12.7%. Nigeria accounted for the lowest proportion at 4%. Multinational projects represented 25.1% of OCB international procurement. For Direct Procurement (DNP), the highest value share was allocated to the South with 25.5%, Central at 21.5%, and West at 20.4%. East accounted for 5.9%, while the North had the lowest content of DNP at 1.2%. Multinational contracts comprised 19.2% of DNP.

Figure A1-20. Value of Contract Awards by Region and Mode of Procurement (2016-2024)

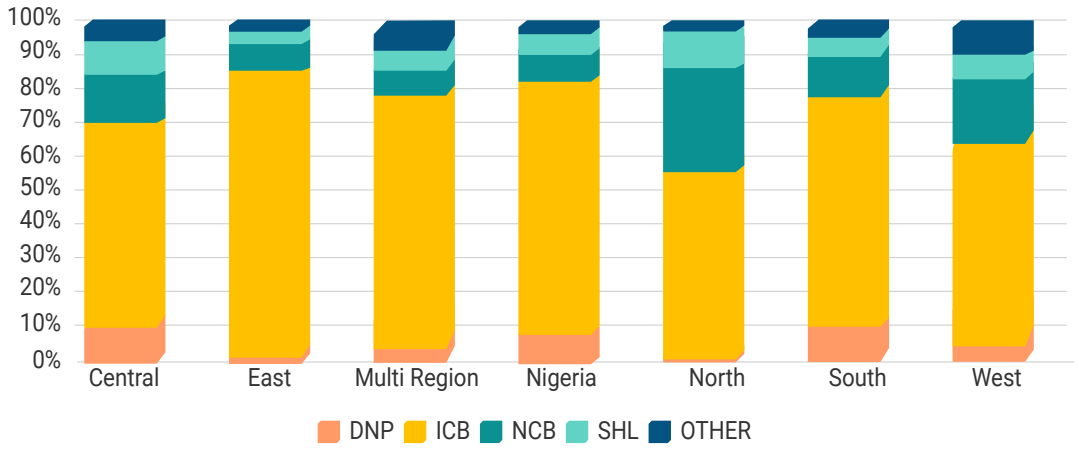
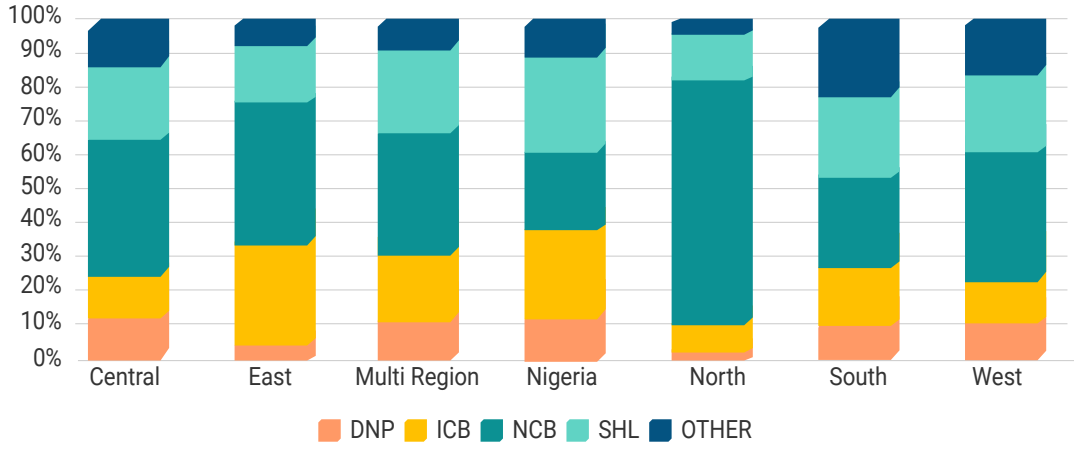


Figure A1-21. Number of Contract Awards by Region and Mode of Procurement (2016-2024)



Contract Awards by Region and Source of Financing

In 2024, 20.9% of the contract awards financed by the Bank went to the West Region followed by the Central with 11.4% and the East with 8.7% in value terms. This is mainly due to the number of AfDB countries in those regions.

On the other hand, the AfDF financed 50.3% of multinational contracts awarded in 2024, followed by 30.88 in the East, 12.41% of contracts awarded in the West, 10.40% of those in the Centre and 3.51% in Nigeria as detailed in the following figure.

Figure A1-22. Contract Awards by Region and Source of Financing - (2024) By Value

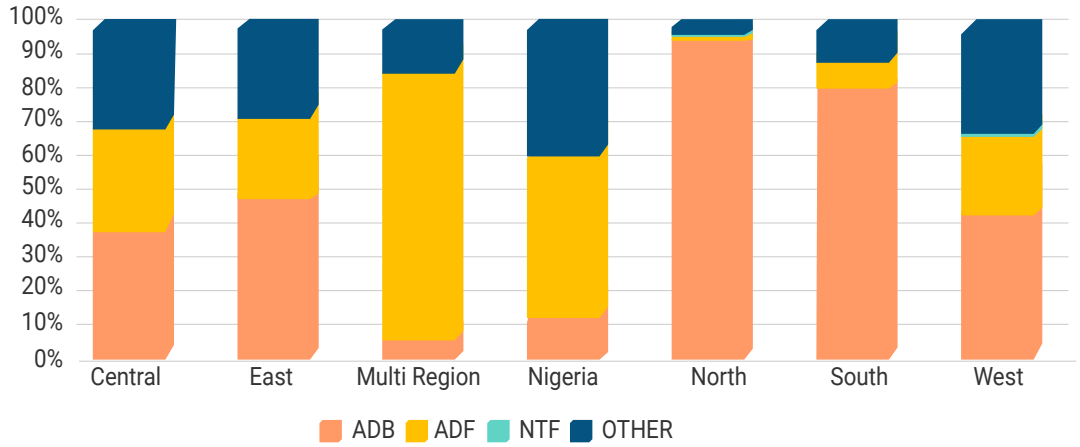
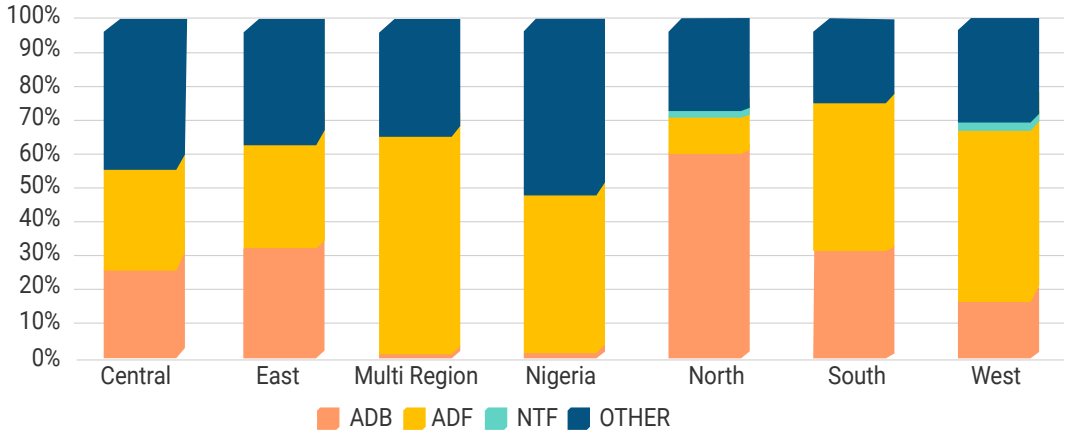


Figure A1-23. Contract Awards by Region and Source of Financing - (2024) By Number



During the period 2016 - 2024, the AfDB financed 23.9% of contract awards by value in the East Region, 21.5% of those in the West, 21% in the North, 17.2% in the South and 8.8% in Central Region. On the other hand, the AfDF funded 45.5% of multinational contract awards, 18.7% contract awards in the West, 13.2% of those in the East, 10.4% of those in the Central Region, 6.3% in the South and 5.3% of contract awards in Nigeria. The medium to long term, medium income countries in North and East Africa are the predominant users of the Bank's AfDB funds while AfDF supports multinational projects as well as those in the East, West and Central Regions as detailed in the following figure.

Figure A1-24. Contract Awards by Region and Source of Financing - (2016-2024) By Value

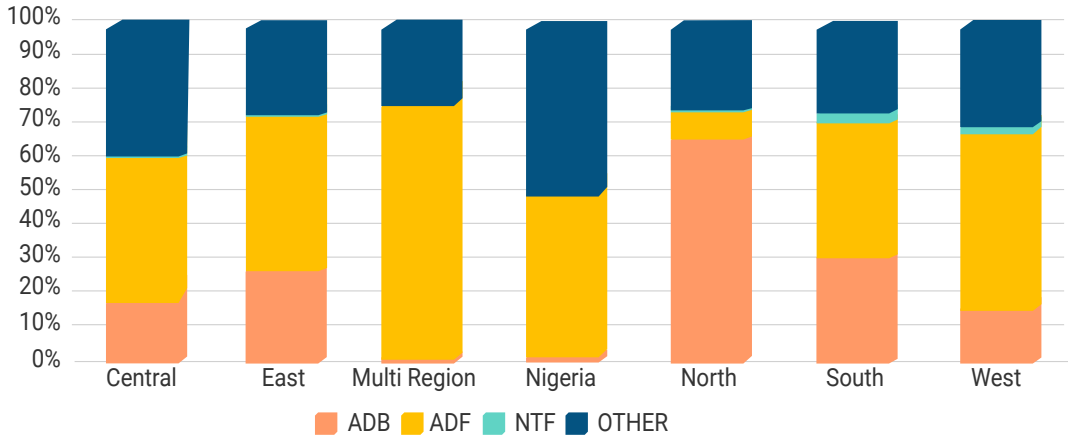
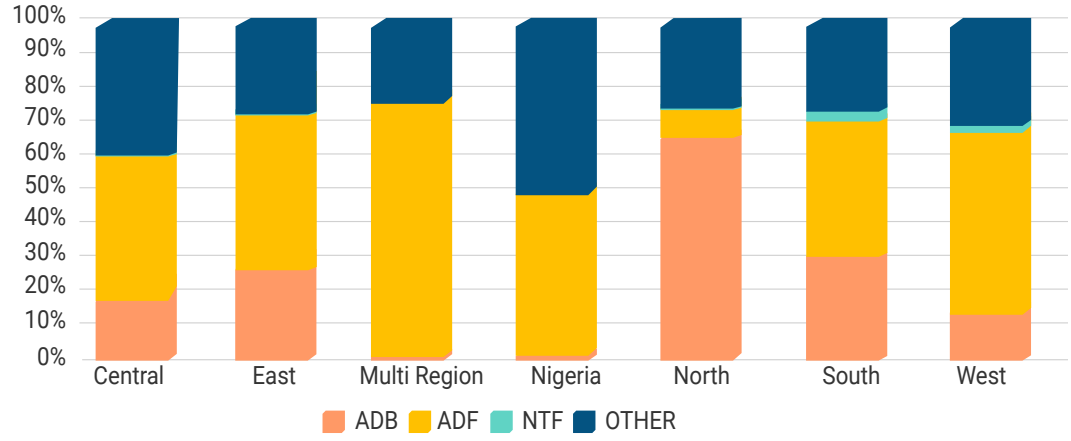


Figure A1-25. Contract Awards by Region and Source of Financing - (2016-2024) By Number

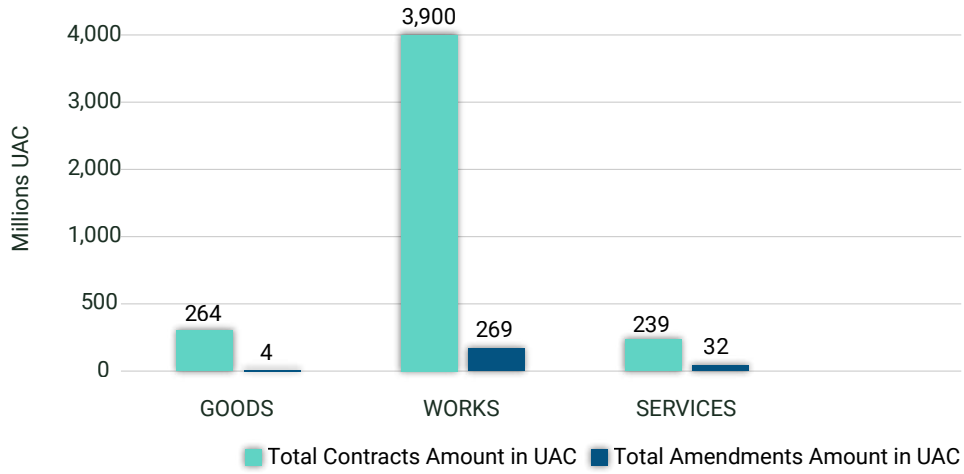


Contract Amendments

Contract amendments include contract addenda, change orders, and variation orders; such changes occur during project execution to achieve project objectives as specified. These amendments generally depend on factors such as the complexity and duration of the original contracts, the accuracy of cost estimates, adequacy of specifications, quality of project design, occurrence of unforeseen circumstances during execution, and the effectiveness of contract supervision. The distribution of the numbers and values of contract amendments, as recorded in the Bank's procurement data SAP-PS from 2016 to 2024, are presented by expense category and expressed as a percentage of the original contract amount in this subsection.

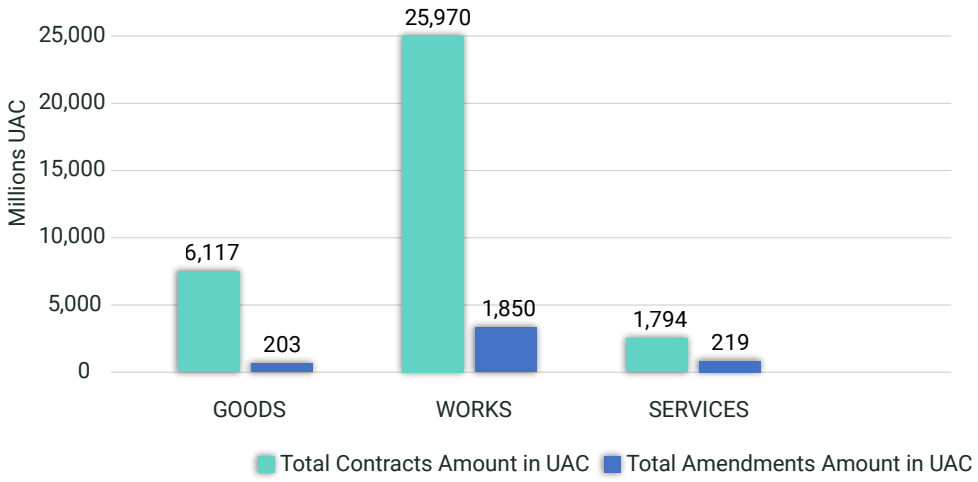
In 2024, the Bank approved UA 305 million in contract amendments, representing 7% of the total contract value affected. Civil Works amendments were the largest at UA 269 million (7%), mainly due to low project quality and design issues. Consulting Services had the highest amendment ratio at 13%, which is under review for improvement. High-value amendments are approved by the Procurement Review Committee as per current DAM guidelines.

Figure A1-26. Contract Amendments by Expense Category 2024



Between 2016 and 2024, the Bank approved amendments totaling UA 2.271 billion, which accounted for 7% of the total contract value. The majority of these amendments were allocated to Civil Works, amounting to UA 1.849 billion or 7% of that category's total value. For Goods, the figures were UA 202 million and 3%, while Consulting Services received UA 218 million and 12%. Civil Works and Consulting Services experienced higher proportions of amendments than Goods, which had the lowest proportion. This difference is associated with the shorter duration of Goods Contracts, which typically involve supply and installation, compared to the longer timelines for Civil Works and related Consultancy Supervision services. Measures are being implemented to address these trends through improved RRs.

Figure A1-27. Contract Amendments by Expense Category (2016-2024)



International procurement guidelines suggest that cumulative contract amendments should generally not exceed 10% of the original contract amount. According to the Bank's data for 2016–2024, Goods and Civil Works ratios are acceptable, but Consulting Services remain high, reflecting similar trends from 2011–2021. The Bank is conducting a detailed analysis of contract amendment characteristics to determine appropriate actions for reduction. Further details will be included in a separate note and in the 2023 report.

Use of Competitive Procedures - Distribution of Contracts by Expense Categories and by Procurement Modes

Open Competitive Bidding (OCB) including ICB and NCB, accounted for 79.9% of contract value in 2024, affirming strong alignment with transparency principles. However, DNP, at 5.9% by value, remains within acceptable thresholds, suggesting prudent use in specialized or urgent contexts.

The 2015 OPF established by the Bank sets forth the ultimate objective of enabling its Borrowers to achieve VfM through the application of the 4Es: Economy, Efficiency, Effectiveness, and Equity. Analysis of procurement statistics serves as an effective method to gauge progress toward this objective. Accordingly, this subsection reviews procurement trends across key expense categories, Goods, Civil Works, and Consulting Services, as well as the various procurement modalities. The aim is to evaluate the extent to which competitive procedures contribute to Borrowers' efforts in achieving VfM.

OCB International was the primary procurement method used by Borrowers in 2024, accounting for 64.4% of the total contract value while representing only 18.2% of the number of contracts, an increase from 10.5% in 2023. At the national level (NCB), these proportions were 15.5% by value and 37.6% by number (see paragraph 5.7.2). Thus, OCB, consisting of both ICB and NCB, was applied to 79.9% of contract value. In contrast, DNP, which is a more restrictive

approach, accounted for 5.9% by value and 11.3% by number (Tables 14 (a & b)). These figures indicate the distribution of procurement methods used by Borrowers under the Bank's lending operations in 2024 for contracts subject to prior review.

Figure A1-28. Distribution of Procurements Modes by Expense Categories by Value 2024

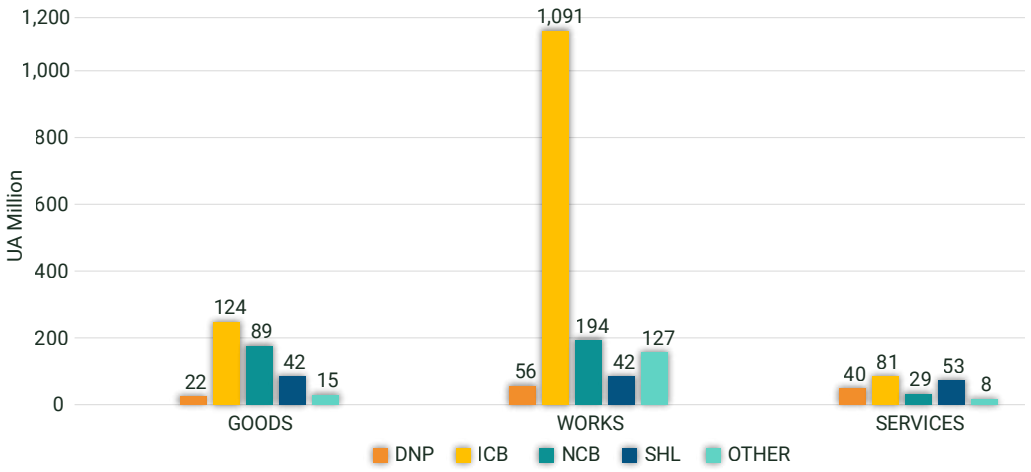


Table A1-3a. Use of Procurement Modes by Expense Categories by Number 2024

Expense Category	DNP	ICB	NCB	SHL	OTHER	Total
GOODS	56	169	501	139	176	1,041
WORKS	79	184	539	125	31	958
SERVICES	258	281	270	560	112	1,481
Total	393	634	1,310	824	319	3,480

Table A1-3b. Use of Procurement Modes by Expense Categories by Value 2024

Expense Category	DNP	ICB	NCB	SHL	OTHER	Total
GOODS	22	124	89	42	15	292
WORKS	56	1,091	194	42	127	1,510
SERVICES	40	81	29	53	8	211
Total	118	1,296	312	137	150	2,013

Analysis of competition procedures in contract awards from 2016 to 2024 shows that OCB, including ICB and NCB, was applied to 84.8% of the total value of Borrower contracts, and accounted for 57.1% by number in 2023. This split and use of OCB has stayed consistent with the baseline year of 2015.

Figure A1-29. Distribution of Procurements Modes by Expense Categories by Value (2016-2024)

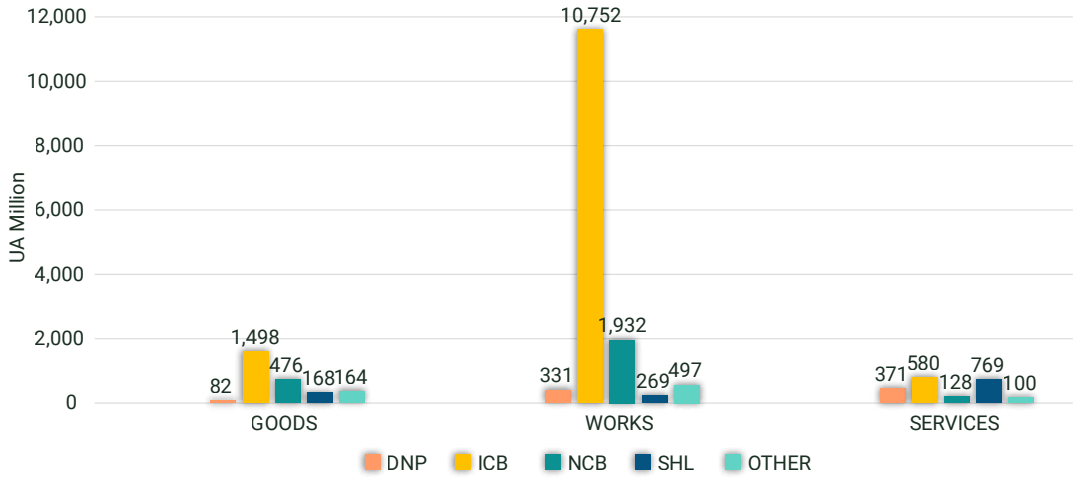


Table A1-4a. Use of Procurement Modes by Expense Categories by Number 2016-2024

Expense Category	DNP	ICB	NCB	SHL	OTHER	Total
GOODS	287	1,209	3,842	649	1,588	7,575
WORKS	286	1,507	5,442	504	359	8,098
SERVICES	2,026	1,760	1,514	4,971	1,059	11,330
Total	2,599	4,476	10,798	6,124	3,006	27,003

Table A1-4b. Use of Procurement Modes by Expense Categories by Value 2016-2024

Expense Category	DNP	ICB	NCB	SHL	OTHER	Total
GOODS	82	1,498	476	168	164	2,387
WORKS	331	10,752	1,932	269	497	13,780
SERVICES	371	580	128	769	100	1,948
Total	784	12,829	2,536	1,206	761	18,115

The analysis indicates that Bank-financed procurement by Borrowers, which is subject to prior review by the Bank, is mostly conducted through open competition and demonstrates a level of VfM. According to general procurement standards, DNP should comprise less than 10% of transactions within a procurement system; this benchmark has been maintained in the data from 2016 to 2024.

Economy and Efficiency – Cost Effectiveness and Time Efficiency

Two key elements of assessing the procurement principle of economy and efficiency in the procurement process is to ascertain the extent of achievement of cost effectiveness and time efficiency. The former is usually obtained by use of the life cycle cost approach, which comprises analysis of the

sum of the purchasing cost, transaction cost, operating and maintenance cost, depreciation costs, and sometimes when disputes arise, litigation costs, in project decisions.

Time efficiency, on the other hand, is measured by the elapsed time during procurement processing, that is, the PLT. For the purposes of this report, PLT is defined as the time elapsed from the date the SPN is advertised to the signing of the contract by the Borrower, and it includes the Borrower's Bidding Period. The PLT is the measure of performance (KPI) of the Bank's and the Borrower's procurement function. The time unit is calendar days or in months as indicated in the specific case.

During the period from 2016 to 2024, the PLT for Borrowers procurement transactions prior reviewed by the Bank, were computed from the data in SAP-PS for each Expense Category, Region and Procurement Mode. The trend is generally stable. PLT for procurement of Goods showed a slight decline from 8.4 months in 2022 to 7.7 months in 2024. For procurement of Civil Works, the trend was generally stable at around 7.4 in 2024 with a slight increase to 8.5 in 2021 due to Covid 19.

Figure A1-30. Trend in PLTs by Expense Category – With NCB Contracts (2016-2024)

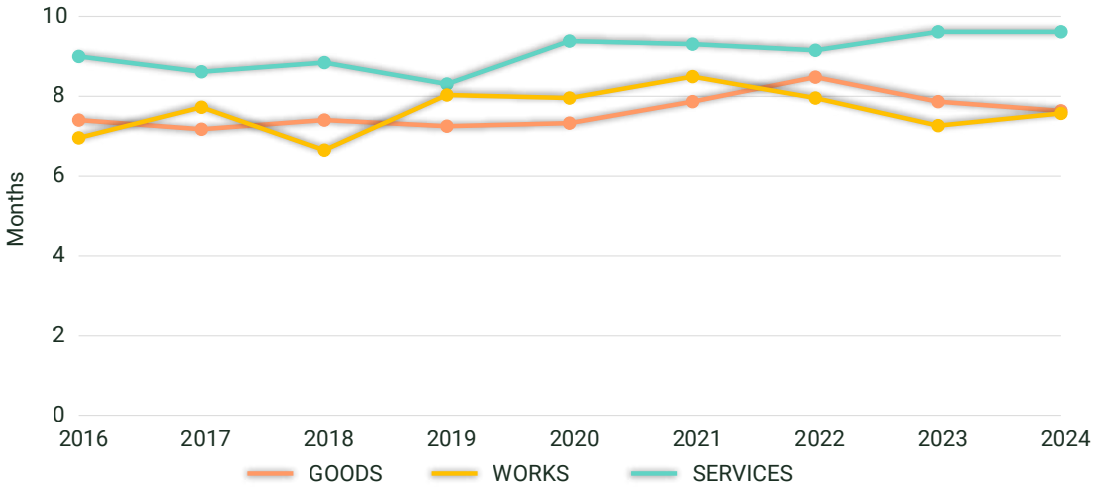
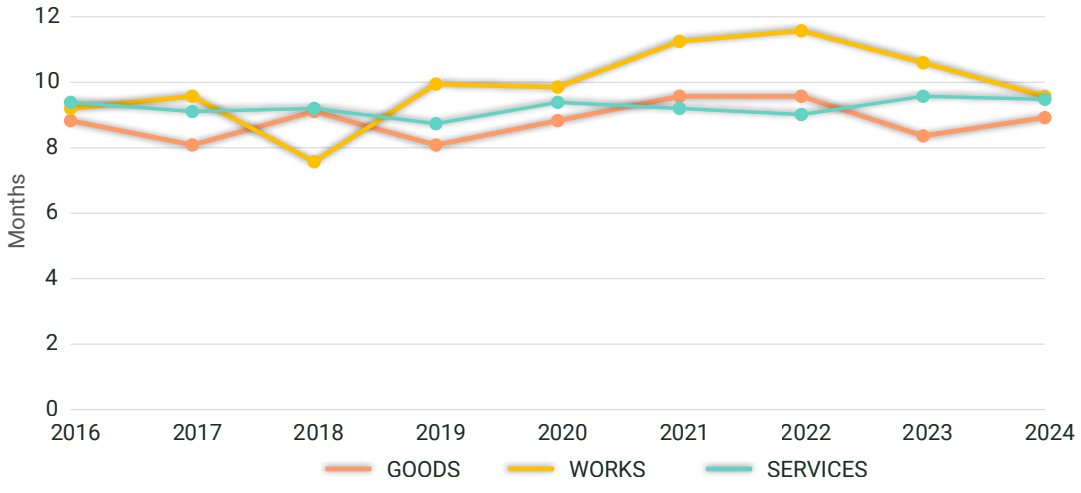


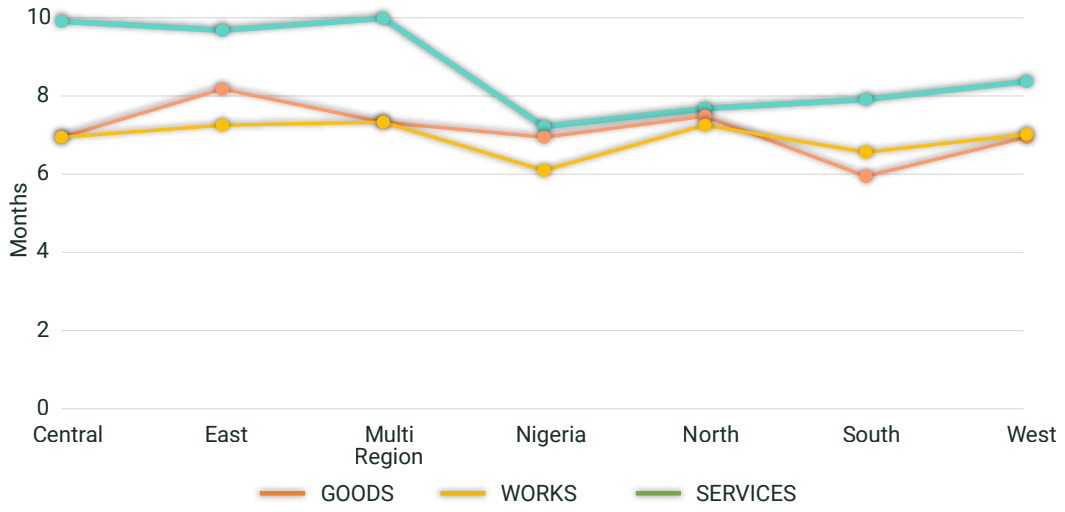
Figure A1-31: Trend in PLTs by Expense Category – Without NCB Contracts (2016-2024)



Consulting Services, on the other hand, presented stable but slightly higher values with PLTs varying from 8.8 months to 9.7 months during the period. These services normally take a slightly longer time to process than the average Goods and the majority of simple Civil Works because of the two-stage nature of its evaluation process.

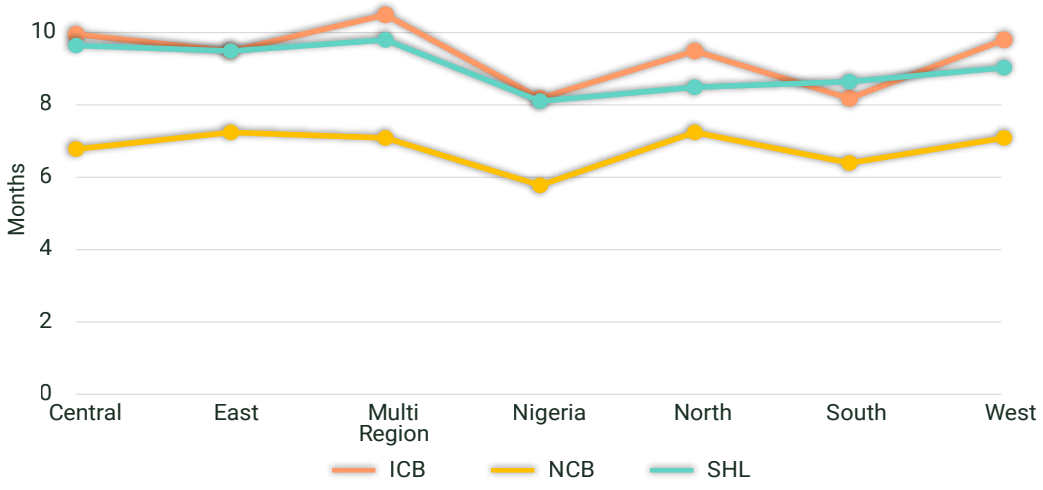
Analysis of PLTs by expense category and by region shows the multi-region projects have the highest trend levels while the regions exhibit a generally similar level of PLTs.

Figure A1-32. Trends in PLTs by Expense Category and Region (2016-2024)



In terms of Procurement Modes, the PLTs for NCB or OCB at the national level throughout the regions is consistent between 6.1 and 10.2 months. On the other hand, the PLTs for OCB International (ICB) varies from region to region with the highest levels in multinational contract awards.

Figure A1-33. Trends in PLTs by Procurement Mode and Region (2016-2024)



Equity - Equal Opportunity and Transparency

Efforts towards ensuring proper handling of procurement information that reflects the principle of equity through the opportunities offered to the Business Community to tender as well as transparency include: (i) advertising procurement opportunities; (ii) publicizing contract award information; and (iii) conducting Business Opportunities Seminars (BOSs) to freely disseminate such opportunities.

The Policy requires Borrowers to publish credible advertising, bidding and contract information while respecting the appropriate requirements for confidentiality in terms of proprietary bidder information and promotes candid and frank discussion during bid or proposal evaluation. This is done by publication of the procurement opportunities for the project through publishing the GPN and the SPN.

The GPN is published on the Bank's website and in the United Nations Development Business online as well as publication for wider circulation in the concerned RMC. The publishing of the SPNs takes place as specific solicitation documents in the form of Invitation to Prequalify, Invitation to Tender, and Request for Expression of interest. SPNs are issued by the Borrower through an electronic portal with free access (and, if necessary, in accordance with the Borrower's Procurement Laws, in one newspaper of national circulation or an official gazette) as well as the Bank's website (and on the UNDB website). During the reporting period, all GPNs, SPNs and contract awards were published on the Bank's website[4].

In addition, during the reporting period, the department actively participated in all Bank organized BOSs which are normally held twice a year. The main purpose of a BOS is to present the business opportunities arising out of the Bank Group's financing. The presentations and focused meetings with the bidding community were intended to provide an overview on the Bank Group's procurement policies and operations and ongoing and potential country operations. This is aimed at increasing the participation of business communities of beneficiary countries as part of the Bank's operations.

Delays in the Procurement Process

To address the identified issues, the following recommendations are proposed to policymakers, procurement officials, and project managers to embed good practice into their organizations.

- Invest in project preparation: proper site surveys, complete designs, reasonable timeframes for implementation, timely access to the construction site aligned with construction season, and engagement with local communities will all reduce the risks of delays through subsequent stages of the project cycle.
- Use an adaptable project and contract framework: manage project risks, promote collaborative working, and help to build

4. https://www.afdb.org/en/projects-and-operations/procurement

trust between the client and its supply chain.

- Ensure cashflow through the supply chain: avoid "supply chain financing", reducing the risks of liquidity failures and unfinished projects from an inadequate budget and delayed payments.
- Adopt risk management tools: an example is using a project risk register throughout the project cycle to help proactively manage potential procurement risks and reduce the opportunities for delay, especially during the bid evaluation stage and implementation.
- Support client organizations to develop capacity and skills: training on procurement and contract management will help to improve project preparation, planning, and tendering.
- Use an eGovernment procurement system: extend to include a contract management module for efficient procurement implementation and contract monitoring and management.
- Invest in data collection and analytics systems: enable decision-makers and senior managers to access a digital dashboard of project performance.
- Disclose tender award results and contract performance data: make stakeholders such as civil society, media, auditors, and taxpayers aware of delays.

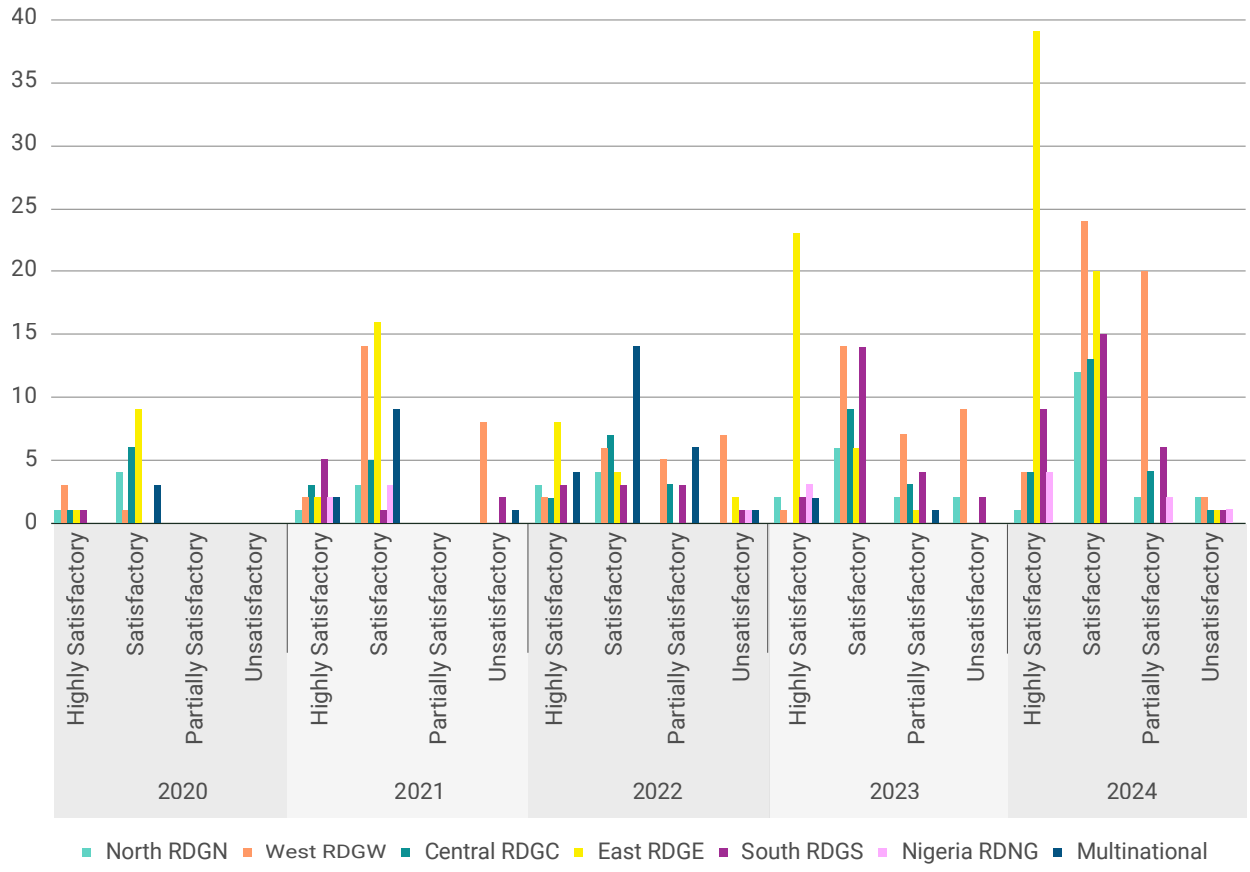
Annex 2. Procurement Capacity Building in RMCs

Region	Number of FC		Number of Training		Total Training and FC		Number of FCB Participants		Number of Training Participants		Total Number of Participants	
	2023	2024	2023	2024	2023	2024	2023	2024	2023	2024	2023	2024
North	15	13	39	44	54	57	907	300	331	179	1238	479
West	48	45	78	49	126	94	1221	482	637	448	1858	930
Center	39	22	27	43	66	65	1545	645	177	194	1722	839
East	5	3	17	19	22	22	305	174	204	320	509	494
South	3	0	31	17	34	17	116	0	417	292	533	292
Nigeria	8	1	3	3	11	4	278	95	22	30	300	125
Total	118	84	195	175	313	259	4372	1696	1788	1463	6160	3159

Annex 3. Independent Inspection Findings

Dates	Country	Projects	Sector	% of Portfolio	# Contracts reviewed	Fiduciary Risk Rating	Main areas of Concern		Potential Misprocurement			Red Flags for Investigation	
							Procurement	Physical Insp.	# Cases	Amount UA	Confirmed	# Cases	Investigation status
September 2023	Senegal	OMVG Energy Project (Senegal Component)	Energy	9.20%	7	Substantial	Contract Management		0			0	
September 2023	Senegal	PZTA-SUD project (or Agropole Sud)	Agriculture	10.40%	10	Moderate	Contract Management		0			0	
October 2022	Tanzanie	Dar-es Salaam Bus Rapid Transit (BRT) Project	Transport	60%	3	Substantiel	Contract Management		0			0	
October 2022	Tanzanie	Sustainable Urban Water Supply and Sanitation Project in Arusha	Water & Sanitation	9%	6	Moderate	Contract Management		0			0	
May 2019	Kenya	Kenya Drought Resilience & Sustainable Livelihood Project (DRSLP)	Agriculture	5%	6	Substantial	Contract Award	Quality of Output	0				.
		Support to Higher Education Science and Technology to enhance quality-(HEST) Project	Social	6%	5	Substantial	Contract Award	Contract Management	0			1	Investigation completed and no sanctionable practice was established
June 2019	Burkina Faso	Project for the development of internal access roads - PARDI	Transport	28%	9	High		Contract Management	1	10.200	1		.

Annex 4. Procurement Readiness Review 2019 to 2024



Annex 5. 2024 Procurement Readiness Review Ratings

Region	North RDGN		West RDGW		Central RDGC		East RDGE		South RDGS		Nigeria RDNG		Multinational		Total SNFI	
Year	2023	2024	2023	2024	2023	2024	2023	2024	2023	2024	2023	2024	2023	2024	2023	2024
PCN COMPLIANCE (YES/NO)																
YES	6	15	24	48	17	21	22	59	16	25	2	6	2	N/A	89	179
NO	1	2	0	2	1	1	4	1	3	1	0	1	0	N/A	9	8
PCN NOT DONE THIS YEAR	1	1	0	0	2	0	0	1	0	1	0	0	0	N/A	3	3
Total PCN	8	18	24	50	20	22	26	61	19	32	2	7	2	N/A	101	8
PAR Score Procurement (1st Review)															Total SNFI	
Highly Satisfactory	2	1	1	1	0	1	23	20	2	4	3	2	2	N/A	33	29
Satisfactory	6	3	14	13	9	6	6	10	14	6	0	0	0	N/A	49	38
Partly Satisfactory	2	2	7	12	3	4	1	0	4	4	0	1	1	N/A	18	23
Un-satisfactory	2	2	9	2	0	1	0	1	2	1	0	1	0	N/A	13	8
NOT DONE	0	1	0	0	0	0	0	0	0	1	0	0	0	N/A	0	2
Total 1st Review	12	9	31	28	12	12	30	31	22	16	3	4	3	N/A	113	100
PAR Score Procurement (2nd Review)															Total SNFI	
Highly Satisfactory	1	0	10	3	0	3	24	19	5	5	3	2	1	N/A	44	32
Satisfactory	7	9	16	11	8	7	8	10	11	9	0	0	1	N/A	51	48
Partly Satisfactory	1	0	3	8	0	0	0	0	4	2	0	1	0	N/A	8	11
Un-satisfactory	0	0	0	0	0	0	0	0	0	0	0	0	0	N/A	0	0
NOT DONE	0	0	0	0	0	0	0	1	0	0	0	0	0	N/A	0	1
Total 2nd Review	9	9	29	22	8	10	32	30	20	16	3	3	2	N/A	103	90

Annex 6. MAPS Assessments

Country	Leading Institution	Target Completion Date	Status
Angola	AfDB	N/A	Complete
Benin	World Bank	N/A	Complete
Burkina Faso	AfDB	N/A	Complete
Burundi			Ongoing
Cabo Verde	AfDB	N/A	Complete
Cameroon	AfDB	March 2026	Ongoing
Central African Republic	TBD	TBD	Not started
Chad	AfDB	March 2026	Ongoing
Congo	World Bank	TBD	Not started
Cote d'Ivoire	N/A	March 2024	Complete
Djibouti		N/A	Ongoing
DRC	World Bank	N/A	Complete
Egypt	AfDB	TBD	Ongoing
Eswatini	AfDB	N/A	Complete
Ethiopia	World Bank	N/A	Complete
Gabon	World Bank	TBD	Ongoing
Guinea	World Bank	TBD	Ongoing
Kenya		TBD	Ongoing
Madagascar		N/A	Complete
Malawi	World Bank	June 2019	Complete
Mali	Self-Assessment	TBD	Ongoing
Mauritania	Self-Assessment	N/A	Complete
Mauritius	AfDB	N/A	Complete
Morocco	Self-Assessment	December 2023	Ongoing
Mozambique		TBD	Ongoing
Namibia	World Bank	N/A	Complete
Nigar	Self-Assessment	TBD	Ongoing
Rwanda	World Bank	N/A	Complete
Sierra Leone	AfDB	December 2025	Ongoing
South Africa	World Bank	N/A	Complete
Tanzania	World Bank	N/A	Complete
Togo	AfDB	N/A	Complete
Tunisia	World Bank	N/A	Complete
Uganda	AfDB	N/A	Complete
Zambia		N/A	Complete
Zanzibar		TBD	Ongoing
Zimbabwe		TBD	Ongoing

Annex 7. Status of Assessments in RMCs

STATUS RACI-BPAR-MAPS						
COUNTRIES		**RACI DONE**	**BPAR DONE**	**MAPS DONE**	**USE OF BPS (Yes or No)**	**COMMENTS**
NORTH REGION		**2**	**3**	**1**	**3**	
NORTH	Algeria	Done - Jan 2019	In progress	N/A	No	BPAR drafted by the Bank but still not validated by the Country.
	Egypt	Done - Nov 2018	In progress	N/A	No	
	Libya	N/A	N/A	N/A	No	Given the political situation there, the Bank and other MDBs have not been able to access information on the Public Procurement System in place. Also, there is no operation per say there except for some technical Assistance Projects being implemented through UN Agencies.
	Morocco	N/A	Done -Dec 2017	In Progress	Yes	MAPS (Concept Note approved by the MAPS secretariat in June 2023).
	Mauritania	N/A	Done - March 2018	In Progress	Yes	MAPS (Country self-assessment) but the Bank is contributing financially.
	Tunisia	N/A	Done - March 2018	Done - 2019	Yes	World Bank Lead on MAPS

STATUS RACI-BPAR-MAPS						
COUNTRIES		**RACI DONE**	**BPAR DONE**	**MAPS DONE**	**USE OF BPS (Yes or No)**	**COMMENTS**
WEST REGION		**11**	**4**	**5**	**9**	
WEST	Benin	Done - September 2019	N/A	Done - Nov 2023	Yes	World Bank Lead on MAPS
	Burkina Faso	N/A	Done - February 2019	Done in 2022	Yes	World Bank Lead on MAPS and AfDB co-lead
	Cabo Verde	Done - June 2019	N/A	Done - Aug 2024	No	Bank Lead on MAPS
	Côte d'Ivoire	Done - December 2022	Done -November 2018 using MAPS2 indicators	Done - Aug 2024	Yes	Bank Lead on MAPS
	Gambia	Done - June 2019	N/A	N/A	No	
	Ghana	Done	N/A	In Progress	Yes	World Bank Lead on MAPS
	Guinea	Done - 2022	NA	In Progress	No	World Bank Lead on MAPS
	Guinea-Bissau	Done - June 2020	N/A	N/A	No	
	Liberia	Done - Q1 2020	N/A	N/A	No	
	Mali	Done - December 2019	N/A	In Progress	Yes	MAPS (Country self-assessment)
	Niger	Done - December 2019	N/A	In Progress	Yes	MAPS (Country self-assessment)
	Senegal	N/A	Done - November 2016	Done - March 2017	Yes	Bank Pilot Country for MAPS2
	Sierra Leone	N/A	Done - February 2018	In Progress	Yes	Bank Led
	Togo	Done - September 2019	N/A	Cancelled	Yes	MAPS report completed but will not be submitted for the MAPS secretariat certification

STATUS RACI-BPAR-MAPS						
COUNTRIES		**RACI DONE**	**BPAR DONE**	**MAPS DONE**	**USE OF BPS (Yes or No)**	**COMMENTS**
CENTRAL REGION		**4**	**1**	**2**	**4**	
CENTRAL	Congo	Done - Nov 2018	N/A	To be done	No	
	Cameroun	Done – Dec 2018	N/A	N/A	Yes	
	Gabon	Done - Dec 2019	N/A	Done June 2019	Yes	World Bank Lead
	Equatorial Guinea	N/A	N/A	N/A	No	There is no Procurement Law in the Country
	Central African Republic	To be done	N/A	N/A	No	Because of the many political and social crisis, the Bank has not been able to proceed with Country assessment. However, as soon as the situation gets better, this will be done by collecting information directly on the ground.
	Democracies Republique Congo	N/A	Done – June 2017	Done - 2022	Yes	World Bank Lead.
	Chad	Done Nov 2018	N/A	In Progress	Yes	
TOTAL SNFI.1		**17**	**8**	**8**	**16**	

STATUS RACI-BPAR-MAPS						
COUNTRIES		**RACI DONE**	**BPAR DONE**	**MAPS DONE**	**USE OF BPS (Yes or No)**	**COMMENTS**
EAST REGION		**5**	**2**	**5**	**4**	
EAST	Burundi	In Progress	N/A	Ongoing	No	MAPS Ongoing.
	Comoros	N/A	Done	N/A	No	
	Djibouti	N/A	N/A	Done - 2019	No	MAPS2 was done by The World Bank in 2019.
	Ethiopia	Done - 2019 (MAPS2)	N/A	Done – 2020	Yes	Assessment completed and published. World Bank Lead.
	Eritrea	N/A	N/A	N/A	No	RACI and BPAR in planning process.
	Kenya	Done - 2019 (MAPS2)	N/A	In Progress	Yes	
	Rwanda	N/A	Done-2017	Done - 2019	Yes	In 2020 Rwanda MAPS completed. Lead by World Bank.
	Seychelles	Done-- 2020 (MAPS2)	N/A	N/A	No	
	Somalia	Done - 2023	N/A	N/A	No	Due to the political situation, the Bank could not do either a BPAR or a RACI.
	South Sudan	In Progress	N/A	N/A	No	Due to the political situation, the Bank could not do either a BPAR or a RACI.
	Sudan	In Progress	N/A	N/A	No	RACI Version MAPS 2 (2022-draft stage)
	Tanzania	Done - 2018 (MAPS2)	N/A	Completed – Aug 2024	Yes	In 2023, MAPS have been started for Tanzania. World Bank is leading the assessment and AFDB is going to have an active participation. the request for AFDB participation is on the way from World Bank.
	Uganda	N/A	N/A	Done	Yes	MAPS2 is in progress led by the Bank.

STATUS RACI-BPAR-MAPS

COUNTRIES		RACI DONE	BPAR DONE	MAPS DONE	USE OF BPS (Yes or No)	COMMENTS
SOUTH REGION		**8**	**4**	**5**		
SOUTH	Angola	Done - 2018 (MAPS1)	Done-2017	Done	Yes	Draft MAPS Report Submitted on November 2023.
	Botswana	Done - 2022 (MAPS2)	N/A	N/A	No	
	Eswatini	Done - 2018 (MAPS2)	N/A	In Progress	No	Lead by the Bank.
	Lesotho	In Progress	N/A	N/A	No	RACI in the planning process
	Madagascar	Done - 2018 (MAPS1)	N/A	N/A	Yes	
	Malawi	Done-- 2018 (MAPS2)	N/A	Done - 2019	Yes	MAPS2 done by the World Bank in 2019.
	Mauritius	N/A	N/A	Done - 2022	Yes	MAPS2 started in 2020 and completed in 2022 lead by the Bank.
	Mozambique	N/A	Done --2017	Done - 2022	Yes	MAPS2 done by the World Bank in 2020
	Namibia	Completed in 2023	N/A	In Progress	Yes	Namibia RACI completed in 2023. Lead by the World Bank
	Sao Tome	Done-2018 (MAPS1)	Done --2017	N/A	No	
	South Africa	N/A	N/A	In Progress	Yes	in 2023 South Africa MAPS In Progress (led by OECD)
	Zambia	N/A	Done --2017	Done - 2019 (MAPS2)	Yes	MAPS2 done by the World Bank in 2019
	Zimbabwe	(MAPS2 Version at the approval stage)	N/A	N/A	No	
NIGERIA		**1**	**0**	**0**		
NIGERIA	Nigeria	Done-2021 (MAPS1)	N/A	N/A	No	Done-2021 (MAPS1 Version)/ MAPS2 ongoing led by the World Bank
TOTAL SNFI.3		**14**	**6**	**10**	**13**	
TOTAL SNFI.1 & 3		**31**	**14**	**18**	**29**	Total number of Countries with assessments available: 43 out of 54

Annex 8. Projects signed with UN Organizations under FPAs as at 31st December 2024

COUNTRY	NAME OF PROJECT WITH FPA COMPONENT	APPROVAL DATE	ORGANIZATION (UN, other)	AMOUNT UNDER FPA IN UA
NORTH REGION			**7**	**207,167,209**
Libya	The emergency humanitarian relief assistance amidst COVID-19 outbreak (P-LY-I00-001)	07-Oct-2020	WHO	341,013
Libya	The emergency humanitarian relief assistance amidst COVID-19 outbreak (P-LY-I00-001)	05-Apr-2022	UNDP	642,857
Libya	Technical Assistance study on evaluation of irrigation infrastructure crops mapping and estimation of agriculture water	20-Nov-2021	FAO	200,000
Libya	Food security and nutrition strategy	10-Nov-2023	WFP	300,000
Morocco	MIDELT Solar Complex – Phase I – NOORM Plant I and II (World Bank System, with a priori review by the Bank)	06-Dec-2017	Banque Mondiale	194,260,000
Mauritania	Support Project for the G5 Sahel Member Countries in the Fight against the Coronavirus Pandemic (Covid-19)	17-June-2020	HCR	11,422,770
Mauritania	Preparation of the programme for the development of the natural agropastoral potential of the Saharan zone - Awkar project	June 2023	FAO	569
WEST REGION			**7**	**19,864,698**
Côte d'Ivoire	Project to support the implementation of the development programme for inclusive service delivery	July-2019	FNUAP	4,790,000
Gambia	Gambia Agriculture and Food Security Project (GAfSP)- A Component of the Project	12-Oct-2021	World Food Program	5,032,760
Ghana	Eastern Corridor Road Development Programme (ECRDP) - Phase 1	03-Dec-2020	UNOPS	485,983
Guinea	Technical Assistance for Youth Employment Project (PATEJ)	05-Oct-2020	PNUD	597,497
Mali	Emergency Humanitarian Assistance to Internally Displaced Persons Project (PAHU-IDP)	09-Mars-2021	ONU/HCR	104,458

COUNTRY	NAME OF PROJECT WITH FPA COMPONENT	APPROVAL DATE	ORGANIZATION (UN, other)	AMOUNT UNDER FPA IN UA
Niger	Support Project for the Development of Vocational and Technical Education and Training (PADEFPT) supplementary loan	17-Nov-2020	PNUD	4,640,000
Niger	Emergency Food Crisis Response and Support Programme (PRECASOU)	15-Juil-2022	FAO	4,000,000
Sierra Leone	Build Inclusive Business Ecosystems for Stabilization and Transformation in the Mano River Union (BI-BEST)	22-Nov-2021	ILO	214,000
CENTRAL REGION			**11**	**83,433,756**
Cameroon	PD-CVA	26-Oct-2016	UNOPS	73,107,006
Cameroon	PDCVEP	03-Apr-2020	BIT	875,000
Cameroon	PDCVEP	03-Apr-2020	FAO	660,750
Cameroon	PAST 3	30-Nov-2019	BIT	1,348,000
Cameroon	PAST 3	30-Nov-2019	ONU - FEMMES	1,193,000
Chad	CBLT Tchad	01-Nov-2020	PNUD	2,000,000
Congo	PRODIVAC	23-Déc-2019	FAO	1,030,000
Congo	PRODIVAC	23-Déc-2019	BIT	730,000
RDC	PABEA-COBALT	13-June-2019	BIT	100,000
RDC	Bukavu-Goma road development project, phase 1 (Bukavu -Nyamukubi section)	26-Nov-2022	ILO	910,000
RDC	DRC-Angola Transnational Economic Corridor Construction Project, phase 1)	26-Nov-2022	ILO	1,480,000
MULTINATIONAL			**10**	**23,672,000**
Chad, Cameroon, Niger, RCA, Nigeria	The Lake Chad Basin Commission (CBLT	1-nov.-2020	UNDP	2,000,000
Multinational	Regional Support Project for the Fight against COVID-19 in the CEMAC and DRC	2-juin-2020	OMS	8,004,000
Multinational	Covid19 Pandemic Crisis : Emergency Assistance to support covid-19 response in African Countries	31-mars-2020	WHO	1,456,000
Multinational	Support Project for G5 SAHEL member countries to combat the coronavirus (covid19) pandemic	9-juin-2020	UNHCR	14,212,000
Chad-Cameroon	PROSTABALT	11-mai-2024	UNDP	13,823,077
Multinational	Multinational - Regional COVID-19 response for East Africa, Horn of Africa and Union of the Comoros	June 26, 2020	WHO	5,714,872
African Union	Emergency COVID-19 support	December 2020	UNICEF	3,341,000
UNECA	Capacity Building for Gender Statistics and Monitoring Systems		UNECA	1,455,790

COUNTRY	NAME OF PROJECT WITH FPA COMPONENT	APPROVAL DATE	ORGANIZATION (UN, other)	AMOUNT UNDER FPA IN UA
Multinational - SADC	Support to the COVID-19 Pandemic Crisis Response in The SADC Region	June 23, 2020	WHO	6,500,000
Multinational	Emergency Response to MPOX in Affected Countries in Africa		WHO	2,000,000
SNFI.1/.			**23**	**330,761,111**
EAST REGION			**19**	**127,459,838**
African Union	Emergency COVID-19 support	Dec-2020	UNICEF	3,341,000
Burundi	Construction, Rehabilitation and Extension of Drinking Water Supply Infrastructure Project (PASEREC)	18-Mar-2019	UNICEF	1,504,000
Comores	Road Network Rehabilitation Project	23-Jan-2007	UNDP	750,000
Ethiopia	Ethiopia Integrated Agro-Industry Support Project (AISP)	05-Dec-2018	UNIDO	3,194,049
Somalia	Urban Water Supply Infrastructure Phase I (Kismayo and Baidoa)	19-July-2019	IOM	9,589,000
Somalia	Urban Water Supply Infrastructure Phase I (Kismayo and Baidoa) - additional financing	01-Feb-2021	UNHCR	7,500,000
Somalia	Regional Program on Enhancing the Investment Climate for the Economic Empowerment of Refugee, Returnee and Host/Return Community Women in the East and Horn of Africa and Great Lakes Region - Phase 1	Feb-2021	UNHCR	1,500,000
South Sudan	Improving Access and Quality of Basic Education	05-Sept-2019	UNICEF	12,900,000
South Sudan	Skills for Youth Employability and Social Inclusion in South Sudan	03-April-2020	UNDP	1,000,000
South Sudan	Agricultural Markets, Value Addition and Trade Project	18-Dec-2020	FAO	10,000,000
South Sudan	Private Sector Development in Fragile Context: Capacity Building and Access to Finance for Youth and Women Project	23-Nov-2021	UN WOMEN	1,500,000
South Sudan	Youth Enterprise Development and Capacity Building Project	03-Dec-2021	UNDP	7,000,000
South Sudan	South Sudan Emergency Food Production Program - Project 1	15-July-2022	FAO	6,000,000
Sudan	Emergency Wheat Production Project (SEWPP)	01-Dec-2022	WFP	56,760,000
Uganda	Support to the National Ebola Viral Disease Preparedness and Response Plan	10-Jan-2020	WHO	709,789
South Suda	Entrepreneurship Support to Refugees and Host Communities in South Sudan (ESRH-SS)	13-April-2023	UNHCR	1,000,000

COUNTRY	NAME OF PROJECT WITH FPA COMPONENT	APPROVAL DATE	ORGANIZATION (UN, other)	AMOUNT UNDER FPA IN UA
IGAD/EAC	Regional Program on Enhancing the Investment Climate for the Economic Empowerment of Refugees, Returnees and Host/Return Women Community in the East and Horn of Africa and Great Lakes Region	6-Jan-2022	UNHCR	1,577,000
South Suda	Non-oil revenue mobilization and accountability in South Sudan (NORMA-SS)	30-March-2017	UNDP	1,635,000
South Suda	Institutional Support Project to Strengthening Economic Governance in South Sudan project (ISP SEG)	09-Nov-2022	UNDP	5,000,000
SOUTH REGION			**10**	**48,969,322**
Mozambique	Climate Resilient Fund and Nutrition security	Oct-2024	WHO	UA 8,344,000
Angola	Climate Change Integration in Environmental Management and Sustainable Land Use Project (ICE-SLM)	13-Sep-2019	FAO	USD 2,400,000
Zimbabwe	Emergency COVID-19 support	13-May-2020	UNICEF	2,500,000
Zimbabwe	Emergency COVID-19 support	13-May-2020	WHO	7,500,000
Zimbabwe	Innovative Solution to Support Live-hood for Vulnerable Communities	13-June-2018	UNHCR	1,000,000
Zimbabwe	Sustainable Enterprise Development for Women and Youth	15-Dec-2021	ILO	2,125,000
Zimbabwe	Youth Entrepreneurship and Innovation Multi-Donor trust Fund	5-July-2022	ILO	USD 999,999
Zimbabwe	Zimbabwe Emergency Food Production Project	26-Oct-2022	FAO	15,300,000
Zimbabwe	Post-Cyclone IDAI Emergency Recovery and Resilience Project	15-Oct-2019	UNOPS	8,800,000
Sao Tomé e Principe	Initiative Zuntámon du compact Lusophone - Phase I	Sept-2021	UNDP	323.890 UA
NIGERIA			**0**	**0**
SNFI.3			**28**	**180,539 121,00**
SNFI.1 & 3			**51**	**511,300 231,67**

Review of the Implementation of the Operations Procurement Framework

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