

MOPAN ASSESSMENT REPORT

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# World Bank (IDA and IBRD)

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PART I  
Analysis Summary

 MOPAN

Published July 2023



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MOPAN ASSESSMENT REPORT  
2021-22

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# World Bank (IDA and IBRD)

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Analysis Summary

## EXPLANATORY NOTE

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MOPAN is the only collective action mechanism that meets member countries' information needs pertaining to the performance of multilateral organisations (MOs). Through its institutional assessment report, MOPAN provides comprehensive, independent, and credible performance information to inform members' engagement and accountability mechanisms.

MOPAN's assessment reports tell the story of the multilateral organisation (MO) and its performance. Through detailing the major findings and conclusions of the assessment, alongside the MO's performance journey, strengths, and areas for improvement, the reports support member's decision-making regarding MOs and the wider multilateral system.

This document is published under the responsibility of the Multilateral Organisation Performance Assessment Network (MOPAN). MOPAN is an independent body that is governed by a Steering Committee composed of representatives of all of its member countries and served by a permanent Secretariat. The Secretariat is hosted at the Organisation for Economic Co-operation and Development (OECD) and bound by its administrative rules and procedures. It is independent in terms of financing and the content and implementation of its work programme.

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# PREFACE

## ABOUT MOPAN

The Multilateral Organisation Performance Assessment Network (MOPAN) comprises 22 members\* sharing a common interest in assessing the performance of the major multilateral organisations they fund.

Through its assessments and analytical work, MOPAN provides comprehensive, independent, and credible information on the effectiveness of multilateral organisations. This knowledge base, on the one hand, contributes to organisational learning within and among the multilateral organisations, their direct beneficiaries and partners, and other stakeholders. On the other hand, MOPAN’s work help Network members meet their own accountability needs, as well as inform their policies and strategic decision making regarding the wider multilateral system.

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\*New Zealand and Türkiye are observers.

MOPAN also collaborates closely with the European Union.

## ABOUT THE ASSESSMENT OF THE WORLD BANK

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This report provides a diagnostic assessment and snapshot of the World Bank (IDA/IBRD) and tells the story of the World Bank's performance, within its mandate. It is the seventh MOPAN assessment conducted for the World Bank, following those completed in 2016, 2012, 2009, 2008, 2005, and a pilot exercise conducted in 2003. Building upon previous assessment in 2015/2016, this assessment covers the period from 2017 through 2022.

The assessment of the World Bank was conducted through a rigorous process and took a collaborative approach, integrating the perspectives of a wide range of stakeholders. This collaborative approach provides multilateral organisations and network members with evidence-based guidance to improve organisational performance.

The assessment draws on multiple lines of evidence (documentary, survey and interviews) from sources within and outside the organisation to validate and triangulate findings across 12 key performance indicators, which are broken down into more than 250 individual elements. The standard assessment framework reflects international best practice and was further customised to take into account the business models of Multilateral Development Banks (MDBs) and the specific mandate and priorities of the World Bank (See Chapter 4). Moreover, the assessment framework has also been revisited to capture the COVID-19 impact on the World Bank's mandate and operations, as well as to gauge to what extent the World Bank has been able to adapt and leverage its internal processes responding to COVID-19 in an agile manner.

The following operating principles guided the implementation of this assessment. MOPAN's Methodology Manual describes in detail how these principles are realised.

### Box 1: Operating principles

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MOPAN will generate **credible, fair and accurate assessments** by:

- **implementing** an impartial, systematic and rigorous approach;
- **balancing breadth with depth**, adopting an appropriate balance between coverage and depth of information;
- **prioritising quality** of information over quantity;
- **adopting a systematic approach**, including the use of structured tools for enquiry/analysis;
- **providing transparency**, generating an "audit trail" of findings;
- **being efficient**, building layers of data, seeking to reduce burdens on organisations;
- **ensuring utility**, building organisational learning through an iterative process and accessible reporting;
- **being incisive**, through a focused methodology, which provides concise reporting to tell the story of an organisation's current performance.

Source: MOPAN 3.1 Methodology Manual, [www.mopanonline.org/ourwork/themopanapproach/MOPAN\\_3.1\\_Methodology.pdf](http://www.mopanonline.org/ourwork/themopanapproach/MOPAN_3.1_Methodology.pdf)

The assessment report is composed of two parts: the Analysis Summary and the Technical and Statistical Annex.

**Part I: Analysis Summary** is structured into four chapters. **Chapter 1**, which introduces the organisation, its context, is followed by **Chapter 2** which presents a high-level overview of key findings. **Chapter 3** takes a detailed look at findings; and **Chapter 4** provides information about the assessment methodology and its process.

**Part II: Technical and Statistical Annex** contains the detailed underlying analysis of each score, the list of supporting evidence documents, as well as the summarised results of the external partner survey that fed into this assessment.

## ACKNOWLEDGEMENTS

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The MOPAN assessment of the World Bank was conducted under the overall strategic guidance of Suzanne Steensen, Head of the MOPAN Secretariat. It was prepared under the responsibility of Erika MacLaughlin and Edward Hainsworth, who supported the assessment process, with support from Camille Hewitt, Cara Yakush and Anastasiya Sindyukova, who helped to finalise the report.

MOPAN is very grateful to Executive Director Lene Lind and her colleagues Barbro Hexeberg, Joar Strand and Per Bardalen Wiggen, representing the Government of Norway as well as Executive Director Ed Matteo Bugamelli and his colleagues Stefania Bazzoni, Edoardo Napoli and Ludovica Soderini representing the Government of Italy, for championing this assessment of the World Bank on behalf of the MOPAN membership.

The assessment was conducted in co-operation with Centennial Group International. Rakesh Nangia led the assessment and is the principal author of the report. A team comprised of Laura Shelton, Anil Sood, Hasan Tuluy, Luc Lefebvre and Ieva Vilkelyte also supported the assessment and contributed to the final report. The report also benefited from an external peer review, conducted by Walter Kolkma.

The external partner survey was administered by Cristina Serra Vallejo from the MOPAN Secretariat, who together with Laura Serrano Folguera and Sébastien Vol, also supported the implementation and finalisation of the survey.

The report was proofread by Christopher Mooney, and Baseline Arts Ltd provided the layout and graphic design.

MOPAN would like to convey appreciation to Vice President for Operations Policy and Country Services Ed Mountfield and his team, Paloma Anos Casero, Lisandro Martin, Wolfgang Koehling, Vijay Pillai, Mimoza Velo and Frank Madsen from the World Bank who internally co-ordinated the process and provided substantive feedback on the final draft report.

This assessment would not have been possible without the close engagement and valuable contributions of many senior officials and technical staff from the World Bank and from representatives of development partners and] who participated in in-depth interviews and survey.

Finally, MOPAN is grateful to all Steering Committee representatives for supporting the assessment of the World Bank, as well as to its member countries for their financial contributions, making the report possible.



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## ABBREVIATIONS AND ACRONYMS

<b>ADM</b>	Accountability and Decision-making	<b>IPF</b>	Investment Project Financing
<b>ASA</b>	Advisory Services and Analytics	<b>KPI</b>	Key Performance Indicator
<b>AT</b>	Administrative Tribunal	<b>LIC</b>	Low-Income Country
<b>BETF</b>	Bank-Executed Trust Fund	<b>MAR</b>	Management Action Record
<b>CCAP</b>	Climate Change Action Plan	<b>MI</b>	Micro-indicators
<b>CCDR</b>	Country Climate and Development Report	<b>MIC</b>	Middle-Income Country
<b>CCSA</b>	Cross-cutting Solutions Area	<b>MIGA</b>	Multilateral Guarantee Agency
<b>CEM</b>	Country Engagement Model	<b>MOPAN</b>	Multilateral Organisation Performance Assessment Network
<b>CEN</b>	Country Engagement Note	<b>MO</b>	Multilateral Organisation
<b>CLR</b>	Completion Learning Review	<b>MTR</b>	Mid-term Review
<b>CPF</b>	Country Partnership Framework	<b>NDC</b>	Nationally Determined Commitment
<b>CPPR</b>	Country Portfolio Performance Reviews	<b>NRDV</b>	Natural Resource Degradation and Vulnerability
<b>CPSD</b>	Country Private Sector Diagnostic	<b>OPCS</b>	Operations Policy and Country Services
<b>CRI</b>	Corporate Results Indicators	<b>PCE</b>	Private Capital Enabling
<b>CRO</b>	Chief Risk Officer	<b>PCM</b>	Private Capital Mobilisation
<b>DPF</b>	Development Policy Financing	<b>PforR</b>	Program for Results
<b>DRR</b>	Disaster Risk Reduction	<b>PIU</b>	Project Implementation Unit
<b>EBC</b>	Ethics and Business Conduct	<b>PLR</b>	Performance Learning Review
<b>ED</b>	Executive Director	<b>RAS</b>	Reimbursable Advisory Service
<b>EFO</b>	Externally Financed Output	<b>RBM</b>	Results Based Management
<b>EOY</b>	End of Year	<b>RETF</b>	Recipient-Executed Trust Fund
<b>ESF</b>	Environmental and Social Framework	<b>RMS</b>	Results Measurement System
<b>FCS</b>	Fragile and Conflict-affected Situations	<b>RRA</b>	Risk and Resilience Assessments
<b>FCV</b>	Fragility, Conflict, and Violence	<b>SALL</b>	Sustainable Annual Lending Limit
<b>FIF</b>	Financial Intermediary Fund	<b>SCD</b>	Systematic Country Diagnostic
<b>FSF</b>	Financial Sustainability Framework	<b>SDG</b>	Sustainable Development Goal
<b>FTE</b>	Full-Time Equivalent	<b>SEA</b>	Sexual Exploitation and Abuse
<b>FY</b>	Fiscal Year	<b>SEFF</b>	Strategic External Funds Framework
<b>GHG</b>	Greenhouse Gas	<b>SH</b>	Sexual Harassment
<b>GIA</b>	Group Internal Audit	<b>SORT</b>	Systematic Operations Risk-Rating Tool
<b>GP</b>	Global Practice	<b>SPRP</b>	COVID-19 Strategic Preparedness and Response Program
<b>GPG</b>	Global Public Goods	<b>TF</b>	Trust Fund
<b>IBRD</b>	International Bank for Reconstruction and Development	<b>UN</b>	United Nations
<b>ICSID</b>	International Centre for Settlement of Investment Disputes	<b>VPU</b>	Vice Presidential Unit
<b>IDA</b>	International Development Association	<b>WBG</b>	World Bank Group
<b>IEG</b>	Independent Evaluation Group		
<b>IFC</b>	International Finance Corporation		

**WORLD BANK**  
PERFORMANCE AT A GLANCE



# WORLD BANK: PERFORMANCE AT A GLANCE

## ABOUT THE WORLD BANK

The World Bank comprises the International Bank for Reconstruction and Development (IBRD) and the International Development Association (IDA). Together with the International Finance Corporation (IFC), the Multilateral Investment Guarantee Agency (MIGA) and the International Centre for Settlement of Investment Disputes (ICSID) they constitute the World Bank Group (WBG). IBRD was established in 1944 to help war-torn Europe rebuild its infrastructure. The creation of IDA in 1960 addressed an important gap by providing resources to low-income countries (LICs) that face issues of creditworthiness, thereby complementing IBRD's activities. IFC and MIGA, which are not covered by this assessment, were created in 1956 and 1988, respectively.

Today, the World Bank operates in 145 countries in all regions of the world and across all major sectors of development. It employs 12 778 full-time staff, 46% of which are based outside of World Bank Headquarters in Washington, DC.<sup>1</sup> IBRD and IDA operate under separate financial models: IBRD provide loans from its own equity and capital market borrowings whereas IDA is financed through member contributions that are now also supplemented by market borrowing. IBRD provides lending on market terms to middle-income countries (MICs) and creditworthy LICs, whereas IDA provides concessional lending, often on grant terms, to the poorest countries. These financial products are complemented by guarantees, risk management products, advisory services and analytical work in line with the World Bank's comparative advantage as a solutions bank. At the end of FY22, the World Bank had over 1 978 ongoing projects valued at USD 299 billion in net commitments.

Since its inception, the Bank has leveraged its capital base significantly. IBRD cumulative lending amounts to around USD 820 billion on a paid-in capital base of USD 20 billion and total shareholder capital of USD 307.1 billion. IDA, since adopting the hybrid model in IDA18, has provided its clients with an additional USD 3-4 for every USD raised through donor contributions.

In order to address the scale of counter-cyclical support needed by borrowing countries to address the ongoing impacts of COVID-19, the World Bank advanced its current replenishment cycle (IDA20) by one year. The IDA20 Replenishment was concluded in December 2021 with a policy and financial package totalling USD 93 billion to support 74 eligible countries between July 2022 and June 2025, made possible by donor contributions of USD 23.5 billion. The remaining funds comprise funds raised on capital markets, loan repayments and income-based transfers from IBRD to IDA. These are complemented by trust fund assets of USD 63.9 billion.

## PERFORMANCE HIGHLIGHTS AND OPPORTUNITIES

The World Bank continues to demonstrate overall strong performance across multiple areas, culminating in strong delivery of development results. Notable strengths include the Bank's strategic management, financial management, operating model and results-based management.

### Organisation at a Glance

Established:	1944 (IBRD) 1960 (IDA)
Member Countries:	189 (IBRD) 174 (IDA)
Headquarters:	Washington, DC
Operations:	in 145 countries
Country Offices:	130
Staffing:	Almost 13 000 full-time
FY22 Commitments:	USD 70 billion
FY22 Disbursements:	USD 49 billion

1. Numbers as of end of FY22 as reported in the FY22 Annual Report.

The World Bank has two goals: reducing poverty and promoting shared prosperity. They achieve these goals through a Country Engagement Model (CEM) that is evidence-driven and adaptive. This CEM was further refined over the assessment period. Dialogue with borrowing countries is based on a strong foundation of evidence and diagnostics, yielding relevant and selective Country Partnership Frameworks (CPFs). Strong systems for supervision and implementation support help ensure that operations remain responsive to borrower needs and help address implementation bottlenecks through an adaptive approach.

The strength of the Bank's financial model is unparalleled, delivering clear value for the contributions of its members and other partners. IDA's hybrid financial model and prudential framework expands the scale of concessional funding available to eligible countries far beyond member contributions. Furthermore, IBRD's new Financial Sustainability Framework (FSF) helps ensure sustainable lending over the medium term while allowing for flexibility to respond to crises and shocks. The Bank's ongoing trust fund reform has increasingly streamlined the management of trust funds and enhanced their strategic orientation and alignment to country needs. A reformed cost recovery framework has enhanced efficiency and value for donors, particularly for operations implemented through external partners.

The Bank's risk management frameworks and safeguarding practices are fully integrated into the operating model and increasingly go beyond good practice to reflect a proactive and preventative approach.

Safeguards and integrity processes are embedded into the CEM, ensuring consistency of application while also promoting the use and reinforcement of country systems, particularly for environmental and social safeguards and financial management. Internally, integrity and ethics functions conduct outreach to staff to reinforce awareness and trust in reporting and whistleblowing systems and use evidence to prevent risks before they materialise. The World Bank's efforts to prevent and respond to Sexual Exploitation and Abuse (SEA) and Sexual Harassment (SH) are particularly notable. The Bank operationalises support from its members in a way that promotes development effectiveness, transparency and accountability and avoids unintended harm to beneficiaries.

However, the Bank can strengthen its delivery on its comparative advantage by: (i) working more systematically with IFC and MIGA as "One Bank Group;" (ii) strengthening its role as a convener to address global and transboundary development challenges; and (iii) better positioning its knowledge to promote policy coherence and reform. Furthermore, although the Bank has scaled up the alignment of its operations and financing to global themes such as gender and climate change, it faces challenges in demonstrating its contribution to outcomes for these issues across a complex global portfolio. This challenge is partly attributable to the need to balance the Bank's country-driven focus with strategic emphasis on global and regional development challenges. Strengthening the role of regional strategies and operations in the Bank's overall results architecture is one possible means of addressing this gap.

As the Bank's knowledge products play an increasingly important role in its contribution to addressing global and regional public goods and "bads," there is scope to better integrate them into its overall strategic and results architecture. Beyond delivery of outputs and client perceptions of quality, there is room to better articulate how the Bank's knowledge contributes to policy reform and coherence and supports its contribution to development outcomes across countries and regions. Furthermore, there are opportunities to more clearly demonstrate how the Bank leverages its extensive operational knowledge and lessons to enhance development results.

The Bank actively convenes and co-ordinates with partners at the country, regional and global level. They have recently introduced new structures and practices to enhance the selectivity of their partnerships in line with their comparative advantage. Trust fund reform has reduced fragmentation by consolidating existing funds into consolidated Umbrella Programmes, streamlining their overall governance and providing operational flexibility. New tools such as the Strategic External Funds Framework (SEFF) help promote the alignment of these funds with donor priorities and country needs. However, beyond trust funds, there is room to enhance the strategic management and

results orientation of the Bank's other partnerships, which may not be linked to a pool of resources, but promote knowledge sharing, policy and operational coherence, joint programming, and transparency.

Expansion of the IDA Regional Window, including the recent approval of the programme-for-results instrument for regional operations, has provided a strong platform for addressing transboundary issues. In addition to making it easier to access additional resources for regional operations, this expansion allows for closer partnerships with regional organisations. However, more attention is needed to create financial incentives for MICs and enhance the fitness for purpose of the Bank's existing instruments to address transboundary issues. Despite recent progress, there also remain opportunities to better define, measure and demonstrate the regional benefits of such operations, including better integration into corporate results frameworks.

The Bank's knowledge work (advisory services and analytical products (ASA)) has played a key role in ramping up the alignment of the Bank's operations to global issues such as gender, fragility, and climate change. Knowledge work, including recently introduced regional ASA, will continue to play an important role as the Bank seeks to enhance its support for global public goods. However, the Bank does not consistently demonstrate the contribution of its knowledge work to policy dialogue and reform, operational design, or overall country development objectives.

Beyond difficulties in demonstrating results achieved for global themes, the Bank faces similar challenges demonstrating the sustainability of its operations. Strong mainstreaming of global themes has provided an important foundation for results; however, these are difficult to aggregate across a complex global portfolio and take time to mature. Independent evaluation plays an important role in providing evidence of the sustainable impacts achieved by operations in their development objectives, as well as several case examples available at the country level. However, due to the scale and scope of the Bank's portfolio, there are trade-offs in coverage. It is likely that results are being achieved and yielding sustainable impacts based on the overall performance of operations in their achieving development objectives as well as several case examples available at the country level.

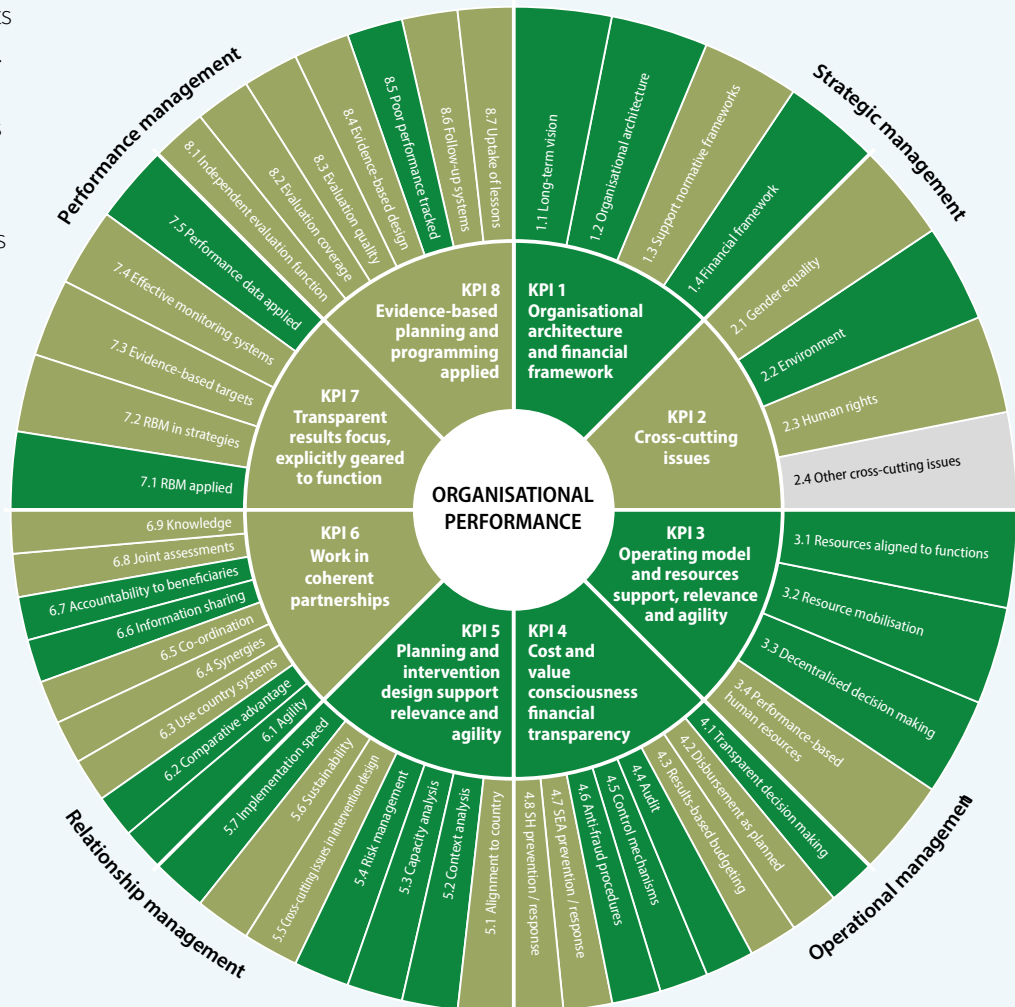
The Bank's move toward strengthening the "outcome orientation" of its CPFs is likely to make an important contribution to addressing these challenges by enhancing the Bank's self-evaluation system.

The World Bank faces a complex development landscape characterised by increased fragility, vulnerability, and sovereign debt. As it seeks to enhance its operating model and delivery of sustainable development results, it must balance its CEM with the delivery of global public goods, scale up the mobilisation of finance for the sustainable development agenda, and support the implementation of the Paris Agreement through enabling policy reform and coherence. The Bank's efforts to "serve all clients" are increasingly important in this context.

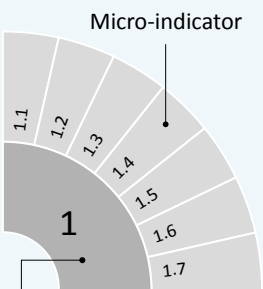
An overview of the Bank's performance against key areas of the MOPAN Framework are provided in Figure 1. Each organisation MOPAN assesses operates according to its unique context. *It is to be noted that comparison to other assessed organisations and previous assessments by MOPAN is strongly discouraged due to changes in methodology over time and differences in the scale, operating context, and comparative advantage of different organisations.*

FIGURE 1: WORLD BANK'S PERFORMANCE RATING SUMMARY

Note: MOPAN assessments are stand-alone products. They neither compare multilateral organisations nor are they meant to be used for that purpose. Compared to the previous cycles conducted under MOPAN 3.0, the threshold for a rating has been raised to reflect the increasing demands for organisational performance in the multilateral system. The underlying scores and approach to scoring are unaffected.

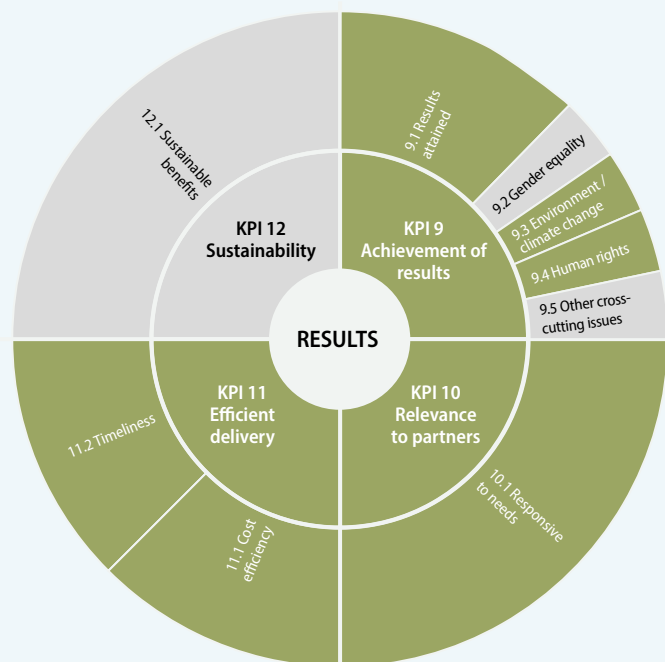


**How to read these charts**



Key Performance Indicator

-  **Highly satisfactory** (3.51-4.00)
-  **Satisfactory** (2.51-3.50)
-  **Unsatisfactory** (1.51-2.50)
-  **Highly unsatisfactory** (0-1.50)
-  **No evidence / Not applicable**







PART I

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# Analysis Summary

## Key findings

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Part I: Analysis Summary presents the key findings of the assessment. It starts by introducing the assessed organisation and its context. It then provides a high-level overview of key findings, followed by further details. Finally, it outlines the main tenets of the assessment process and methodology.



# BACKGROUND TO THE ORGANISATION



## INTRODUCING THE WORLD BANK

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### Mission and mandate

Founded in 1944,<sup>1</sup> the World Bank Group (WBG) now constitutes a group of five associated development institutions – the International Bank for Reconstruction and Development (IBRD) and the International Development Association (IDA) make up the World Bank and together with the International Finance Corporation (IFC), the Multilateral Guarantee Agency (MIGA) and the International Centre for Settlement of Investment Disputes (ICSID) make up the WBG. The focus of this assessment is World Bank – IBRD and IDA.

The WBG strategy, approved in 2013 by the Board of Governors, focuses on the twin goals of “ending extreme poverty and promoting shared prosperity... in a sustainable manner.” Specifically, it identifies two overarching goals: (i) to reduce the percent of people living on less than USD 1.90 a day to 3% by 2030 and (ii) to foster income growth for the bottom 40% of the population in every developing country (World Bank Group, 2013b). These goals are framed by the overall theme of sustainability, such that both are achieved in an environmentally, social, and fiscally sustainable manner. (World Bank Group, 2014).

Building upon its 2013 Strategy, the WBG prepared “Forward Look: A Vision for the WBG in 2030” to identify a vision for how the World Bank would support the 2030 Sustainable Development Agenda while delivering on the twin goals. The document identifies the Bank’s ongoing leadership in delivering on global public goods through its operational experience and expertise across sectors. Additionally, Forward Look identifies the Bank’s positioning to mobilise finance for development through its bond issuances, guarantees and other risk mitigation products, and its support to domestic resource mobilisation. (World Bank Group 2016).

The 2013 WBG Strategy and Forward Look identify a clear comparative advantage for the Bank that has remained consistent over the course of the assessment period. The Bank’s comparative advantage lies in its:

- global presence and ability to synthesise global perspectives on development issues across its 189 member countries;
- long-standing country engagement, enabling it to address complex development challenges that require long-term interventions;
- broad operational knowledge and expertise across a wide range of sectors;
- financial strength and ability to provide innovative financial products to its clients; and
- track-record of strong safeguards and response to crisis and vulnerability.

These strengths position the Bank as a “global convener” and “solutions bank,” bringing countries and development partners together to launch a coherent and co-ordinated response to global development challenges, grounded in global evidence of “what works.” Additionally, the Bank has positioned itself to work as “One Bank Group,” building upon its regional and sectoral expertise to work with IFC and MIGA in providing transformative development solutions that bridge the public and private sectors. Working as “One Bank Group” is a key means through which the World Bank mobilises additional private capital to deliver on the Sustainable Development Agenda and creates an enabling environment for additional investment.

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1. The World Bank was established following the United Nations Monetary and Financial Conference (the Bretton Woods Conference), which brought together representatives of the Allied Nations for discussions on post-World War II recovery in Europe.

## Governance arrangements

### Governance structures

The main governance structures of the World Bank include its Board of Governors, Board of Executive Directors, the WBG President.

The World Bank is overseen by the Board of Governors, consisting of one Governor and one Alternate Governor appointed by each member country (189 member countries for IBRD and 174 for IDA) (World Bank, 2022b). The office of Governor is usually filled by the country's minister of finance, the governor of its central bank, or a senior official of similar rank. The Governor serves a term of five years with the possibility for reappointment. As per the Articles of Agreement, the Board of Governors is the Bank's senior decision-making body, with voting power dependent on the number of shares each member country holds.

All powers not mentioned in the Articles of Agreement are delegated to the Executive Directors (EDs).<sup>2</sup> Appointed or elected by Governors, the 25 EDs represent a country or constituency of countries. EDs meet formally twice a week to oversee Bank business, including to review/endorse/approve loans and guarantees, new policies, the administrative budget, country assistance strategies, and borrowing and financial decisions.

The WBG President is responsible for overall management of the World Bank and chairs meetings of the Board of Directors. The President is selected by the Board of Directors for a five-year term, renewable once. Day-to-day operations of the World Bank under the direction of the President, management and senior staff, and the Vice Presidents in charge of Global Practices (GPs), Cross-Cutting Solutions Areas, Regions, and corporate functions.

In 2019, the WBG's 13th Presidency commenced under President David Malpass, who outlined a vision for the WBG focusing on the poorest countries. President Malpass stressed the need to address challenges on a country-by-country basis by leveraging strong country programs, promoted 'breakthroughs' or achieving outcomes better than expectations, and underscored the need for concerted action on market-oriented structural reforms. On 15 February 2023, the WBG announced that President Malpass would be stepping down at the end of the FY (30 June 2023). Ajay Banga has been nominated as his replacement.

### Strategic governance

The WBG Strategy and Forward Look is operationalised through periodic strategic touchpoints between the Bank and its members. These touchpoints include IDA Replenishments, occurring on a three-year cycle and capital package increases which occur on an as-needed basis. These touchpoints yield strategic and policy commitments that ensure resource allocation and operations remain aligned to donor priorities and country needs.

The assessment covers three IDA replenishment periods – IDA18, IDA19 and IDA20. The replenishment process is iterative, involving a series of engagements among member countries (donors and borrowers) and WBG management to take stock of results achieved and discuss the Bank's future strategic directions, financing envelope and framework, policy commitments and results measurement. The IDA Results Measurement System (RMS) and the World Bank's Corporate Scorecard play an important role in demonstrating delivery on commitments to members.

The IDA20 Replenishment was concluded in December 2021, moved forward by one year to address the heightened needs of member countries in responding to the ongoing impacts of the COVID-19 pandemic. Its overall theme is helping countries "build back better" from the COVID-19 pandemic and address the emerging impacts of climate change through "Green, Resilient and Inclusive" development. In particular, the replenishment focused on enhancing

2. Powers explicitly given to the Board of Governors include: admission and suspension of members, increases or decreases to capital stock, distribution of Bank net income, decisions on appeals from interpretations of the Articles of Agreement by the EDs, decisions on formal comprehensive arrangements of co-operation with other international organisations, permanent suspension of Bank operations, increases to number of elected EDs, and approval of amendments to the Articles of Agreement.

support to LICs to regain ground lost on the Sustainable Development Goals (SDGs), emphasising human capital development in health and education, strengthening social protection systems, and promoting jobs and economic transformation. The Bank's ambitions were also further scaled up to address gender equality, climate change and fragility, conflict and violence. Crisis preparedness and governance and institutions and debt were identified as cross-cutting themes to build the resilience of IDA countries and address the lingering macroeconomic effects of the crisis, including rising sovereign debt.

Beyond its IDA commitments, the World Bank is also guided by the commitments and strategic directions laid out in the 2018 IBRD Capital Package (Sustainable Financing for Sustainable Development: World Bank Group Capital Package Proposal). The 2018 Capital Package supports the implementation of Forward Look, focusing on serving all its clients, maximising finance for development through mobilisation of private sector solutions, leading on global issues, and improving IBRD's business model. The 2018 Capital Increase Package translated these priorities into more specific policy commitments focus on: serving all clients (particularly fragile states); (ii) leading on global issues (including crisis management, climate change and others); (iii) mobilisation and creating markets; and (iv) improving effectiveness of internal model.

The policy commitments and priorities identified through the IDA Replenishment and the Capital Increase Package play an important role in guiding the Bank's key strategic and operational processes, including the development of three-year rolling Annual Planning and Budget process, culminating in an annual Strategic and Business Outlook and an Annual Budget document.

## Business model

### Organisational structure

The WBG Strategy and Forward Look are operationalised into the World Bank's Organisational Structure. IBRD and IDA share the same organisational structure, including 12 778 full-time equivalent staff, and infrastructure.

The Organisational Structure includes seven regional Vice-Presidential Units (VPUs) responsible for overseeing operations implemented through Country Management Units (CMUs) across more than 130 country offices worldwide. These Regional VPUs are complemented by five Global Practice (GP) VPUs that oversee 23 Practice Groups. The Practice Groups reflect different sectors of operation (e.g. infrastructure) and cross-cutting thematic issues (e.g. gender). Additionally, the Bank mobilises a range of general management units responsible for key corporate functions including Legal, Finance, Internal Audit, Ethics, Human Resources and Operations Policy. In the context of planning and operations, these units interact through a matrix management structure, guided by the Bank's Accountability and Decision-making (ADM) framework.

The World Bank's organisational model has evolved over the assessment period to enhance delivery of its comparative advantage. The GPs were introduced in 2014 and given overall responsibility for operational budgets (the design and oversight of new and ongoing operations). This change was meant to eliminate regional silos and promote knowledge flow and collaboration in line with the Bank's comparative advantage as a "solutions bank." However, this change resulted in unintended consequences, including new barriers to knowledge flow, high managerial transaction costs, misaligned budget incentives and weaker quality assurance. (World Bank, 2019a).

Consequently, in 2019, the Bank adjusted its organisational model once again to place overall responsibility for operational budgets with regional VPUs and "serve all clients." This change included increased decentralisation of staff to promote responsiveness to clients, particularly those experiencing fragility. In line with the IBRD capital package and IDA replenishment commitments, the Bank aims have all country directors and managers and half of all practice managers located in the field by 2025, with an overall goal of 55% of staff based in the field. Tangible progress has been made in achieving these goals over the assessment period, notwithstanding the COVID-19 pandemic (Table 1).

TABLE 1. PERCENT OF WORLD BANK PROFESSIONAL STAFF (GE+) IN OPERATIONS BY LOCATION

Location	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Non-US Based	44%	44%	43%	44%	44%	46%	46%	53%	45%	46%	47%
FCS Location	6%	6%	5%	6%	6%	7%	7%	7%	8%	9%	9%
US Based	56%	56%	57%	56%	56%	54%	54%	47%	55%	54%	53%

Source: World Bank, 2020a; World Bank HRVP.

### Operating model

The World Bank operates in 145 countries across seven global regions and in every major sector of development covering agriculture, education, energy/extractives, financial sector, health, education, industry/trade/services, information and communication, public administration, social protection, transport, and water/sanitation/waste.

Operations are identified, designed and implemented through a country-driven model. The World Bank's Country Engagement Model (CEM), which was introduced in 2014 and updated in 2021, operationalises the Bank's support through a systematic, selective and evidence-based dialogue process culminating in the design of a Country Partnership Framework (CPF). The CPF lays out the development objectives that WBG interventions will contribute to, including a program of indicative WBG operations supporting these objectives. Throughout implementation, a series of touchpoints with borrowers are used to take stock of progress achieved, identify lessons and adapt the CPF to the evolving country context as required.

As of 2021, the CPF identifies High-Level Objectives, identified in consultation with the borrower countries, which are meant to reflect national development plans and priorities as well as progress toward the SDGs.

Additional information about the Country Engagement Model is provided in Box 2.

### Financial model

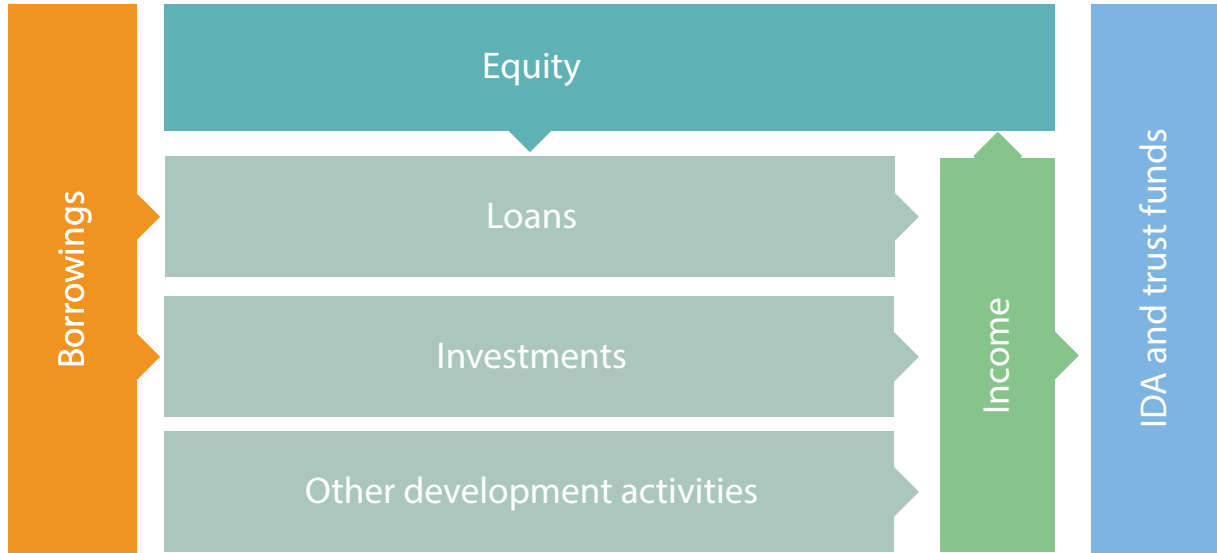
IDA and IBRD operate through separate financial models that share a common objective of maximising finance for operations through market access and promoting medium-term sustainability. IBRD and IDA serve different clients (based on Gross National Income) and deploy different financial instruments with respect to types and terms, including tenor. IBRD finances its loans from its own equity and through the issuance of bonds in capital markets across the globe. IDA was originally funded by contributions from member countries and transfers from net income of IBRD and IFC and loan repayments; however, starting with the IDA18 replenishment, it began to supplement these member contributions with borrowings from capital markets.

Bonds have played an increasingly important role in the World Bank's efforts to maximise finance for development. IDA and IBRD issue a series of sustainable development bonds and green bonds, alongside other products, as part of its financial model.<sup>3</sup> Sustainable development bonds raise proceeds for every major area of development in partnership with member governments to find sustainable solutions for local and global development challenges. Green Bonds raise proceeds for projects funded in part or whole by IBRD that promote the transition to low-carbon and climate resilient growth in the recipient country. In FY20, USD 75 billion was issued across 349 sustainable development bonds in 27 currencies. (World Bank, 2021c) Since 2008, USD 18 billion has been issued across 200 green bonds in 25 different currencies.

The financial models of IBRD and IDA are described in Figures 2 and 3.

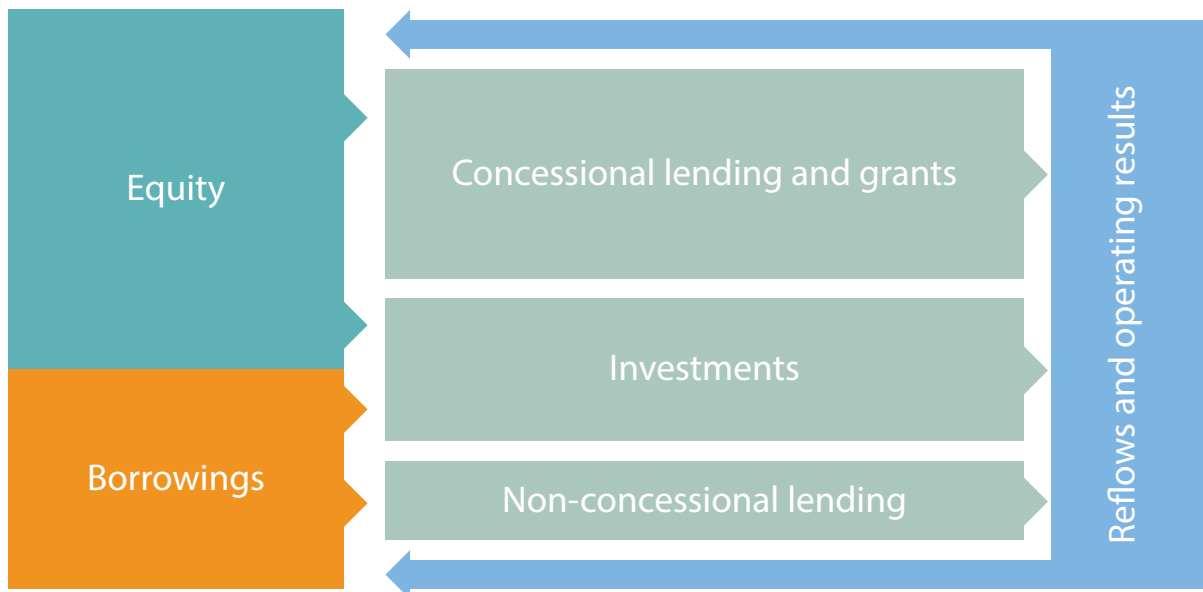
3. Sustainable Development Bonds Include Global and Benchmark Bonds, Non-Core Currency Bonds, Structured Notes and Callable Bonds, Capital at Risk Notes, and Discount and Custom Notes.

FIGURE 2. IBRD FINANCIAL MODEL



IBRD's operations are financed from its own equity and borrowing on capital markets in the form of bond issuances. Bond issuances are a key means through which the Bank mobilises finance from the private sector to support sustainable development. IBRD's development activities include loans, investments, guarantees and other risk mitigation instruments as well as other development activities such as advisory work and co-ordination. IBRD seeks to earn enough income to sustain its operations over the medium-term. Its income feeds back into its equity with a portion transferred to IDA and trust funds.

FIGURE 3. IDA FINANCIAL MODEL



IDA has traditionally been funded largely by contributions from its middle and high-income partner countries, with additional income transfers from IBRD, grants from IFC and repayment of IDA credits. During IDA18, a hybrid financial model was introduced whereby member contributions are complemented by market borrowing through bond issuances to expand the overall amount of concessional financing available. Reflows feed back into IDA equity and whereas operating results support the negotiation of future replenishments.



## Box 2: Country Engagement Model

The World Bank Country Engagement Model seeks to make its country-driven model more systematic, evidence based, selective, and focused on the Bank's twin goals, mainly through contribution to high-level outcomes consistent with the country's development goals. The CEM has four main components: the Systematic Country Diagnostic (SCD), the Country Partnership Framework (CPF), the Performance Learning Review (PLR), and the Completion Learning Review (CLR).

The SCD serves as the core analytical work that underpins country engagement. It is informed by other core analytical works of the institution including the Country Private Sector Diagnostic (CPSD) and the Country Climate and Development Report (CCDR).

The CPF is an integrated, selective framework for WBG partnership with the country. It is the central tool to review and guide WBG country programs. It is developed in consultation with key stakeholders and is informed by the analysis provided in SCD. The CPF identifies high-level outcomes based on the WBG's comparative advantage and consistent with country development goals, which feed into the results matrix of the CPF. It is prepared for countries every 4-6 years, jointly as One World Bank Group, with approvals by Bank, IFC, and MIGA management. Occasionally, in instances where country circumstances do not allow for a government and the WBG to develop a medium-term program, a Country Engagement Note (CEN) will be developed instead.

The PLR serves as a touchpoint to update and, if necessary, course correct the CPF either every two years or at the midpoint of the CPF period. This provides an opportunity to adjust CPF objectives and program in light of any change in context or circumstances and reflect on progress in filling knowledge gaps or identifying any gaps that have emerged.

The CLR is the team's assessment of the CPF program performance. It is completed at the end of every CPF period with the purpose of bringing learning from the CPF implementation into the next CPF cycle. The CLR is intended to feed into the Bank's larger knowledge base to help inform design and reforms worldwide. CLRs are validated by the Independent Evaluation Group (IEG).

Beyond its equity and market borrowings, the World Bank manages a range of donor funds that complement its lending and non-lending activities and support the delivery of global public goods. Trust funds provide a platform for knowledge-sharing and partnerships between donors, client countries and other stakeholders at the global, regional and country level. They provide a predictable, multi-year source of funding for activities such as knowledge work, technical assistance, project preparation support, impact evaluations and institutional support around debt management. Trust funds also enable the Bank to engage in circumstances where lending is not feasible, including fragile situations, emergencies, and situations where access to IDA or IBRD resources is constrained.

In 2019, the World Bank launched a series of reforms to streamline its management of Trust Funds. This shift entails a shift from 529 individual single and multi-donor trust funds that varied widely in scope and size, channelling nearly 90% of donor contributions through 70 Umbrella Programmes that support one or more strategic priorities across the Bank's GPs and Regions, complemented by a small number of standalone funds. Each Umbrella Programme has a single, unified governance structure, programme management and administration unit, communications plan and results framework. An annual report is prepared for each Umbrella Programme. In 2022, the World Bank Group portfolio of funds held in trust was more than USD 40 billion – USD 12.1 billion in Trust Funds (including Bank-executed Trust Funds (BETFs) and Recipient-executed Trust Funds (RETFs)) and USD 27.9 billion in Financial Intermediary Funds (FIFs) (World Bank, 2022a). The World Bank updated its Trust Fund Policy and enhanced its cost recovery framework for trust funds in 2021.

IBRD's and IDA's key financial indicators are summarised in Tables 2, 3 and 4.

TABLE 2. IBRD KEY FINANCIAL INDICATORS, EOY (USD MILLIONS)

	FY17	FY18	FY19	FY20	FY21	FY22
Total liabilities & equity	258 648	263 800	283 031	296 804	317 301	317 542
Equity	39 798	41 844	42 115	40 387	48 078	55 320
Net interest revenue	1 911	2 161	2 267	2 414	2 444	2 472
Allocable income	795	1 161	1 190	1 381	1 248	806
Transfers to IDA	123	248	259	331	274	117
Equity to loans ratio (%)	22.8	22.9	22.8	22.8	22.6	22.0

Source: World Bank Group, 2023

TABLE 3. IDA KEY FINANCIAL INDICATORS, EOY (USD MILLIONS)

	FY17	FY18	FY19	FY20	FY21	FY22
Total liabilities & equity	173 357	184 666	188 553	199 472	219 324	220 014
Equity	158 476	163 945	162 982	168 171	180 876	178 668
Net interest revenue	(2 296)	(5 231)	(6 650)	(1 114)	(433)	12
Total adjustments to reconcile net income (loss) to adjusted net income	2 138	4 840	6 875	1 838	827	248
Adjusted net income (loss)	(158)	(391)	225	724	394	260
Deployable strategic capital ratio (%)	37.2	37.4	35.3	35.8	30.4	26.4

Source: World Bank Group, World Bank Group Finances – <https://financesapp.worldbank.org/summaryinfo/overview/>

## Operations

In delivering on the WBG mission, IBRD provides loans, guarantees, risk management products, and advisory services to middle-income and creditworthy low-income countries. IDA helps the world's poorest countries by providing credits on concessional terms, (including zero to low-interest rate and long maturities with grace periods), grants, as well as debt relief. As of June 2022, 70 countries, 39 in Africa, were eligible for IDA assistance.<sup>4</sup>

The World Bank provides support through a range of instruments, including:

- Investment Project Financing (IPF) for investments in physical and social infrastructure (including flexible arrangements such as the Multi-Phase Approach (MPA));
- Development Policy Financing (DPF), to provide budgetary support for the implementation of development policies;
- Program-for-Results (PforR) financing;
- Advisory Services and Analytics (ASA), which are knowledge activities used to inform policy and operations development and capacity building.

Since 2014, IBRD and IDA portfolios have continued to grow in terms of both the number of projects and overall lending volume. This trend continued into FY22 with a total portfolio of 1,978 projects amounting to about USD 299 billion in net commitments under implementation (see Figures 3 and 4). In FY22, IDA and IBRD committed more than USD 70 billion in financing for developing countries and disbursed more than USD 49 billion (Table 4). (World Bank, 2021b)

4. Of the 74 IDA recipients, 15 are considered "Blend" countries – who qualify for IDA lending due to their income level but are creditworthy enough to receive IBRD lending as well.

TABLE 4. WORLD BANK COMMITMENTS AND DISBURSEMENTS (USD MILLIONS)

	2016	2017	2018	2019	2020	2021	2022
<b>IBRD</b>							
Commitments <sup>a</sup>	29 729	22 611	23 002	23 191	27 976	30 523	33 072
Disbursements	22 532	17 861	17 389	20 182	20 238	23 691	28 168
<b>Transfers to IDA</b>							
Commitments <sup>a</sup>	16 171	19 513 <sup>b</sup>	24 010 <sup>c</sup>	21 932 <sup>c</sup>	30 365 <sup>c</sup>	36 028	37 727
Disbursements	13 191	12 718 <sup>b</sup>	14 383	17 549	21 179 <sup>c</sup>	22 921	21 214

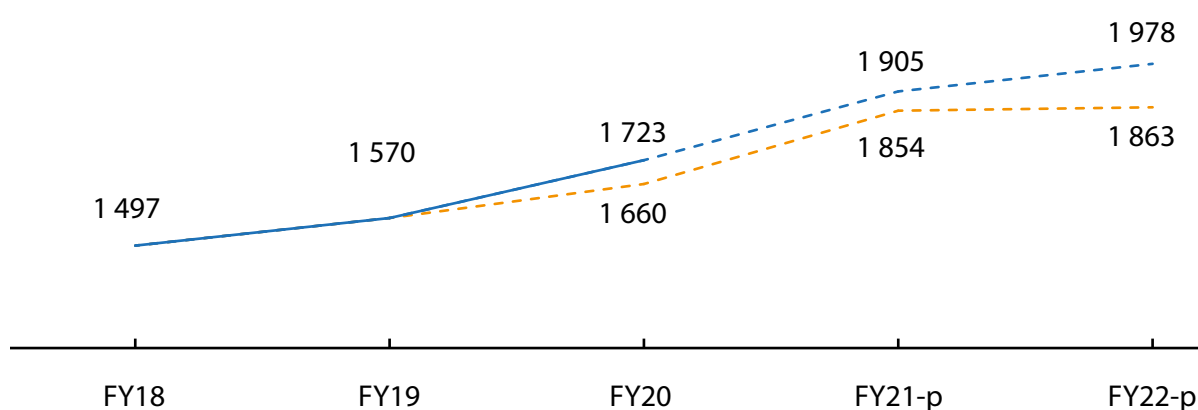
Notes: a. Amounts are net of full terminations and cancellations approved in the same fiscal year.

b. Figures include the commitment and disbursement of a USD50 million grant for the Pandemic Emergency Financing Facility.

c. Commitments and disbursements exclude IFC-MIGA Private Sector Window (PSW) activities

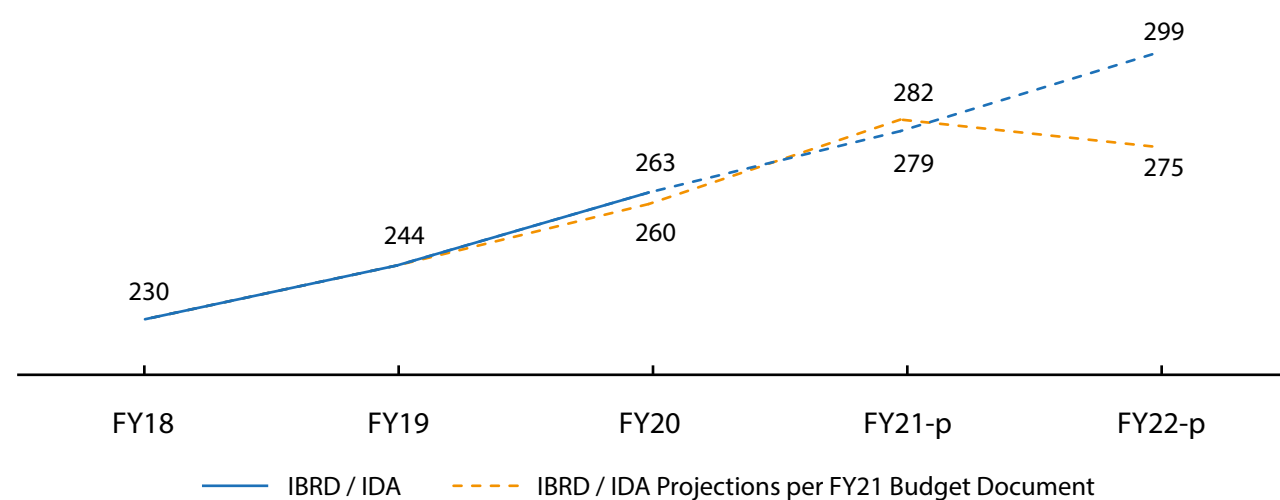
Source: World Bank, 2020a; IDA, 2022; IBRD, 2022

FIGURE 4. IBRD/IDA ACTIVE PORTFOLIO IN NUMBER OF OPERATIONS



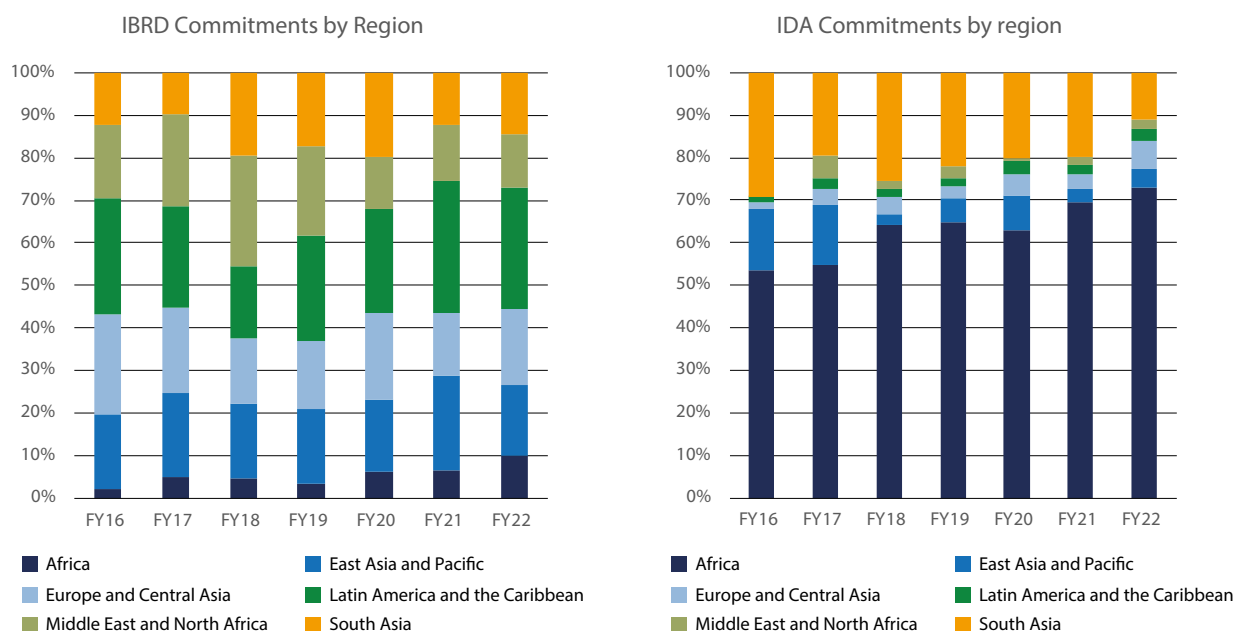
Source: World Bank, 2021b

FIGURE 5. IBRD/IDA ACTIVE PORTFOLIO IN NET COMMITMENTS (USD BILLIONS)



Source: World Bank, 2021b

FIGURE 6. WORLD BANK COMMITMENTS BY REGION



Source: World Bank, 2020a; World Bank, 2021a; World Bank, 2022a

In FY22, Africa received the highest share of IDA commitments and Latin American and the Caribbean received the highest share of IBRD commitments (See Figure 6). During FY16-19 over 50% of World Bank commitments supported public administration; energy and extractives; transportation; and industry, trade, and services (Table 5). In FY20, due to the pandemic, it significantly increased the share of commitments to health and social protection.

TABLE 5. WORLD BANK COMMITMENTS BY SECTOR AND FISCAL YEAR (IN USD MILLION)

Sector	FY16	FY17	FY18	FY19	FY20	FY21	FY22
Agriculture, Fishing and Forestry	2 410	2 779	4 003	3 821	3 745	4 172	7 619
Education	3 219	2 847	4 521	3 642	5 172	5 602	3 425
Energy and Extractives	7 413	6 325	7 112	6 315	5 271	6 180	6 765
Financial Sector	3 100	3 106	1 310	3 169	4 236	5 738	3 223
Health	2 372	2 435	4 266	3 410	8 275	6 446	1 521
Industry, Trade and Services	4 189	4 235	5 407	4 324	4 920	5 204	4 233
Information and Communications Technologies	272	1 022	743	1 390	2 088	1 924	1 754
Public Administration	6 611	6 708	7 202	8 436	8 553	11 238	12 678
Social Protection	3 868	2 691	4 203	4 278	8 971	11 152	8 238
Transportation	6 846	5 822	3 529	3 194	3 455	4 640	8 203
Water, Sanitation and Waste Management	5 463	4 102	4 715	3 143	3 654	4 256	4 139
Total	45 900	42 074	47 012	45 123	58 341	66 551	7 799

Source: World Bank, 2020a; World Bank, 2021a; World Bank 2022a

## SITUATIONAL ANALYSIS – THE WORLD BANK’S RESPONSE TO OVERLAPPING CRISES

The World Bank has responded to multiple, overlapping global crises over the assessment period. These include the COVID-19 pandemic and its related health and socio-economic impacts, the war in Ukraine and its resulting global shocks to the energy prices and supply chains, and a global food security crisis. Food insecurity has increased due to a combination of factors—including greater poverty and supply chain disruptions in the wake of the COVID-19 pandemic, the war in Ukraine, rising inflation, and high commodity prices. These crises have had compounded impacts, especially for the most vulnerable countries and populations. Furthermore, countries have increasingly more limited fiscal space to address them and move toward recovery: about 60% of LICs are in debt distress or are considered to be at high risk for it as of 2021.

The Bank has responded in four main ways: (i) supporting production and producers; (ii) facilitating increased trade in food and production inputs; (iii) supporting vulnerable households; and (iv) investing in sustainable food security – resulting in USD 26 billion being made available for short- and long-term food security interventions. The World Bank’s response to COVID-19 is discussed further in Box 3.

### Box 3: The World Bank’s COVID-19 Response

IDA and IBRD provided USD 45.6 billion and USD 53.3 billion respectively in counter-cyclical lending to address the impact of the COVID-19 pandemic from April 2020 to June 2021. (World Bank Group, 19 July 2021) Additional to the amount set aside for its COVID-19 Global Response Program, the World Bank expanded available financing for COVID-19 vaccines to USD 20 billion.<sup>1</sup>

Repositioning from normal operations to address the spill-over effects from the sudden suspension of global economic activity, the WBG’s COVID-19 response was intended to serve two objectives: (i) addressing the adverse health, social, and economic impacts of COVID-19, and (ii) maintaining the trajectories of countries’ long-term development vision. (World Bank, 2020a)

The World Bank supported countries by developing an overarching framework, reprioritising the active portfolio and pipeline, frontloading lending, using existing and new analytical work, and partnering with IMF, MDBs, and UN agencies. (World Bank, 2020b) The WBG approach was guided by four key priorities: (i) save lives; (ii) protect the poor and most vulnerable; (iii) ensure sustainable business growth and job creation; and (iv) strengthen policies, institutions, and investments for rebuilding better. (World Bank, 2020a; World Bank, 2021a)

In April 2020, the first financing envelope of the Global COVID-19 Multiphase Programmatic Approach (MPA)<sup>2</sup> was approved to facilitate the emergency response to the COVID-19 pandemic. It provided a common operational framework with flexibility for countries to tailor their response from activities under the following components: Emergency COVID-19 Response, Strengthening Multi-sector National Institutions and Platforms, Supporting National and Sub-national Prevention and Preparedness, Community Engagement and Risk Communication, Implementation Management and Monitoring and Evaluation, and Contingency Emergency Response Component (CERC). (World Bank, 2020c)

1 In October 2020, the EDs approved USD 12 billion additional financing for the Global COVID-19 Response Program specifically designated for the acquisition and distribution of COVID-19 vaccines. In June 2021, the World Bank President announced the expansion of these designated funds to USD 20 billion, constituting a USD 8 billion increase.

2 A Multiphase Programmatic Approach (MPA) allows clients to structure a long, large or complex engagement as a set of smaller linked operations (or phases) under one Program. Under the MPA, Executive Directors approve the overall Program framework and financing envelope for the Program and then authorise management to commit financing for the MPA Program phases.

These crises have implications for the risks associated with climate change and fragility, especially given the projected impact on the poor. Up to 132 million more people could be pushed into extreme poverty by 2030 and more than 216 million people could be displaced by 2050 as a direct result of climate change. By 2030, up to two-thirds of the world's extreme poor will live in countries affected by fragility, conflict and violence (FCV). These projections have serious implications for the Bank and its operations, especially given the likelihood of continuing crises.

## PREVIOUS MOPAN ASSESSMENTS

The World Bank has a long history of MOPAN assessments, including through annual surveys in 2003, 2005, and 2008, under the Common Approach in 2009 and 2012, and the last assessment under MOPAN 3.0 in 2015-2016. The links to the resultant final reports can be found in Table 6. The last MOPAN assessment of the World Bank was completed in 2016. This is the seventh MOPAN assessment of the World Bank.

The strengths and areas for improvement identified by previous MOPAN assessments are shown in Table 7.

**TABLE 6. PREVIOUS MOPAN ASSESSMENTS OF THE WORLD BANK**

MOPAN 2015-2016 Assessments, The World Bank – Institutional Assessment Report	<a href="http://www.mopanonline.org/assessments/worldbank2015-16/Mopan%20World%20Bank%20interactive%20final.pdf">http://www.mopanonline.org/assessments/worldbank2015-16/Mopan%20World%20Bank%20interactive%20final.pdf</a>
MOPAN Assessment of Organisational Effectiveness and Development Results – World Bank 2012 Vol. 1	<a href="http://www.mopanonline.org/assessments/worldbank2012/MOPAN_2012_WB_Final_Vol_1_Issued_December_2012_1.pdf">http://www.mopanonline.org/assessments/worldbank2012/MOPAN_2012_WB_Final_Vol_1_Issued_December_2012_1.pdf</a>
MOPAN Assessment of Organisational Effectiveness and Development Results – World Bank 2012 Vol. 2, Appendices	<a href="http://www.mopanonline.org/assessments/worldbank2012/MOPAN_2012_WB_Final_Vol_2_Issued_December_2012.pdf">http://www.mopanonline.org/assessments/worldbank2012/MOPAN_2012_WB_Final_Vol_2_Issued_December_2012.pdf</a>
MOPAN Common Approach World Bank 2009	<a href="http://www.mopanonline.org/assessments/worldbank2009/World_Bank_Final_February_19_issued.pdf">http://www.mopanonline.org/assessments/worldbank2009/World_Bank_Final_February_19_issued.pdf</a>
The Annual MOPAN Survey 2008 – Donor Perceptions of Multilateral Partnership Behaviour at Country Level – Synthesis Report [The World Bank, UNFPA, and EC]	<a href="http://www.mopanonline.org/assessments/ecunfpawb2008/WB_UNFPA_EC-2008-Synthesis%20report-eng.pdf">http://www.mopanonline.org/assessments/ecunfpawb2008/WB_UNFPA_EC-2008-Synthesis%20report-eng.pdf</a>
The MOPAN Survey 2005 – Perceptions of Multilateral Partnerships at Country Level – Synthesis Report [The World Bank, UNFPA, and UNAIDS]	<a href="http://www.mopanonline.org/assessments/unaidsunfpawb2005/UNAIDS_UNFPA_WB-Synthesis%20report-eng.pdf">http://www.mopanonline.org/assessments/unaidsunfpawb2005/UNAIDS_UNFPA_WB-Synthesis%20report-eng.pdf</a>
MOPAN: Report from the 2003 Pilot Exercise, Final Report December 2003 – Synthesis Report [UNICEF/WHO/WB/ADB/PAHO]	<a href="http://www.mopanonline.org/assessments/unicefhowb2003/UNICEF_WHO_WORLD%20Bank-2003-Report-eng.pdf">http://www.mopanonline.org/assessments/unicefhowb2003/UNICEF_WHO_WORLD%20Bank-2003-Report-eng.pdf</a>

Source: World Bank, 2020a; World Bank, 2021a; World Bank 2022a

TABLE 7. PREVIOUSLY IDENTIFIED STRENGTHS AND AREAS OF IMPROVEMENT

2012 MOPAN Assessment	2015-16 MOPAN Assessment
<b>Strengths</b>	
<ul style="list-style-type: none"> <li>● Contributes to country-level objectives and national Millennium Development goals. Future improvements to country reporting tools are seen to contribute better evidence of these contributions.</li> <li>● Uses national indicators or benchmarks for conditionality, use of country systems, avoidance of parallel implementation structures, and input to policy dialogue.</li> <li>● Has strong policies and processes for ensuring financial accountability and a strong performance assessment system for staff. Additionally, it is adept at setting targets to monitor project implementation.</li> <li>● Particularly strong with regards to the active promotion of organisation-wide achievement of development and management results. The Bank is further considered a leader on results and transparency.</li> <li>● Noted for the quality and independence of its evaluations through IEG and considered strong in the dissemination of lessons learned from performance information.</li> </ul>	<ul style="list-style-type: none"> <li>● Unparalleled global reach and financial resources. As one of the world's most influential international development bodies, it is often developing countries' development partner of choice; its flagship knowledge products often drive global and national agendas.</li> <li>● Strong country-level engagement, and a demand-driven model strengthened by new tools that improve country analysis and intervention targeting.</li> <li>● Ability to anticipate and adjust to a changing global environment. Resulting from deep analytical capability, this enables the Bank to deploy financial resources and institutional expertise to maximum effect.</li> <li>● Robust oversight, accountability and due diligence structures ensure high levels of financial integrity; strong compliance with social and environmental safeguards; strong risk, governance and internal controls; and the ability to measure its contribution to development results.</li> </ul>
<b>Areas for Improvement</b>	
<ul style="list-style-type: none"> <li>● Corporate results framework could better explain the results chain.</li> <li>● Inadequate at linking expenditures and disbursements to reported results. Additionally, the Bank could improve its management of staff performance, especially through improvements to the staff compensation system.</li> <li>● Surveys suggested the Bank needed to improve its harmonisation with other donors, noted the rigidity of its procedures, and cited the Bank's bureaucratic processes as a reason for implementation delay.</li> <li>● There is room to improve corporate reports so they present a clear picture of how the Bank's country level efforts contribute to organisation-wide outcomes.</li> </ul>	<ul style="list-style-type: none"> <li>● Further strengthening results and performance reporting remains essential. Monitoring and evaluation (M&amp;E) frameworks at the project and country level continue to need strengthening. There is also a need to strengthen reporting on results in gender and climate change, and hence improve accountability for these global issues.</li> <li>● Firming up the framework for working in partnerships, so that partnerships align with the Bank's country programmes and contribute to the twin goals.</li> <li>● Speed of implementation could be improved.</li> <li>● Further developing its strategic and operational approach so it is more effective in complex situations characterised by fragility, conflict and violence (FCV).</li> <li>● Improving knowledge management to ensure the Bank delivers an appropriate balance between investing in knowledge generation and financing development outcomes; including the need to continue investing in the creation of a learning culture within the organisation.</li> </ul>

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# OVERVIEW OF KEY FINDINGS



## CONTEXT

### **The World Bank at a critical moment for sustainable development**

**The World Bank currently finds itself at an important juncture amidst an increasingly challenging development context.** In the aftermath of the COVID-19 pandemic and the Russian invasion of Ukraine, growth has declined, poverty reduction and other hard-won development gains have been reversed and inequality has risen both among and within countries (World Bank Group, 2022k). The world's poor are increasingly concentrated in fragile states that are not well equipped to address mounting development challenges (World Bank Group, 2022a). The impacts of climate change are hitting the world's poor the hardest, resulting in food insecurity, declining biodiversity and shrinking renewable water resources. Countries are also facing increased loss and vulnerability due to climate-driven natural disasters.

**Transboundary challenges such as COVID-19 and climate change have tested the World Bank's country-driven business model.** The effects of these overlapping crises have disproportionately impacted the poor. Rising sovereign debt among low-income countries (LICs) hinder their ability to address these challenges and contribute to the delivery of global public goods. Middle-income countries (MICs) are also increasingly strained, with limited fiscal space to address rising numbers of migrants and promote climate change mitigation and adaptation (World Bank Group 2022a; World Bank Group 2022k). Yet, the contribution of all countries in addressing these challenges remain critical.

**The Bank's financial framework is under increasing pressure as it seeks to serve all clients and address these growing demands.** The Bank has provided unprecedented support to member countries since 2020, including USD 70.8 billion in commitments in 2022 alone (IDA, 2022; IBRD, 2022). However, the 2018 Capital Package was not designed to address multiple crises over such a short timeframe (World Bank Group 2022k). IDA20 was advanced forward by one year and front-loaded to meet mounting emergency needs; however, lending for FY24 and 25 is projected to decline by USD 10 billion compared to FY23 while countries continue to struggle and global needs are at their apex (World Bank Group 2022k). IBRD's non-concessional financing model is designed to ensure sustainability over the medium-term, yet MICs increasingly require access to concessional funds to enable them to address regional and global challenges that impact them. It is essential that means of providing this enhanced concessionalality to MICs do not come at the expense of LICs facing increased need.

**In addressing these challenges, the World Bank will need to build on its positioning as a solutions bank and global convener as well as its ability to work across the public and private sectors.** There is an increased need for best-in class evidence to support regional and national policy coherence in addressing global public goods and "bads." Resource constraints will necessitate that scaled-up partnerships witnessed during the pandemic continue, breaking down barriers to co-ordination between development partners and yielding synergies through co-financing and respective comparative advantage. The Bank will also need to work more closely with IFC and MIGA as "One Bank Group" to enhance mobilisation of finance from the private sector and create an enabling environment for investment.

**This MOPAN assessment reflects how the Bank has evolved over the last six years and how it has positioned itself to address these challenges in line with its comparative advantage.** Furthermore, it reflects on the Bank's unique positioning among international financial institutions (IFIs), including its global reach, broad operational expertise, global convening power, financial strength, and ability to provide development "solutions" that yield synergies between the public and private sectors. In identifying drivers of performance as well as existing gaps and challenges, the assessment identifies opportunities for the Bank to strengthen its approach in support of its forward-looking evolution. The sections below detail key findings of the assessment, note implications for challenges the Bank faces in responding to the current context and identify the Bank's opportunities to adapt moving forward.

The main strengths and areas for improvement emerging from this assessment are summarised in Box 4.

#### Box 4. Main strengths and areas for attention in the MOPAN 2021 assessment

##### Main strengths

- Unparalleled strength of the Bank's financial framework, including the Hybrid Financial Model for IDA, the new IBRD Financial Framework and Trust Fund reform. Changes made over the assessment framework have further expanded resources for concessional lending, promoted sustainable lending over the medium-term and reinforced value for shareholders.
- A well-established Country Engagement Model (CEM) promotes the upstream integration of evidence and global themes and downstream adaptation to changing needs and contexts. Corporate measures such as the gender tag and climate co-benefits have promoted extensive integration of global themes into operations downstream.
- Strong safeguards and internal control systems for fraud and corruption, procurement, and environmental and social safeguards, including prevention of and response to Sexual Exploitation and Abuse (SEA) and Sexual Harassment (SH). Safeguards are fully integrated throughout the CEM. Increasingly, internal control functions are adopting a proactive approach focused on prevention and outreach.
- Strong performance of operations in contributing to development outcomes. Performance of World Bank operations has improved since the previous assessment period with 85% of operations validated as moderately satisfactory or higher for contribution to project development outcomes.

##### Areas for attention

- The “Cascade” process is not being implemented systematically to build upon the World Bank Group comparative advantage in mobilising finance for development. The role of the Bank is facilitating private investment could be better defined and measured.
- The Bank is an active convener globally, regionally and at country level. While the Bank has recently established processes to enhance the selectivity of its global partnerships, there remains no framework to guide and demonstrate the contribution of these partnerships to development results. Other partnerships at the regional and country level are implemented in a decentralised way that is not institutionalised.
- The Bank's regional operations are key to addressing transboundary development challenges and promote regional public goods. There is a need to better demonstrate regional outcomes, streamline instruments for regional operations and enhance incentives for MICs.
- The Bank often does not demonstrate the contribution of its Advisory Services and Analytics (ASA) to the achievement of development outcomes. There is also room to promote more systematic uptake of these resources for operational learning.
- There are opportunities for the Bank to better demonstrate the outcomes of its support in addressing global challenges such as climate change. In addressing this challenge, the Bank may consider strengthening measuring its contribution to global goods at the country and regional level, including through increased evidence from evaluation. This would complement the many positive steps the Bank has taken in addressing global challenges.

## FINDINGS OF THE ASSESSMENT

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### **Delivering on the twin goals and evolving to respond to future needs and demands**

**Building upon the continued relevance of the “twin goals,” the Bank has undergone an evolution over the assessment period to better respond to the needs of borrowing countries.** Adjustments made to the operating model in 2019 reversed some changes that were introduced following the release of the World Bank Group Strategy in 2014 (IEG, 2022a). Regional teams are again driving the implementation of operations. This change was accompanied by a drive to expand the Bank’s global footprint, moving more staff and key functions to the field to enhance responsiveness to borrowing countries and further strengthen the Bank’s CEM (IEG, 2022a).

**Changes to the Bank’s financial model have sought to build upon the Bank’s existing financial strength and enhance value for shareholders.** A hybrid financial model for IDA, operationalised in 2018, sought to expand the availability of concessional resources by augmenting shareholder contributions with the introduction of market debt (World Bank Group 2023d). IBRD’s new Financial Sustainability Framework (FSF) has supported sustainable annual lending over the medium-term while enhancing flexibility to respond to shocks and emergencies (Standards and Poors, 2023a and 2023b). The Bank’s bond issuances increasingly contribute to scaling-up finance to deliver on the Sustainable Development Agenda (World Bank Group, 2021c).

**The Bank’s ongoing trust fund reform has further built upon the Bank’s comparative advantage to support partnership with donors around shared priorities.** The introduction of Umbrella Programmes has improved the overall flexibility and strategic alignment of trust funds while reducing fragmentation and transactions costs (World Bank Group, 2021c). Trust Fund reform is increasingly providing value for shareholders through a streamlined governance and cost recovery structure, alongside ongoing efforts to scale up donor resources through capital markets. New tools such as the Strategic External Funds Framework (SEFF) are supporting increased alignment between fundraising activities and country needs and priorities (World Bank Group, 2022a).

**Emphasis has been placed on scaling-up evidence for mainstreaming of global issues into programmes and corporate results frameworks.** New strategies have focused on enhancing upstream evidence to inform the dialogue with countries and the design of Country Partnership Framework (CPFs) through strengthened analytical products such as the Country Climate and Development Report (CCDR) (IDA2021a). Corporate indicators such as the “gender tag” and “climate co-benefits” have made a strong contribution to mainstreaming global issues into the World Bank’s operations in line with member priorities (World Bank Group, 2016; World Bank Group, 2021b). These indicators, reflected in the Bank’s corporate scorecard, set a rigorous standard and have been effective in driving incentives for staff.

**There are opportunities to enhance the alignment of the Bank’s business model and operations to the Sustainable Development Goals (SDGs) and the delivery of global and regional public goods.** The bank is delivering on its comparative advantage in mobilising finance for the Sustainable Development Agenda through domestic resource mobilisation and mobilisation of private finance through bond issuances (World Bank, 2021c). However, it has faced challenges in demonstrating the contribution of its CPFs and operations to the SDGs. This challenge is also reflected in the Bank’s Corporate Scorecard which, although aligned to the SDGs, primarily reports on the input and output level across diverse country-level operations and development objectives. To address this challenge, the Bank has recently sought to improve the “outcome orientation” of its CPFs, targeting contributions to longer-term High-Level Objectives (World Bank, 2022d). This change is accompanied by proposals to further strengthen the Bank’s measurement of sustainable development results across CPF periods.

### **The Bank delivers its operations through transparent and accountable systems geared to strategic priorities and future needs**

**The Bank’s “W-process,” complemented by strategic staffing, provides an inclusive and flexible process for aligning resources and staff skills to forward-looking needs, priorities, and policy commitments.** While the relationship between budget allocation and results is not linear, budget anchors implemented as part of the ongoing efficiency agenda promote productivity and help ensure an appropriate balance between operations and administrative expenditure (World Bank Group, 2022c). The W-process and strategic staffing exercises have supported the Bank’s efforts to adjust its operating model and serve all clients. Operationalisation of this vision is supported by an Accountability and Decision-making Matrix (ADM) that promotes input and contestability among different areas of the Bank in designing operations (World Bank Group 2016a). These tools have promoted enhanced responsiveness to the needs of clients, including by delegating key operational decisions to Country Directors (e.g., World Bank Group, 2017; 2021a).

**The Bank’s internal control functions are increasingly adopting a more proactive, upstream approach.** This builds upon existing compliance with international good practice with respect to independence, reporting procedures, transparency and protection of whistle-blowers. The Group Internal Audit unit has ramped up its implementation of “advisory” and “foresight” activities aiming to provide greater upstream support for policy development and decision-making (World Bank Group, 2021d). Similarly, the Bank’s integrity function has strengthened its data science capacity to extract and share valuable insights that can inform the management of risk during operations design and implementation, further preventing instances of fraud and corruption before they occur. The Ethics and Business Conduct (EBC) Vice Presidency has scaled up outreach to different business units and country offices, providing scenario-based training to raise awareness and promote staff confidence in reporting systems (World Bank Group, 2022c).

**Particular progress has been made on addressing SEA and SH through a survivor-centred approach.** In implementing the recommendations of the Taskforce on Gender Based Violence, the Bank has fully integrated SEA prevention and response into its Environmental and Social Framework (ESF), including screening tools, monitoring, grievance mechanisms, mandatory staff training and strengthening of borrower capacity (World Bank, 2020). Additionally, SEA has been integrated into procurement documents and a Vendor Code of Conduct, including contractor training and processes for disqualification (World Bank, 2021b). Through EBC’s Action Plan on Preventing and Addressing Sexual Harassment, the Bank has identified an Anti-Harassment Co-ordinator, supported by Respectful Workplace Advisors to provide enhanced support to staff in reporting and addressing cases of harassment (World Bank Group, 2022c).

**Emphasis has increasingly been placed on promoting a positive organisational culture.** Clear corporate targets for diversity and inclusion have been complemented by tangible initiatives to address instances of racism, harassment and abuse of power, including the creation of specialised taskforces empowered to identify recommendations and monitor their uptake. These are complemented by a proactive approach on the part of the Ethics and Business Conduct Office to raise the awareness and confidence of staff in internal accountability and reporting mechanisms (World Bank Group, 2022c). Furthermore, the annual staff survey is used to take stock of critical organisational issues, feeding into the Corporate Scorecard.

### **There are opportunities for the Bank to better position its partnerships to scale up delivery of global and regional public goods**

**The Bank’s Country Engagement Model (CEM) is the key means through which the Bank responds to country priorities through an evidence-based, adaptive approach.** Over the course of the assessment period, the Bank has scaled-up its analytical work and core diagnostic products feeding into the development of CPFs, including through new products such as the CCDR (World Bank Group, 2021a). These reports are instrumental in establishing evidence-based inputs for dialogue with borrower countries, enabling the Bank to tailor their support and respond to country

development priorities in a selective way. They are also critical for integrating global and regional public goods such as gender and climate into the CPF and supporting critical policy dialogue around these issues (World Bank Group 2021d).

**The CEM provides a platform for the integrated and adaptive management of risk and the promotion of development effectiveness.** The Bank's Systematic Operations Risk-Rating Tool (SORT) facilitates ongoing identification and response to risk throughout the design and implementation of CPFs and operations, including political risks and risks to sustainability (World Bank Group, 2014c). The Bank is recognised for its Environmental and Social Framework, providing ongoing monitoring and managing of safeguards throughout operations, including the use of country systems where possible. Implementation capacity is assessed during the design of CPFs and operations to identify opportunities to use country systems in implementation and identify any necessary implementation support (World Bank, 2020). Expansion of the Bank's global footprint has enabled the provision of hands-on support for procurement and financial management (IEG, 2022b; World Bank Group, 2022e).

**There are opportunities to leverage the CEM to promote more continuous co-ordination with development partners and civil society.** Regular monitoring, reviews and restructuring mechanisms promote ongoing engagement and consultation with borrowing countries to ensure the continued relevance of operations and adapt to changing circumstances (World Bank Group, 2021a). The Bank places emphasis on its responsiveness to borrower countries, including through its Corporate Scorecard targets and its Country Opinion Survey. Whereas citizen engagement and co-ordination with other development partners helps inform the development of Systematic Country Diagnostics (SCDs) and CPFs, engagement of these partners throughout implementation is less systematic. Working strategically with other development partners beyond the context of the CEM will be important for promoting coherence in delivering on the Sustainable Development Agenda.

**Collaboration with IFC and MIGA in working as "One Bank Group" to mobilise finance for development is not yet systematic.** Although joint World Bank Group CPFs are identifying potential synergies across the work of WBG entities upstream, the "Cascade Approach" for facilitating greater collaboration in the context of operations remains opportunistic and personality driven. Joint CPFs, as they currently stand, may not fully support the "One Bank Group" approach as IFC continues to produce its own country strategies. Challenges arise from conflicting processes and incentives across organisations. There is scope to better define and operationalise how the World Bank's Private Capital Enabling (PCE) activities contribute to Private Capital Mobilisation. This is an important challenge for the Bank in delivering on its comparative advantage to mobilise finance for development.

**There are opportunities to enhance the role of regional strategies and operations in delivering on regional and global public goods.** Regional operations and approaches are increasingly moving beyond infrastructure to address other transboundary challenges such as water access, food security and pandemic preparedness. Recent efforts to enhance the IDA Regional Window have created new opportunities to work in partnership with regional organisations to address regional public goods and "bads," contributing to development effectiveness (IDA, 2022b). However, there remain few incentives for MICs to engage in regional operations to address transboundary challenges that increasingly poses challenges for them. Furthermore, the country-driven nature of the Bank's business model and instruments creates challenges for implementing regional operations efficiently and demonstrating their contribution to regional co-operation and RPGs.

**Despite the Bank's role as a global convener, there are opportunities to enhance the selectivity of the Bank's global partnership activities and better position them to contribute to the Sustainable Development Agenda.** The Bank engages in a wide range of global initiatives, including around sharing knowledge and evidence, promoting harmonisation and coherence, and promoting advocacy around normative commitments (IEG, 2020). There have been recent efforts to centralise decision-making around some global and regional partnerships; however, other partnership activities remain decentralised and pursued on an opportunistic basis across different business units.



There are opportunities to better demonstrate the contribution of partnerships to knowledge sharing, policy and operational coherence, removing barriers for co-ordination and promoting synergies in the delivery of global public goods, building upon lessons learned from fragile states and the COVID-19 response.

**Whereas knowledge is a key aspect of the Bank’s work as a solutions bank, the Bank lacks a systematic means of identifying how its knowledge work contributes to better development results.** The Bank is a recognised leader in the range and quantity of the knowledge work it produces. The recent introduction of regional advisory services and analytics (ASA) is an important step in supporting regional policy coherence. However, the Bank’s Strategic Framework for Knowledge in 2021 provides no timebound, actionable plan for increasing their relevance, quality and contribution to operational decision-making (World Bank Group, 2021e). Results measurement for knowledge products is largely output-driven and often does not capture the contribution of these products to policy reform or to the achievement of country or regional-level development outcomes. This is an important challenge given the role of the Bank’s knowledge work for building upon its the country-driven model to address global and transboundary issues.

#### **Positioning results systems to demonstrate the Bank’s contribution to development results and global public goods**

**Results-based Management is integrated into the CEM and the lifecycle of operations, yielding improvements in the quality of Monitoring and Evaluation (M&E) over time.** All CPFs and operations include results frameworks, primarily implemented through country systems, which are monitored throughout implementation and followed-up through a mandatory self-evaluation at closure (World Bank Group, 2021a). Co-ordination with borrower countries in the design and implementation of M&E systems and upstream support for statistical reforms have been key drivers of quality. Implementation Completion Reports (ICRs) and Completion and Learning Reviews (CLRs) implemented at closure identify lessons for uptake in subsequent CPFs and operations; however, there are no concrete mechanisms to measure and track the uptake of lessons in operations.

**The Bank implements a range of instruments to assist results-based decision-making across the operations cycle to support alignment, implementation and results.** Performance and Learning Reviews (PLRs) for CPFs, Mid-Term Reviews for operations, and regular Country Portfolio Performance Reviews (CPPR) provide touchpoints for reflecting on operational results and implementation challenges to ensure continued relevance and improve performance (World Bank Group, 2021a). Over time, the Bank has made it easier for Country Management Units (CMUs) to restructure operations to address implementation challenges and ensure continued alignment to changing needs and contexts. The Bank actively monitors implementation and disbursement progress to flag “problem projects,” with incentives created to address implementation challenges through restructuring, closure or cancellation through its “proactivity index” (World Bank Group, 2022b).

**The Bank’s self-evaluation system is complemented by a strong independent evaluation function that has increasingly balanced accountability with attention to dissemination and learning.** The introduction of a methods advisory function further supports the quality of the work of the Independent Evaluation Group (IEG), which is broadly regarded as having a clear rationale, scope, questions, methods, findings and limitations (IEG, 2021b). There has been a notable increase in emphasis on dissemination of learning through different means, including webinars, blogs and events. IEG has been subject to periodic external reviews and has conducted meta-evaluations to identify opportunities to reinforce the delivery on its mandate (IEG 2023b; IEG, 2021b). A recent reform of the Management Action Record (MAR) to track the uptake of recommendations has yielded more collaborative interaction between IEG and management in identifying the extent of progress achieved against outcome-driven recommendations; however, it has also created some challenges for following up on the implementation of specific actions (World Bank Group, 2022d).

**The Bank’s achievement of development objectives and implementation timeliness have improved over the assessment period.** The proportion of operations validated by IEG as moderately satisfactory or above (MS+) for the

achievement of development objectives has exceeded corporate targets, improving from 80% to 85% of operations and from 63% to 70% of CPFs (IEG, 2023). This improvement is corroborated by feedback from stakeholders in borrowing countries. The positive trajectory of the Bank's disbursement ratio over the period and the ratio of the administrative budget to the portfolio under supervision suggests improved efficiency of the Bank's operations over the assessment period (World Bank Group, 2022b, World Bank, 2022f). Furthermore, time between project approval and first disbursement has improved, largely due to enhanced project readiness at approval.

**However, the Bank faces challenges in demonstrating its contribution to addressing global challenges such as gender equality and climate change.** The Climate Change Action Plan, Gender Strategy and the Bank's Corporate Scorecard reflect alignment of operations to key policy commitments through indicators such as the "gender tag" and climate co-benefits. While this approach is useful and demonstrates the steadily increasing scale of the Bank's support, the end-goal should be reporting on outcomes, even if attribution is difficult. Given the strong performance of Bank projects in general, these outcomes are likely being achieved. However, the Bank's ICRs and CLRs rate the achievement of project development outcomes but are not designed to separately identify results linked to global challenges. In reporting on results at a synthesis level, IEG's composite indicator of performance brings together effectiveness, efficiency, and sustainability. While this approach provides a mechanism to synthesise the Bank's performance across a diverse range of operations and contexts, it makes it more difficult to report on the achievement of specific types of outcomes at a global level.

**The Bank faces a similar challenge in demonstrating the sustainability of its operations.** ICRs do not directly report on the likely sustainability of project development outcomes. Furthermore, IEG's composite indicator does not speak separately to the sustainability of operations. Independent evaluation plays an important role in providing evidence of the sustainability of operations ex-post. However, IEG has traditionally focused on 100% validation of ICRs and CLRs alongside a smaller number of Project, Country Programme, thematic and high-level evaluations (IEG, 2022b). This smaller number of high-level evaluations is meant to promote depth, quality and learning. Given the global scope of the Bank's operations, it is likely infeasible to ensure coverage of the full range of the Bank's operations through such reports. One of the pathways proposed to strengthen the Bank's outcome orientation is to strengthen self-evaluation, including through contribution analysis (World Bank, 2022d). Enhanced self-evaluation, conducted in line with clear standards for quality provide a potential means of addressing this challenge.

## THE WORLD BANK'S FUTURE TRAJECTORY

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**The World Bank is set to undergo an important strategic and operational transformation to respond to a changing development landscape.** These changes include a likely change in the bank's business model balance its country-driven approach with support for global and regional public goods. At the time of writing (April 2023), upcoming changes in the Bank's leadership, including the election of a new World Bank President, are signalling the continued and increasing importance of working as "One Bank Group" to facilitate the mobilisation of private finance for development. Additionally, the Bank will likely seek to adapt its financial model and instruments to scale up concessional resources for IDA countries while also enhancing access to concessional resources to IBRD countries to address transboundary development issues.

**As it undertakes this evolution, the World Bank's partnerships and knowledge will play a key role.** The complexity of development challenges and the scale of ongoing needs will require the World Bank to work in strategic partnerships with other organisations to generate synergies for delivering on the Sustainable Development Agenda. Strengthened regional strategies and operations could play an important role in this regard. The World Bank's knowledge is positioned to make a key contribution to addressing key issues such as climate change, debt sustainability and climate preparedness with respect to informing policy coherence and reform.

**As the Bank moves forward in this evolution, the following opportunities could be considered:**

- *Identify a selective and strategic approach to working as “One Bank Group” to mobilise private finance and capitalise on the WBG comparative advantage. Clarify the role of the Bank in creating an enabling environment for private capital mobilisation.*
- *Capitalise on the strength of the country-driven model and consider ways to complement it with support for global public goods (and “bads”), including positioning the WBG’s preparedness for future regional and global crises.*
- *Strengthen the positioning of regional strategies to demonstrate contribution to delivering regional public goods and addressing transboundary issues, including consistent monitoring of regional externalities.*
- *Streamline instruments for regional operations and strengthen financial incentives for MICs.*
- *Enhance the measurement of results for ASA with respect to contribution to CPF outcomes and uptake for policy reform and coherence. Promote/monitor systematic uptake of lessons in future interventions. Consider enhancing indicators for results and uptake of ASA in the next corporate scorecard.*
- *Strengthen the role of Global Practices (GPs) in the monitoring of results on cross-cutting themes and global issues with a view toward more systematic reporting on contributions to outcomes. Consider including outcome-level indicators for global issues such as gender and climate change in the next corporate scorecard.*
- *In line with Trust Funds reform, strengthen the Bank’s framework for partnerships to guide selectivity and results. Consider framing these results around partnership outcomes supporting the delivery of global public goods, including sharing knowledge and evidence, promoting policy and operational coherence, removing barriers to co-ordination, and promoting accountability.*
- *Enhance the use of decentralised outcome and impact evaluation across countries and regions, scaling-up the availability of evidence to demonstrate the sustainability of results for the Bank’s operations as well as their contribution to results for global issues.*

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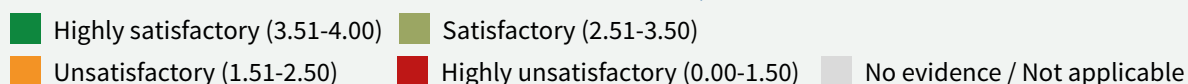
# DETAILED LOOK AT FINDINGS



This chapter provides a more detailed assessment of the World Bank’s performance across the five performance areas – strategic management, operational management, relationship management, and performance management and results – and the Key Performance Indicators (KPIs) that relate to each area, accompanied by their score and rating. It illustrates findings and highlights feedback from stakeholders (e.g., from the survey).

The MOPAN performance scoring and rating scales are listed below.

**FIGURE 7. MOPAN 3.1 PERFORMANCE SCORING AND RATING SCALE, METHODOLOGY 3.1**

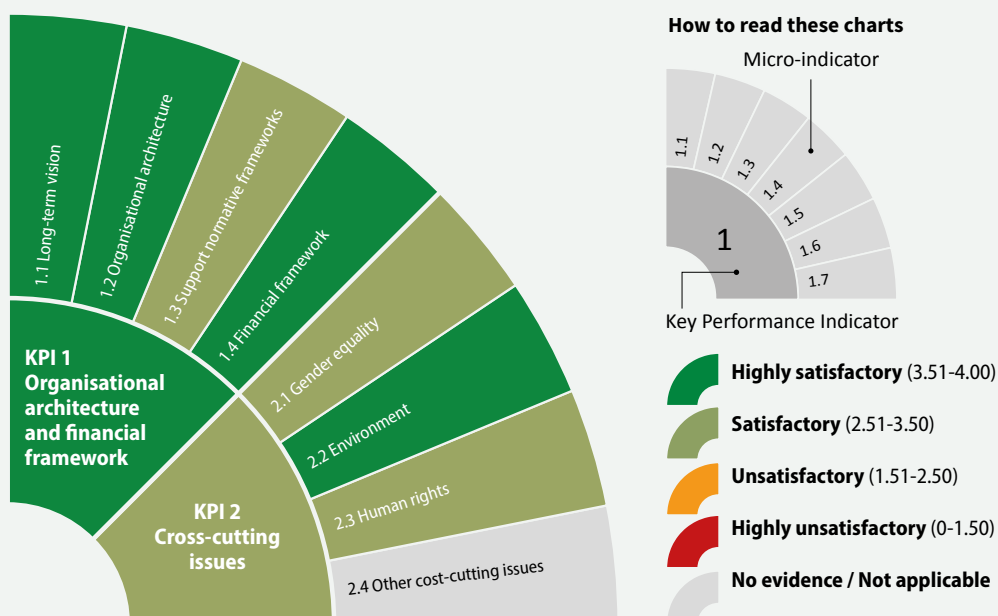


Assessment key findings draw on information from the three evidence sources (document reviews, interviews and a partner survey – see Chapter 4 for more information).

Further analysis per micro-indicator and detailed scoring, as well as the full survey results, can be found separately in Part II: Technical and Statistical Annex of the MOPAN assessment of the World Bank.

### STRATEGIC MANAGEMENT

The **strategic management** performance area explores whether there is a clear strategic direction in place that is geared to key functions, intended results and the integration of relevant global priorities. This area is assessed through the two key performance indicators specified below:





## KEY FINDINGS

- The World Bank Group’s long-term strategic vision is reflected in the 2013 World Bank Group Strategy and the 2016 “Forward Look: A Vision for the World Bank Group in 2030”. These documents, which define the Bank’s forward-looking strategic agenda toward 2030, establish its comparative advantage and position it to achieve its twin goals of ending extreme poverty and promoting shared prosperity. This vision is achieved through its operational model, which details its geographic and sectoral expertise and wide range of instruments and services. The organisational structure reflects a matrix management system whereby seven regional groupings interact with five thematic Vice Presidency Units (VPUs) reflecting 23 global practice groups. The World Bank’s country-driven model is operationalised through Country Partnership Framework (CPFs), which are prepared with borrowing countries at five-to-seven-year intervals and are informed by several analytical products.
- The operating model was reviewed and modified during the assessment period based on evidence from independent evaluations and client feedback. Although changes introduced in 2014 were intended to promote co-operation across the organisation, they had unintended consequences in terms of centralising decision making and creating barriers for collaboration. Further changes were introduced to reinforce the Bank’s focus on “serving all clients.” through enhanced decentralisation of decision-making and field presence. However, there remain important challenges for promoting collaboration across the World Bank matrix. Incentives across the WBG remain focused on approvals rather than collective results.
- The World Bank’s organisational structure, corporate scorecard and annual reporting is aligned to the Sustainable Development Goals (SDGs) but not framed around them. The Bank plays an important role in mobilising finance for the SDGs through bond issuances, support for domestic resource mobilisation and private capital mobilisation; however, there are opportunities to enhance reporting on its contribution to the SDGs at the outcome level.
- The Bank has continued to strengthen its focus on key global issues, including gender equality, environment and climate change, and fragility, conflict, and violence (FCV). The World Bank has a gender policy and strategy that is fully incorporated into WBG commitments. A “gender-tag” identifies projects that identify and respond to gender gaps throughout its results chain. While there is considerable progress in achieving alignment, the gender tagging process takes considerable investment in staff time. Similarly, climate change has been consistently reflected in the Bank’s core policy commitments with clear targets for climate co-benefits integrated into the WBG corporate results. The Bank introduced the Country Climate and Development Report (CCDRs) to inform the design of CPFs and identify opportunities for climate lending upstream. Finally, the World Bank also continues to scale-up its focus on FCV. It revised its FCV policy and strategy in 2020 brings sharper focus on the drivers of fragility. The World Bank mainstreams fragility through upstream knowledge work such as RRAs the use of peace and fragility “lenses”. The Independent Evaluation Group (IEG) concluded that projects approved between 2015-2020 were 50% more likely to address fragility issues.

### KPI 1: Organisational architecture and financial framework enable mandate implementation and achievement of expected results

Highly satisfactory

3.59

#### Vision

**The World Bank (IDA/IBRD)’s long-term strategic vision is reflected in the World Bank Group Strategy (2013) and Forward Look (2016).** The 2013 World Bank Group Strategy positions the Bank’s over-arching objectives in the

context of its twin organisational goals to: (i) End extreme poverty, reducing the percentage of people living on less than USD1.90 a day to 3% by 2030; and (ii) Promote shared prosperity, fostering income growth of the bottom 40% of the population in every country (World Bank Group, 2013b). Furthermore, it articulates the Bank's comparative advantage and areas of strength on the basis of diagnostic work, client surveys and other external assessments. Overall, the strategy envisions a global "solutions bank", offering world-class knowledge services and customised development solutions grounded in knowledge and evidence, financing solutions and ability to convene a wide range of partners.

**The Strategy was further supplemented in 2016 by Forward Look, which identifies, inter-alia, how the WBG will support delivery of the 2030 Agenda.** It identifies a vision for how the WBG supports external commitments such as the Sustainable Development Agenda while staying focused on the "twin goals." Forward Look recognises the WBG's engagement on delivering global public goods over previous decades and emphasises its central role in scaling up finance for development to support the delivery of the SDGs, particularly in the area of climate finance (World Bank Group, 2016a).

**The Bank identifies a clear comparative advantage.** The Strategy and Forward Look identify the Bank's comparative advantage as stemming from: (i) its global presence, convening power and longstanding engagement with borrower countries; (ii) broad operational knowledge and expertise; (iii) track-record of responding to crises and building resilience; (iv) strong reputation for integrity and safeguards; and (v) financial strength and ability to provide innovative financial products to its clients. Over the course of the assessment period, shareholders and other stakeholders have generally reflected a clear and consistent understanding of the Bank's comparative advantage over time.

**Periodic touchpoints with shareholders have provided opportunities to reflect on the Bank's comparative advantage and strategic vision as the multilateral context evolves.** The 2013 Strategy and Forward Look provide a long-term vision for the Bank's strategic objectives up to 2030. However, shareholder touchpoints in the context of the IDA18, IDA19 and IDA20 replenishments, the 2018 IBRD Capital Increase and the Spring and Annual Meetings all provide a means to review how the strategic vision is operationalised. In these contexts, shareholder priorities are reflected in policy commitments linked to the IDA replenishments and capital increases. Whereas IDA replenishments generally occur every three years, capital increases occur on an as-needed basis.

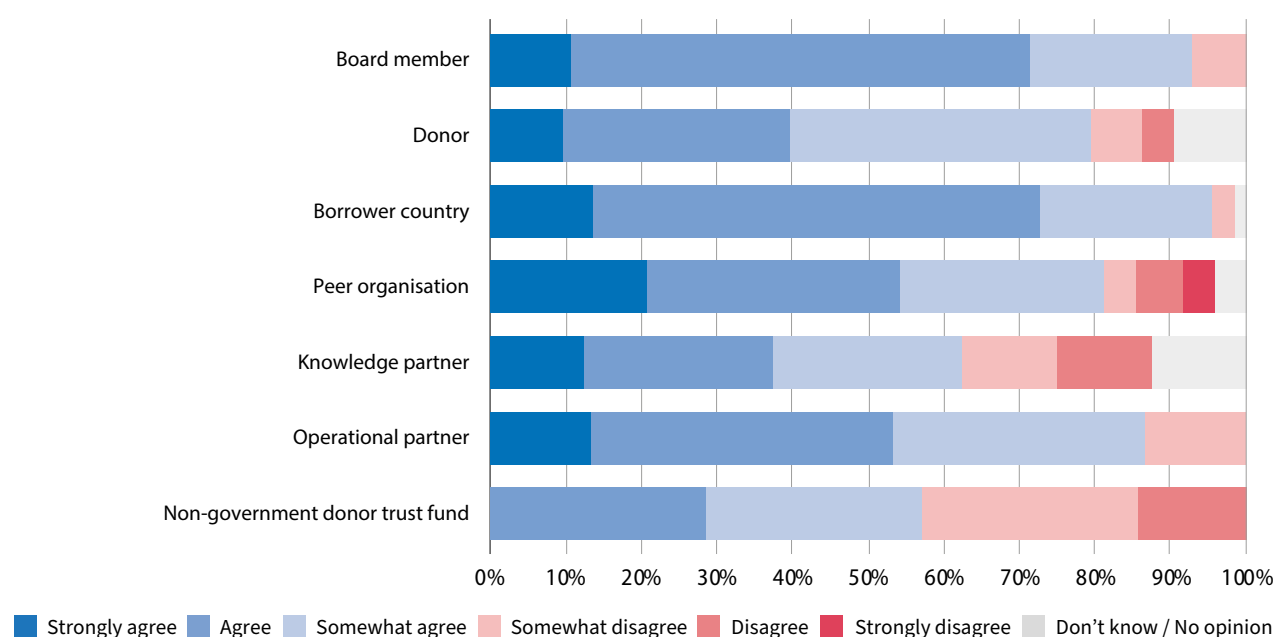
### Operational arrangements

**The Bank's operational arrangements balance its global presence, and expertise across sectors and themes.** The Bank was restructured in 2014 to reflect the 2013 Strategy. Following some modifications made over time, the Bank is now organised into: (i) Seven regional VPUs; (ii) 23 Practice Groups representing sectors and global issues such as climate, which report to five VPUs; and (iii) several global corporate support units. A matrix management structure governs interactions among these structures to promote diversity of perspectives, operations quality and risk management. Stakeholder interviews confirmed that staff across regions and global practices interact continuously to inform pipeline development, develop and manage operations and promote learning and knowledge flow.

Respondents to MOPAN's partner survey confirm that most stakeholders, particularly Board representatives (over 90% favourable), Borrower Countries (over 90% favourable), and Operational Partners (approximately 85% favourable), find that the Bank organises and runs itself in a way that fully supports its vision (Figure 7).

**The operational arrangements have been reviewed over time to promote collaboration and knowledge flow and enhance service delivery to borrower countries.** The reorganisation of the Bank in 2014 shifted operational budgets to the GP units with the objective of reducing siloes and obstacles for knowledge flow across regions, supporting the Bank's long-term vision as a global "solutions bank." However, a 2019 IEG report demonstrated that these changes held unintended consequences, contributing to siloes across GPs and a centralisation of decision-making at Headquarters (IEG, 2019c). Furthermore, feedback from borrower countries indicated a decline in the perceived responsiveness of the Bank. In 2019, the Bank shifted control of operational budgets back to regional VPUs

FIGURE 8. THE WORLD BANK ORGANISES AND RUNS ITSELF IN A WAY THAT FULLY SUPPORTS ITS VISION



Source: 2023 MOPAN Partner Survey supporting the IDA/IBRD Assessment

and increased emphasis on growing the Bank’s global footprint to “serve all clients.” There remain some ongoing concerns with respect to co-ordination across regional VPUs and GPs, with corporate incentive structures linked to approvals and leading operations rather than contributing to collective results.

**The Bank’s Country Engagement Model (CEM) identifies how the Bank engages with borrowing countries across different operational structures.** The main pillar of the Bank’s engagement is the Country Partnership Framework (CPF). This framework has been continually refined and is informed by several knowledge products, including the Systematic Country Diagnostic (SCD), the Performance Learning Review (PLR) and, more recently, the Country Climate and Development Report (CCDR). The Policy and Procedures Framework of the Bank, including the Operations Manual and the Accountability and Decision-Making (ADM) Framework, sets out how these different areas of the Bank interact when delivering services to borrower countries. Guidance includes: (i) The Bank Directive on Country Engagement; (ii) Policies, Guidelines and Directives for the Bank’s main instruments; and (iii) Policies, Guidelines, and Directives for Global issues, Safeguarding and Risk Management.

**There is scope to further align the World Bank’s country-driven business model to the Sustainable Development Agenda.** The Bank’s GPs and Cross-cutting Solutions Areas reflect the SDGs, and both the IDA Results Measurement System and the Bank’s Corporate Scorecard are strongly aligned. Through its operations, the Bank makes a notable contribution in mobilising finance for development through its bond issuances, guarantees and support to domestic resource mobilisation. However, a 2020 IEG report noted that fewer than half of CPFs at that time addressed the WBG’s contribution to the SDGs (IEG, 2020f). Recent efforts to improve the Bank’s outcome orientation for CPFs and revision of the Country Engagement Directive have tried to address this challenge by identifying “High Level Outcomes” linked to the SDGs that are tracked across CPF periods. Furthermore, there are opportunities for the Bank to provide more frequent and better reporting of its contribution to the SDGs at the corporate level.

### Financial framework

**The Financial Frameworks for IDA and IBRD have been further strengthened throughout the assessment period.** The World Bank’s financial strength and AAA credit rating is built upon a strong foundation of unparalleled support

from its shareholders through IDA replenishments. This foundation is complemented by earnings from credits and investments (Standard and Poors, 2023a and 2023b). In FY18, IDA introduced a new hybrid financing model that includes market debt, scaling up the overall funds available for concessional lending. IDA mobilises an extra USD 3-4 for every USD of shareholder contributions, contributing to a record IDA20 replenishment package of USD 93 billion (IDA, 2022a). IBRD finances its loans through its equity and borrowing on capital markets. The last IBRD capital replenishment package was approved in 2018 and supports implementation of Forward Look.

**IDA's financial framework has been further strengthened by strong prudential measures.** These include monitoring of Deployable Strategic Capital and the introduction of a revised Liquidity Policy (IDA, 2022c). A new Financial Sustainability Framework (FSF) for IBRD was introduced in FY20 that promotes sustainability of capital over the medium-term through an annually reviewed Sustainable Annual Lending Limit (SALL) and the introduction of a Crisis Buffer to enhance flexibility. The SALL and the Crisis Buffer are reviewed and approved annually by the Executive Board (IBRD, 2022).

**The World Bank's budget process (the W-process) operationalises strategic priorities into work programmes and staffing plans, striking a balance between strategic priorities and country-driven needs.** The WBG aligns its resources to strategic priorities through an annual strategic planning, budgeting and performance review exercise called the W-process. This process includes three top-down decision points and two bottom-up input phases. The first three points of the process speak to strategic planning while the final two contribute to budget formulation. Stakeholders note that this process forces some high-level principles on the planning and budgeting of activities, while providing a basis for decision-making around trade-offs, supported by clear timelines. The Board reviews and approves a rolling three-year budget trajectory for each fiscal year and for each World Bank institution.

**The budget framework ensures transparency, including detailed explanations of outflows, inflows, external funds and rationalisation of administrative expenses.** The World Bank reports on its budget through three main tools. First, the Board approves an annual budget, which is reported publicly (World Bank, 2022d). Second, the World Bank provides publicly available, externally audited annual financial statements for IDA and IBRD. Finally, the Board is provided with quarterly detailed budget reports which are not available publicly. A breakdown of the administrative budget is provided with respect to four buckets: (i) Operational Management (Country Engagement, Global Engagement, Programme and Practice Management); (ii) Institutional Governance Administration and Units; (iii) Grant-making Facilities; and (vi) Centrally Managed Accounts (e.g., HQ leasing, staff benefits). Since 2017, the World Bank has also used 12 indicators to track efficiency of resources at the aggregate level. These indicators are separated into three broad categories of Budget Sustainability, Strategic Alignment, and Budget Efficiency (World Bank, 2022d; World Bank, 2022p).

**The World Bank manages a range of trust funds that complement its lending activities.** These funds support the delivery of the Bank's strategic priorities for GPs and global themes, including advisory services and analytics (ASA). Trust funds provide a predictable, multi-year source of funds to complement the Bank's lending operations as well as a platform for knowledge-sharing and partnerships between donors, client countries and other stakeholders. These funds also position the Bank to engage in challenging circumstances where lending is not feasible, including situations of fragility and conflict, countries in arrears, non-World Bank members (e.g., West Bank and Gaza). Cash contributions into Trust Funds have increased over the assessment period from USD 2.79 billion in FY18 to USD 4.86 billion in FY22, with a total portfolio of approximately USD 40 billion (World Bank Group, 2022a). In 2007, Trust Funds were integrated into the Business Planning and Budget Process and allocation of Trust Fund fee income has been fully integrated into the World Bank's budget.

**Since 2019, the World Bank has launched a series of reforms to reduce fragmentation, strengthen efficiency and promote the strategic alignment of trust funds.** In FY19, 70% of the World Bank's 529 Trust Funds by number

accounted for just 7% of the total Trust Fund resources (World Bank 2022a). This fragmentation contributed to higher transaction costs and administrative burden for World Bank staff. To address this challenge, the World Bank shifted to the administration of Umbrella Programmes that bring trust funds together around strategic themes. Each Umbrella Programme has a single governance and administrative structure and results framework. This reform and adjustments to the cost recovery framework for trust funds have contributed to 90% of the Bank's total cost for the management of trust fund financed activities now being recovered annually. Additionally, the Bank-Executed cost recovery and the new graduated fee structure for the Bank's Recipient Executed Trust Funds (RETFs) ranging between 5% and 2%

### Box 5. Trust funds and trust fund reform

The World Bank is the largest beneficiary of trust funds (TFs). As of end FY22, the Bank held a portfolio of more than USD 40 billion -- USD 12.1 billion in TFs (including, Bank-executed and Recipient-executed) and USD 27.9 billion in Financial Intermediary Funds (FIFs) (World Bank Group, 2022a). Cash contributions into Trust Funds have increased from USD 2.79 billion in FY18 to USD 4.86 billion in FY22. TFs allow donors to benefit from the Bank's global footprint, operational expertise and robust financial and governance frameworks to support delivery of shared development priorities, including ASA. TFs complement the Bank's lending and also position it to engage in challenging circumstances where lending is not feasible, including situations of fragility and conflict, countries in arrears, and non-World Bank members (e.g., West Bank and Gaza).

Bank-executed (BE) activities (BETFs) are implemented by the World Bank as part of the programme of work, whereas Recipient-executed activities (RETFs) are implemented by national government agencies and, exceptionally, by UN agencies and other implementing partners (World Bank, 2021i). Financial Intermediary Funds (FIF) offer customised financing platforms for partnership programmes and special financing mechanisms. FIFs benefit from the Bank's technical expertise (in an advisory capacity), financial management capacity (as trustee), facilities (where it houses secretariats) and administrative and due diligence processes (where it handles recruitment of staff and administration). Funds held in trust are transferred to other implementing entities, of which the Bank is one. In FY22, total transfers from FIFs amounted to USD 7.8 billion, of which the World Bank received USD 0.7 billion.

Trust funds enable the Bank to reduce transaction costs for borrower countries by reducing the proliferation of bilateral programmes and mobilise development finance from national and non-national donors. Whereas the Bank seeks full cost recovery for the hosting of FIF Secretariats and for Trustee services provided to FIFs, it seeks only partial cost recovery for activities funded through IDA/IBRD trust funds or for implementing entity arrangements with FIFs based on the fact that these activities reinforce other areas of the Bank's activities.

Since 2019, the World Bank has implemented a series of TF reforms toward aligning the World Bank's partnerships with donors to its comparative advantage and strategic priorities as well as toward reducing fragmentation to increase efficiency. It brought TFs together around strategic themes into fewer, larger and more flexible Umbrella Programmes operating under a single governance and administrative structure and results framework (World Bank, 2021b). The Strategic External Funds Frameworks (SEFF), introduced as part of TF reform, provides a means of aligning fundraising from donors to the Bank's strategic priorities and the needs of borrowing countries and help to guide the establishment of new TFs or make changes to existing TFs (World Bank, 2022n). Stakeholders in country offices noted that the Umbrella approach has enhanced ease of access and flexibility for trust funds.

As part of the reform, the Bank also updated its FIF management framework in 2019 to address the proliferation of FIFs. As a partnership, the creation of a new FIF is now subject to a risk assessment. Where potential risks to the Bank are identified, creation of a new FIF has to be approved by the Bank's Board. There are opportunities going forward to further consolidate the Bank's FIFs to avoid fragmentation and pool funds for greater efficiency.

has resulted in lower costs for donors versus working through many other development partners (World Bank Group, 2021m, 2021r). Work is ongoing to balance the alignment of Umbrella Programmes across thematic, regional and country-specific priorities. For more information on Trust Funds and Trust Fund Reform at the World Bank, see Box 5.

## KPI 2: Structures and mechanisms in place and applied to support the implementation of global frameworks for cross-cutting issues at all levels, in line with the 2030 Sustainable Development Agenda principles

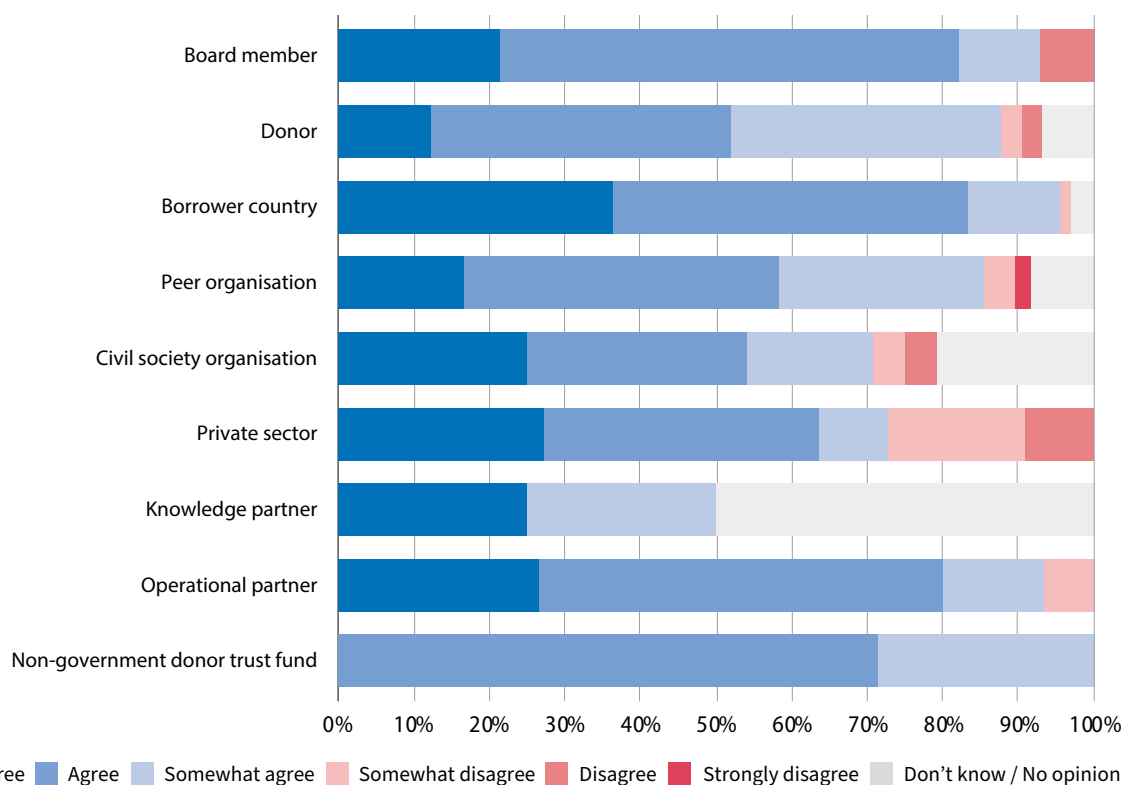
Satisfactory	3.50
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This assessment examines three of the global issues identified by the World Bank: (i) Gender equality and women’s empowerment; (ii) Environmental sustainability and climate change; and (iii) Fragile, Conflict and Violence situations.

### Gender equality and women’s empowerment

**The WBG has a Gender Policy and Strategy for integrating gender into operations through an outcome-driven approach.** The World Bank’s Gender Policy identifies key requirements and roles and responsibilities for integrating gender into the Bank’s work at the country-level and within operations, requiring all CPFs to be informed by a gender assessment. The policy is operationalised by the WBG Gender Strategy (2016-2023). The Strategy adopts an “upstream,” country-driven approach by enriching the evidence base informing SCDs, CPFs and operations, including through the use gender-disaggregated data (World Bank Group, 2016d). In a survey of key stakeholders, most stakeholders (almost 80%) responded positively that the Bank promotes gender equality through its operations and strategies, with somewhat less agreement among CSOs, the Private Sector, and Knowledge Partners (Figure 8).

FIGURE 9. THE WORLD BANK PROMOTES GENDER EQUALITY THROUGH ITS OPERATIONS AND STRATEGIES



Source: 2023 MOPAN Partner Survey supporting the IDA/IBRD Assessment

**Gender is fully incorporated into the World Bank’s policy commitments, including targets and systems for follow-up.** Nearly all indicators throughout the first two tiers of the Bank’s Corporate Scorecard are gender disaggregated and tier 3 tracks the proportion of operations that address Gender-Based Violence (GBV) and address gender gaps. Gender is integrated upstream into CPFs through a country gender assessment. Furthermore, a process has been established to mainstream gender into operations through the identification of a “gender tag,” indicating that the design and results chain of a project has analysed a “gender gap,” developed an activity to respond to the gap, and has identified gender gap indicators at different levels of the results frameworks. This is an outcome-driven approach that supports a more meaningful inclusion of gender impacts into the programme logic (World Bank Group, 2016d). Processes are also in place to monitor gender tags of projects at entry, throughout implementation and at completion. Since IDA17, all CPFs have been expected to include a gender analysis, including integration of gender integration of into the SCDs and results frameworks. Currently, 92% of the World Bank’s new operations are gender tagged, surpassing corporate targets World Bank, 2022p).

**Challenges in operationalising the World Bank’s commitment to gender stem from the allocation of resources.**

Whereas support to gender is reflected in the Bank’s administrative budget and is further supported by TFs, including a dedicated Umbrella Facility, there have been challenges in ensuring sufficient staff with suitable expertise are available to support the integration of gender into operations. The level of operational support for gender varies considerably across regions. Furthermore, there are no standard Terms of Reference, staff levels or skills and competencies among gender focal points. Despite the success of the gender tag, this process is reported by stakeholders to be resource intensive and limited the ability of global practice staff and focal points to assist teams during implementation and devote time to supporting the generation and uptake of evidence. Although gender training is available to all operations staff, it is not mandatory. However, gender training is mandatory for staff nominated as regional and GP gender tag experts that support the integration of gender into projects upstream.

**Environmental sustainability and climate change**

**The World Bank has a robust policy and results framework supporting environmental sustainability and climate change.** The World Bank’s strategic commitments to environmental sustainability and climate change are reflected in corporate policy commitments (e.g., IDA policy commitments / IBRD capital package commitments) and standalone strategies which have evolved over the assessment period to increasingly scale up the World Bank’s support in these areas. In 2016, the World Bank introduced the first Climate Change Action Plan for 2016-2020, which was subsequently updated for the period of 2021-25. The first WBG CCAP aimed to increase climate financing and action supporting client countries and private sector clients to decarbonise and adapt to climate change. It supported climate mainstreaming in the design of World Bank operations, with teams across the institution helping clients evaluate investments and policies against current and expected climate change impacts, seek green growth opportunities and implement climate solutions in project delivery.

**Building on the implementation of the first CCAP, the second CCAP (2021-25) represents a paradigm shift from greening projects toward greening economies.** Fundamental to this shift is the integration of climate and development with a focus on the largest mitigation and adaptation opportunities, driving climate finance and leveraging private capital in way that deliver impact. The second CCAP focuses on enabling borrowing countries to implement transformational policies that mainstream climate, biodiversity and disaster risk considerations into national policies and macroeconomic frameworks to support the delivery of Nationally Determined Contributions (NDCs) and the development of long-term strategies (World Bank Group, 2021l). A new core country analytical product, the CCDR, was introduced to support policy dialogue with borrowers around these goals. Starting in July 2023, all new World Bank operations will be aligned to the goals of the Paris Agreement.

**Environmental sustainability and climate change are mainstreamed into operations and integrated into the World Bank’s corporate results and accountability architecture.** Upstream approaches, notably through the

introduction of the CCDR, provide critical data and information to support dialogue with borrower governments in designing the CPF while downstream screening tools take stock of the World Bank's support to climate and environmental sustainability and create an incentive for addressing these themes. All IDA operations (since 2014) and all IBRD operations (since 2017) are required to undergo a Climate and Disaster Risk Screening at early concept stage to help identify short and long-term climate and disaster risks with the aim of identifying appropriate resilience measures in development policies, programmes and projects. Finally, a "Greenhouse Gas accounting" analysis is conducted for all IDA and IBRD Investment Projects to better understand the "GHG footprint" of the World Bank's portfolio (IDA, 2021a). In FY22, more than 90% of World Bank operations delivered climate co-benefits, with 26.2 billion in climate finance. The World Bank continues to be the largest multilateral provider of climate finance, with 52% of commitments supporting climate adaptation in 2020 (World Bank, 2023d).

**Implementation of the World Bank's commitments to climate change and environmental sustainability is supported by dedicated financial and human resources.** The Bank's Climate Change Group supports the implementation of the CCAP, including the design and implementation of mainstreaming tools, production of CCDRs and scaling up training for staff, reaching over 3 000 staff in FY22. The World Bank manages a range of trust funds and FIFs to support environmental sustainability and climate change mitigation, adaptation and resilience activities, including the Climate Support Facility, Climate Investment Funds (CIFs), Scaling Action by Lowering Emissions (SCALE), the Global Infrastructure Facility, Pro-blue and Pro-green. Since 2008, the Bank has issued more than USD 18 billion in green bonds through 200 issuances in 25 currencies (World Bank 2021aa). Catastrophe Bonds, a new product, helps boost countries' preparedness to respond to climate-related disasters allowing entities exposed to natural disaster risk transfer a portion of this risk to bond investors.

### Fragility, conflict and violence

**The World Bank has a policy and strategic framework for development co-operation and fragility, conflict and violence.** In 2020, the World Bank updated its existing policy on operations in situations of fragility, conflict and violence (FCV), laying out the principles of the Bank's engagement and for implementation of its development mandate in situations of forced displacement, humanitarian emergencies and security sector engagements. The Bank's Corporate Scorecard reflects these policy commitments through FCS disaggregation of key indicators and two FCV-specific indicators: (i) Refugees by country or territory of asylum (millions); and (ii) Internally displaced persons (millions) (World Bank, 2022p).

**The policy is operationalised through a Fragility, Conflict and Violence Strategy (2020-2025).** The Strategy seeks to enhance the WBG's effectiveness to support countries in addressing the drivers and impacts of FCV and strengthening their resilience, especially for the most vulnerable and marginalised (World Bank Group, 2020l). The World Bank has placed particular emphasis on the prevention of violent conflict by addressing drivers of fragility, remaining engaged throughout conflict to preserve development gains, mitigating spill-overs of fragility, conflict and violence to vulnerable populations, and supporting the transition out of fragility. Particular emphasis has been placed on the role of analytic and diagnostic tools in focusing on drivers of fragility and sources of resilience, including through the introduction of the Risk and Resilience Assessment (RRA).

**The RRAs support the mainstreaming of fragility into operations through an upstream approach.** These products support the development of CPFs and Country Engagement Notes as core diagnostic products. Previously, uptake of RRAs had been uneven due to the client-facing nature of the Bank and recommendations that were either missing or hard to operationalise. Increasing uptake has been a focus of the 2020-25 FCV Strategy, including through the use of fragility and peace lenses to ensure new operations address drivers of fragility (IEG, 2021g). Under IDA20, the Bank's commitment to promoting integration of considerations for FCV into operations is reflected in the corporate scorecard, including through FCS disaggregation of key indicators and two FCV-specific indicators: (i) refugees by country or territory of asylum (millions); and (ii) internally displaced persons (millions) (IDA, 2022a).

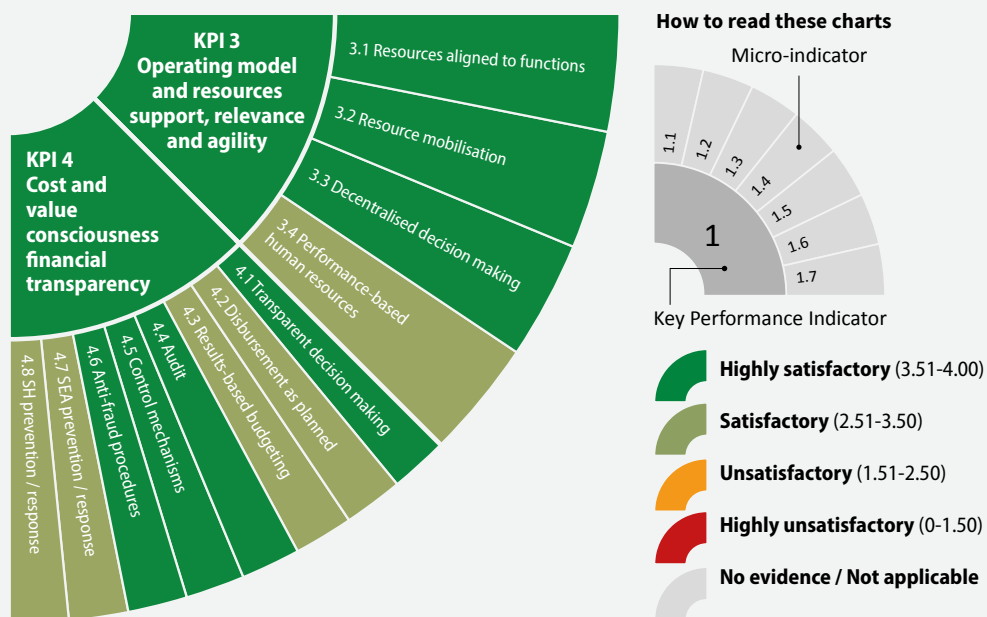


**The engagement in fragile settings is supported by a dedicated fragility team, an enhanced global footprint and a range of trust funds and resource windows.** The World Bank’s centralised team of fragility experts liaise with Country Directors and Co-ordinators as well as staff in other global practices. This team is responsible for disseminating knowledge and good practice, including through RRAs and the FCS Portal. As the Bank seeks to increase its staffing footprint in FCV countries, it continues to roll out measures to promote the wellbeing, safety and security of staff and create incentives for staff to work in FCV contexts. The IDA FCV envelope provides critical financial support for countries experiencing FCV, providing a top-up to regular IDA performance-based allocations (IDA, 2022a). Other important resources include the Window for Host Countries and Refugees, the State and Peacebuilding Fund and the Global Concessional Finance Facility.

**The World Bank is expanding its training offerings to staff on operating in FCV settings.** Learning offerings on FCV are currently being expanded and diversified through a new FCV Learning Curriculum to help ensure staff working in FCV contexts can acquire the necessary skills to engage effectively. All staff based in FCS are required to participate in the full analytical and operational curriculum. This includes providing training to staff and fostering communities of practice to increase awareness among teams of the operational flexibilities that exist in FCV settings, particularly for procurement, environmental and social safeguards, and financial management. HR delivers training on personal competencies and the core course has been revamped and is complemented by specialised/tailored courses to each country. Stakeholders noted that, as the Bank engages in FCV contexts in line with its development mandate, there are opportunities to build on learning and good practice by enhancing opportunities for country teams to share experiences.

**OPERATIONAL MANAGEMENT (OPERATIONAL EFFECTIVENESS)**

This **operational management** performance area gauges to what extent the assets and capacities organised behind strategic direction and intended results ensure relevance, agility and accountability. This area is assessed through the two key performance indicators specified below:



## KEY FINDINGS

- The World Bank financial and human resources are strategically aligned to its long-term objectives. It is supported by robust resource mobilisation frameworks that align resources to strategic priorities through commitments to shareholders. The Bank has an established budgeting process – the W-process – which serves as a sound and flexible process that aligns strategic objectives and allocates operational resources. The W-process is complemented by strategic staffing which identifies the Bank’s staffing requirements to fulfil its commitments and strategic goals. Together, these processes are used to align and re-align resources across operations and corporate back-office support units with organisational priorities. Overall, they provide processes with flexibility to deliver on corporate strategic commitments while accommodating unforeseen developments during the fiscal year.
- The World Bank has a well-established and reliable system for managing and monitoring the active (disbursing) portfolio and pipeline of forthcoming commitments. Disbursement profiles for projects are based on experience and evidence, and there are processes in place to flag and address deviations from the expected standard disbursement rate. Implementation is supported by internal and external controls for misconduct, fraud and corruption in operations, supported by clear policies and procedures, training, a tracking and reporting system, and avenues for recourse. Increasingly, these systems are moving beyond good practice to adopt a forward-looking, preventative approach.
- The World Bank has made a clear organisational commitment to prevent and address sexual exploitation, abuse, and sexual harassment (SEAH) issues both internally and among suppliers and borrowers in their operations. This commitment is formalised into a robust, victim/survivor centred policy and supported by established, clear structures, roles and responsibilities. Prevention of sexual exploitation, abuse, and harassment is also embedded in the Bank’s ESF, a mandatory framework for addressing environmental and social risks of the Bank’s operations.
- Control systems in the Bank, through external and internal audits, confirm compliance with international accepted standards across functions. The Bank’s safeguard system (ISS) architecture is on par with international best practice, but its implementation has room for improvement and a new policy is soon to be adopted. Despite recent progress, improvements are still required with respect to timely implementation of audits recommendations and IDEV recommendations.
- The Bank articulates its zero-tolerance vis-à-vis all forms of sexual harassment (SH) and sexual abuse and exploitation (SEA) through a Code of Conduct for the Bank, service providers, suppliers and contractors, and a Presidential Directive of 2021. It does not have a published formal policy and an action plan that distinguishes between the two (SH and SEA). There is limited evidence that intervention designs examine potential measures to prevent the occurrence of sexual abuses, that a victim-support function is in place, and that sensitisation campaigns are integrated in the works contracts.

### KPI 3: Operating model and human and financial resources support relevance and agility

Highly satisfactory

3.62

#### Changes to the World Bank’s organisational structure reflects its strategic commitment to “serve all clients.”

Whereas the overall organisational structure of the Bank has remained relatively constant since 2014, a series of decisions made over the course of the assessment period have sought to promote enhanced service delivery to borrowing countries. In 2019, the Bank committed to expand its global footprint and move more staff to the field. Expanding the global footprint was intended to enhance implementation support provided to clients, particularly in

FCV settings, in line with the 2016 Forward Look and 2018 Capital Package Commitments (IEG, 2022b). Targets were set to increase the share of staff in the field from 45% to 55% by the mid-2020s, including all Country Directors and half of all Practice Managers.

**Efforts to serve all clients are supported by predictable, multi-year and diversified resource mobilisation.** IDA replenishments occur on a three-year basis based on an analysis of the Bank's performance in delivering previous commitments as well as an evidence-based business case around future needs. IBRD Capital Increases have similarly responded to evidence-based assessments of the capital required to deliver on strategic priorities but occur on an as-needed basis. The World Bank's ability to raise funds on capital markets supports the diversification of its resource base and leveraging the commitments of shareholders (World Bank, 2021aa). The Strategic External Funds Framework (SEFF), introduced as part of Trust Fund reform, has provided a means of aligning fundraising from donors to the Bank's strategic priorities and the needs of borrowing countries on an annual basis, including diversification of fundraising among shareholders and private foundations (World Bank, 2022j). Individual SEFFs are prepared by Global Practice units and regions, working alongside Umbrella TF Program managers, to establish new trust funds or make changes to existing trust funds.

**The World Bank uses strategic staffing to continually align human resources to its commitments, corporate objectives and projected needs.** This annual process feeds into annual budgeting and planning to align the mix of staff skills, grade level and location forward-looking the forward-looking work programme and an indicative three-year pipeline of deliverables. Through the Bank's W-process, this demand-led, bottom-up analysis is matched to corporate commitments to promote continual re-alignment of the workforce. Strategic staffing and ongoing renewal of the Bank's Talent Acquisition Strategy have played a key role in implementing the World Bank's commitment to "serve all clients" and expand its global footprint, particularly in FCV contexts.

**Enhanced decentralisation has been accompanied by efforts to increase delegation of authority to the country level.** The World Bank's matrix organisational structure is implemented through an Accountability and Decision-making matrix (ADM) that identifies how different parts of the organisation contribute to operational decision-making, balancing the perspectives of the Regional Units, Global Practices and specialised units that implement safeguard functions (World Bank, 2016a and 2016b). This process promotes the quality of operations through airing and debating diverse viewpoints across these units. Changes have been made to the ADM since 2017 to enhance the role of Country Directors in critical decisions to respond to country needs, including adjustments to the CPF and operational restructuring and implementation of ASA. Furthermore, more than half of Task Team Leaders (TTL) are now based in the field, yielding greater responsiveness to clients and more responsive operational support for projects.

**The World Bank's performance management system is strongly results-oriented.** The World Bank implements a mandatory annual performance evaluation for all staff that builds upon a structured competency framework. The overall objective is to support delivery of results to clients and collaboration with teams, leading to innovation, creation, application and sharing of knowledge and making smart decisions. Implementation of the annual performance management process is tracked for completion and timeliness for all staff. A clear process exists to manage disagreements around performance assessments, including protections against retaliation. There is clear link between performance and staff incentives, including promotions and compensation. The performance management system links staff learning and career development, including through an innovative rotation system that helps staff apply and build their skills in different operational contexts. Incentives identified to take on field posts in different regions and in FCV settings for career development purposes.

**Ongoing corporate efforts are underway to promote diversity, equity and inclusion, and strengthen organisational culture.** The World Bank has a clear corporate statement on Diversity, Equity and Inclusion (DEI), spelling out its commitment to a workplace where everyone is valued, differences are respected and celebrated, and

opportunity and equitable treatment is afforded to all. The World Bank has a “zero tolerance” policy on harassment and sexual harassment in the workplace, including retaliation, abuse of authority and discrimination (World Bank, 2017b). Major initiatives have been undertaken to promote gender equality, diversity and inclusion, including through targeted indicators in the Corporate Scorecard.

**Several tangible initiatives have been implemented to address harassment and sexual harassment among staff.**

Efforts to address issues around sexual harassment, retaliation and abuse of authority include the establishment of the WBG Taskforce on Racism; the Office of the Anti-Harassment Co-ordinator, including an Anti-Racism Office; and the WBG Taskforce on improving Organisational Culture (World Bank Group, 2022b). These efforts are underpinned by an annual staff engagement survey that feeds into the development of annual management action plans. There are now opportunities to build on these efforts by conducting an evaluation or external review to assess their effectiveness and inform their renewal.

**KPI 4: Organisational systems are cost- and value-conscious and enable transparency and accountability**

Highly satisfactory	3.66
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**The World Bank has clear processes in place to align operational resource allocation to strategic priorities and forward-looking needs.** The W-process, complemented by strategic staffing, aligns resources to strategic priorities through an annual strategic planning, budgeting and performance review exercise that balances three top-down decision points with two bottom-up input phases. Based on the outcome of this exercise, the Board approves a three-year budget trajectory established for the allocation of the Bank’s administrative budget and indicative operational budgets. In case of unforeseen events, a 2% budget flexibility band allows for administrative budget overrun and underrun in exceptional circumstances subject to Board approval. Annual budget documents identify how allocations are aligned to strategic priorities and the lending outlook. For example, the FY22 budget identifies expanding the global footprint, integrating IDA and IBRD policy commitments into operations and supporting institutional strengthening and long-term COVID-19 recovery (World Bank, 2021u).

**The budget framework ensures transparency, including detailed explanations of outflows, inflows, external funds and rationalisation of administrative expenses.** The Annual budget is approved by the Board and reported publicly, supported by annual publicly available financial statements. Furthermore, the Board monitors budget execution through quarterly detailed budget reports. Since 2017, the World Bank has used 12 indicators to track efficiency of resources at the aggregate level. These indicators are separated into three broad categories of Budget Sustainability, Strategic Alignment, and Budget Efficiency. The indicators include “anchors” and targets that reflect efforts to enhance productivity and support strategic priorities, including administrative expenses as a share of operational revenues; client engagement expenses as a share of operational unit budgets; and the ratio of Bank Budget to overall portfolio volumes and approved projects.

**The World Bank has systematic processes to ensure operational resources allocated to priorities are executed in line with strategic priorities and borrower needs.** Implementation and delivery are closely monitored by operations units (Regions and GPs), and further by General Management Units such as Operations Policy and Country Services (OPCS) and the Bank’s Budget Department (BPS). Progress, including variance from the agreed plans are reported monthly to Senior Management and are reported to the Board in quarterly updates (including selectively in the Corporate Scorecard). Quarterly and mid-year corrections re-align deviations from plans as well as consider any necessary changes to allocations and targets due to unforeseen developments during the year. Finally, a retroactive review of progress achieved against policy commitments is complemented by a forward-looking projection of needs and emerging issues and presented to shareholders at the midterm and outset of IDA replenishments (IDA, 2021f). Similarly, progress against IBRD strategic corporate commitments is presented to shareholders annually (World Bank Group, 2019c).

**The World Bank has a well-established portfolio management function, including the use of evidence-based disbursement profiles to monitor the active portfolio and pipeline.** For the operations pipeline, timelines and progress from concept stage to Board approval is tracked for each operational unit. Upon approval, implementation progress is tracked through cumulative disbursement against disbursement profiles that draw upon the Bank's extensive historical data. Standard disbursement profiles correspond to different types of financing instruments, sectors and regions of operations. Disbursement progress is tracked and reported regularly, with analysis conducted to identify "problem projects" and reasons for deviation (e.g., delays in parliamentary approval, changes in government, credit/loan conditions/covenants not met, events such as natural or human crises not foreseen during project preparation). Task teams are encouraged to remedy disbursement issues through closer implementation supervision, project restructuring, or cancellation, which is reflected in the Corporate Scorecard.

**The World Bank has clear statements, policies and procedures to address a broad array of external and internal control issues.** These are underpinned by Staff Rules and the World Bank Group Code of ethics, which reflect World Bank core values (impact, integrity, respect, teamwork and innovation) (World Bank Group, 2020f). A robust institutional architecture is in place to address internal and external control issues including the EBC Vice presidency, the Integrity vice-presidency (INT), the Group Internal Audit (GIA), Inspection panel for Client and civil society complaints (IP), and the Independent Evaluation Group (IEG). These are complemented by operational Vice presidencies such as Operational Policy and Country Services (OPCS), Human Resources (HRS), Chief Risk Officer (CRO) with specific roles is tasked to address possible ethics and integrity issues. The Bank also possesses well-established Internal Justice System leading to the final ruling of the independent Administrative Tribunal (AT). Each of the external and internal control units has specific policies and procedures, timelines, and monitoring and reporting mechanisms.

**The GIA function is independent and aligns to international standards but increasingly adopts a proactive advisory and "foresight" approach.** The GIA function assesses whether the risk management, control, and governance processes of the Bank Group entities are functioning effectively. It reports directly to the President of the World Bank under the oversight of the Board Audit Committee, ensuring its independence. A Management Response in the form of a matrix is provided to all internal audit recommendations, with timelines for implementation tracked and discussed with the Audit Committee of the Board. This reporting is complemented by a publicly available annual report. Beyond providing a hindsight perspective, GIA's innovative advisory service now increasingly aims to provide upstream insights through a risk-based advisory approach that informs preventative measures taken in policy development and decision-making.

**The Bank has a strong institutional framework in place to address fraud and corruption through its integrity function.** Fraudulent and corrupt acts and coercive, collusive, and obstructive practices are defined in Bank directives. Prevention, identification and response to fraud and corruption is supported by a robust policy framework, staff guideline and a dedicated and operationally independent organisational units including INT and the Sanctions Board (World Bank Group, 2016c). A clear process for investigating potential fraud and corruption among staff and managers is outlined in the Staff Rules, including a "duty to report." Confidential reporting channels, including options for anonymous reporting, and a clearly defined whistle-blower policy are in place, with specific protection outlined. All fraud and corruption allegations (in-take), investigations and resolution, whether remedies/sanctions or dismissal, are tracked by INT in a case management system. Reports and outcomes of investigations and sanction board decisions are published publicly online, and the World Bank promotes coherence with other MDBs through a cross-debarment agreement (World Bank Group, 2022e).

**The INT function increasingly adopts a preventative approach, including a focus on extracting "insights" and extensive awareness raising among staff.** INT's data lab draws insights and analysis to from forensic analysis to feed into project pipelines, noting where there is an investigating recently closed on ongoing. This approach allows project

teams to build in mechanisms to monitor risk and prevent fraud and corruption in future operations. INT recently revamped its training program – “Integrity is your business” which trains staff and explains the sanctions ecosystem, reaching 2 800 World Bank staff in 2022 (World Bank Group, 2022e). Training on staff responsibilities is integrated into onboarding of new staff, including specialised sessions for incoming Executive Directors and Board Officials, country offices and staff working in FCS contexts. Additionally, INT’s outreach with companies raises awareness for integrity compliance principles among businesses and champions the adoption of tailored integrity compliance programmes to prevent misconduct and react appropriately if it occurs.

**The Bank’s EBC function plays a key role in promoting ethical norms and behaviours among staff and addressing allegations of staff misconduct.** EBC’s mandate is set out in the Staff Rules, including review and assistance in the resolution of allegations of misconduct (World Bank Group, 2020i). EBC operates independently of World Bank management and the Chief Ethics Officer reports directly to the World Bank President. A clear process and timelines have been established for follow-up on allegations, including a confidential reporting mechanism that facilitates anonymous reports. Cases are monitored continuously up to one year following resolution. Staff rules provide for confidentiality and protection from retribution of people who report misconduct and also outline the right of the accused to respond to accusations and to certain rights throughout the investigation process.

**Like other internal control functions, EBC has increasingly taken a proactive approach to address and prevent instances of misconduct.** A key aspect of this approach has included extensive staff training to raise awareness and trust in the reporting and investigation process. In 2022, EBC reached 16 000 staff through mandatory training and outreach activities (World Bank Group, 2022b). Furthermore, EBC has identified a dedicated Anti-Harassment Co-ordinator, Respectful Workplace Advisors and Anti-Racism Office and has increasingly moved staff to field offices, identifying regional focal points. Staff within EBC point to increasing success in promoting trust among staff for existing systems to address misconduct, demonstrated by staff survey results and increasing complaints volumes. Staff within EBC note that there are opportunities to further promote awareness, trust and use of reporting mechanisms among country staff, which has been addressed through expanded outreach.

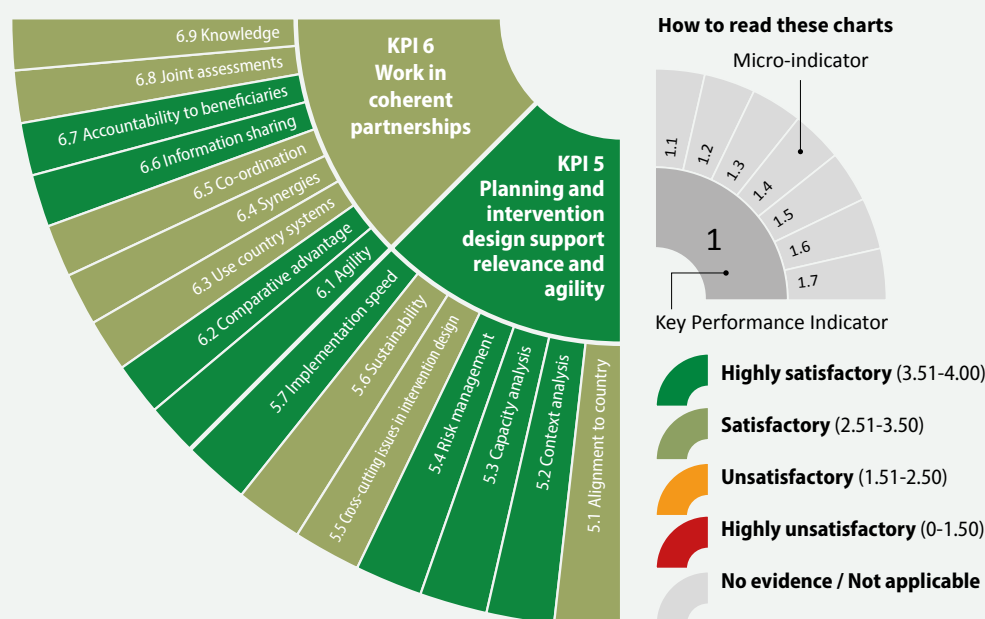
**The World Bank has implemented a clear organisational commitment to address SEA among its staff, borrowing countries and contractors.** Following the 2017 report and recommendations of the 2017 Gender Based Violence taskforce, the Bank established a robust, survivor-centred SEAH policy; incorporated provisions addressing SEA into the Staff Rules and Code of Ethics; and embedded SEA into the Environmental and Social Framework for operations and operations procurement processes (World Bank, 2020i, 2021y, 2022m). Clear roles, responsibilities and reporting structures have been established to support the implementation of these mechanisms, including mandatory core training for staff and managers. Good practice notes help enhance staff understanding of how to operationalise these policies, processes and responsibilities in the context of operations. Mandatory indicators on SEAH are embedded in ESF review summaries (ESRS) and implementation status reports (ISR) for operations, including the identification of grievance mechanisms (World Bank, 2020l). There is clear evidence that reporting processes, including timelines for escalation, have been implemented by staff.

**A similar commitment has been demonstrated in addressing cases of Sexual Harassment among World Bank staff.** The World Bank identified a specific corporate statement on SH with a three-year action plan aimed at preventing sexual harassment across the organisation following an independent external review (World Bank, 2023a; World Bank Group, 2021ab). This action plan, led by EBC, aims to scale up awareness raising and training, complemented by people-centred support services, transparent reporting of cases and contributing to international efforts to share good practice (World Bank Group, n.d. b). Specialised staff such as the Anti-Harassment Co-ordinator (AHC) and Respectful Work Advisors (RWAs) provide a direct point of contact for staff to raise problematic and inappropriate behaviours before these become misconduct (World Bank Group, 2022b). There are multiple avenues for confidential reporting, including options to do so anonymously. Allegations of harassment are tracked and reported regularly, both publicly

and to the Executive Board. Although EBC and the AHC use case data and satisfaction surveys to continually improve services, the Bank should seek an independent review of the outcomes of these measures to inform renewal of the Action Plan.

## RELATIONSHIP MANAGEMENT

The **relationship management** performance area looks at whether the Organisation has engaged in inclusive partnerships - and to what extent - to support relevance, leverage effective solution and maximise results. This area is assessed through the two key performance indicators specified below:



## KEY FINDINGS

- The Bank's Country Engagement Model (CEM) promotes evidence-based and adaptive operations, grounded in country needs and development priorities. The CPF identifies high-level objectives linking the Bank's operational programme to national development plans and the SDGs. The design of CPFs is grounded in evidence from the Bank's core diagnostics. In addition to promoting alignment to development needs, this process provides a means of incorporating global issues into the CPF upstream and addressing gaps in borrower country capacity.
- The Country Engagement Model supports an adaptive approach to identifying, monitoring and addressing risk across the operational cycle. Safeguards, including for environmental and social risk, fraud and corruption, misconduct and SEAH are all integrated into operational processes for programme design, supervision and closure. This model helps respond to implementation risks and challenges as they arise and adjust to changes in context. Enhanced field presence has further supported greater responsiveness to client needs.
- Beyond country engagement, the Bank works in partnership with donors, other development partners, regional organisations and civil society. At the project level, accountability to beneficiaries and citizen engagement are embedded into the operational cycle. Furthermore, CPFs and operations are designed and implemented in consultation with other development partners. The Bank is rated highly for the transparency of its operational activities, making a wide range of data publicly available. In the case of trust funds, recent reforms have sharpened

the Bank's comparative advantage, reduced fragmentation and increased alignment of these partnerships to the priorities of the Bank, donors and borrower countries.

- However, there is room to strengthen how the Bank's partnerships at the global and regional level and its advisory services and analytics contribute to development effectiveness. Although efforts have recently been made to identify a central focal point for global partnerships with other MOs, the Bank lacks an overall framework to guide the selectivity and results focus of its partnerships beyond trust funds. There are also opportunities to better position and strengthen incentives for regional operations to address transboundary issues. Although the Bank has recently designed a Strategic Framework for Knowledge, there remain important gaps in demonstrating how Advisory Services and Analytics are taken up to contribute to policy development, organisational learning and development results.

### KPI 5: Operational planning and intervention design tools support relevance and agility in partnerships

Highly satisfactory

3.64

**The Country Engagement Model, introduced in 2014, operationalises the Bank's country-driven support through a systematic, selective and evidence-based process, culminating in the design of a Country Partnership Framework (CPF).** The CPF identifies high-level objectives linked to the Bank's operational programme with are aligned to the national development plans and the SDGs (World Bank Group, 2021f). The CEM has been supported by a gradual expansion of the Bank's global footprint to "serve all clients," with particular emphasis on IDA countries and FCS. There has been a gradual increase in the global footprint in line with Bank targets, including an increase in operations managed from the field and having all Country Directors and half of Practice Managers located in the field (IEG, 2022b). This enhanced field presence has supported greater interaction and responsiveness to clients and more consistent support for implementation.

**As part of the CEM, the design of CPFs is informed by evidence and analytical work to identify and respond to key development and beneficiary needs.** This includes a SCD which brings together different core diagnostics products produced at the country level. This evidence and other analytical products, including core diagnostics such as Poverty Assessments, Public Expenditure Reviews and CCDRs feed into the identification of a limited number of selective and strategic High-Level Objectives (World bank, 2021g). The Bank has increased its investment in these core products over time.

**Consultation with stakeholders is conducted throughout the design and implementation of CPFs and operations to promote quality and respond to both the needs of beneficiaries and changes in context.** The SCD consolidates consultations and feedback from country partners, civil society, private sector and citizen engagement, including consultation with vulnerable populations. Consultations are also held with other development partners at multiple points throughout the implementation of CPFs to promote coherence and country-led co-ordination among development partners, strengthen strategic selectivity and reduce aid management costs. This feedback is considered in the context of PLRs of CPFs and mid-term reviews (MTRs) of operations to inform potential adaptations.

**The CEM also includes the assessment of stakeholder implementation capacity, with special measures taken to address weaknesses.** Borrower capacity is assessed in the SCD from several dimensions, including public financial management, procurement and project management, among others. CPFs may include specific activities to address weaknesses in these areas. In the context of operations, specific assessments are conducted of the borrower's fiduciary systems, environmental and social safeguards systems, monitoring and evaluation capacity and technical implementation capacity. Implementation Support is identified in the context of each operation, with needs



followed up and reassessed in the context of periodic supervision. The presence of Bank staff in country has allowed for the provision of hands-on support for financial management and procurement to troubleshoot and enhance implementation as required (World Bank, 2022m). Additionally, the Bank's Development Policy Financing has been an important mechanism to promote sustained improvement in the policy environment among borrower countries, including public financial management and the creation of an enabling business environment.

**The Bank has sought to build upon its capacity assessments to harmonise systems across partners and promote the use of country systems, particularly for the use of financial systems and the management of environmental and social risk.** Notable areas where the use of country systems is promoted are the implementation of the Environmental and Social Framework and Financial Management of operations (World Bank, 2016c and 2017d). Use of country systems is standard for both of these functions, supported by upstream capacity assessments feeding into the downstream provision of Implementation Support and the implementation of due diligence activities. Similarly, SEA risks are addressed primarily through country systems, including the provision of training to borrowers, PIUs, contractors and service providers (World Bank 2020h, 2021y). More limited progress has been made in promoting the use of country systems for procurement. Although hands-on support is provided, this support has primarily enabled borrowers to follow the Bank's system rather than strengthening and promoting use of existing country systems (World Bank, 2022m).

**Operational risk management is integrated throughout the operations cycle through the Systematic Operations Risk-Rating Tool (SORT) and the Environmental and Social Framework (ESF).** The SORT is integrated into all CPFs and operations and is updated throughout implementation. It consists of a matrix covering nine different risk categories, including political and governance risks, macroeconomic risks, fiduciary risks, sustainability risks and environmental and social risks (World Bank, 2014c). These matrices are validated centrally by the Operational Risk Department, which ensures consistent implementation of the tool and provides guidance on monitoring, risk mitigation and response actions. The Bank's ESF and its 11 accompanying environmental and social standards are applied to all projects and reflects a key means of supporting borrowers in identifying, managing and mitigating environmental and social risks, including sexual exploitation and abuse. Implementation of environmental and social risk management plans is followed up systematically through the Bank's due diligence activities throughout the operational cycle.

**Global themes are similarly integrated across CPFs and operations in a systematic way, including the upstream integration of evidence and downstream analyses to support mainstreaming.** The World Bank is active in producing country and regional-level assessments and knowledge work that complements and informs the development of SCDs. These products enable country teams to identify and prioritise actions to address gender gaps, reduce greenhouse gas emissions and promote adaptation and address drivers of fragility and resilience. Additionally, support provided by specialised Bank staff helps validate and promote the integration of global themes through involvement in project design. Corporate incentives are created through ambitious targets for "gender tagging" and "climate co-benefits." Together, these mechanisms have contributed to further strengthening the integration of global themes into the Bank's CPFs and operations (World Bank, 2022p and 2023d).

**The use of standard disbursement profiles for different types of operations provides a means for the Bank to identify and address potential problem projects in a proactive way.** Conditions for timely and efficient delivery are first assessed in the process of designing operations and then monitored downstream by tracking the pace of disbursement. Disbursement profiles are updated regularly and tracked at the sector, regional and global level. Disbursement outliers contribute to the identification of problem projects, which receive additional follow-up and support for supervision. Corporate scorecard indicators tracking the overall disbursement ration and a "proactivity index" tracking actions taken to upgrade, close, cancel or restructure problem operations create additional incentives for responsiveness to implementation and disbursement delays (World Bank, 2022p).

**KPI 6: Working in coherent partnerships to leverage and catalyse the use of resources**Performance rating: **Satisfactory****3.28**

**The World Bank’s role as a convener is a key element of its comparative advantage, as expressed in its 2013 Strategy and the 2016 Forward Look.** The Bank engages in a wide range of partnerships across different contexts, including global and regional multi-stakeholder dialogues, strategic donor engagement around shared priorities through trust funds, needs-driven engagement with borrower countries and stakeholder engagement in the context of operations (IEG, 2020g). Partnerships are also central to the Bank’s role in mobilising private finance as part of the Sustainable Development Agenda and its positioning as a “solutions bank” through the generation of a wide range of knowledge products to inform policy development and reform.

**Despite the importance of the bank’s role as a convener, its overall performance in managing partnerships is uneven across different contexts.** Three areas where the Bank demonstrates strong performance in managing partnerships include: (i) partnerships with borrower countries and project stakeholders in the context of the country engagement model (CEM); (ii) partnerships with donors to promote shared development priorities through trust funds; and (iii) overall transparency and reporting on its activities to donors, beneficiaries and the general public.

**The CEM promotes ongoing co-ordination with clients and development partners throughout the implementation of Country Partnership Frameworks (CPFs) and operations.** This co-ordination is facilitated by the Bank’s extensive global footprint, including its network of more than 130 country offices. Clients, other development partners, the private sector and civil society are all engaged in the development of Systematic Country Diagnostics (SCDs), which serve as an important input for dialogue with borrower countries in developing the CPFs. A similar process is undertaken for Country Engagement Notes (CENs) where more uncertain contexts do not allow for longer-term priority setting (World Bank, 2021f). This co-ordination strengthens the strategic selectivity of CPFs and ensures alignment with borrower countries’ development priorities. However, the resulting division of labour among development partners remains largely informal as joint CPFs are discouraged. Although activities such as joint monitoring are encouraged, this tends to occur systematically only where operations are co-financed with other partners.

**Multiple touchpoints with borrower countries throughout the implementation of CPFs and operations promote adaptation and continued relevance as the context changes.** Performance and Learning Reviews (PLRs) provide an opportunity to review the continued relevance of CPFs, which can be adapted to enhance implementation and adapt to changes in context. Similarly, operations can be restructured to address emerging challenges. The restructuring process was streamlined in 2017 and approval authority was delegated to Country Directors for most cases (World Bank, 2017e). CPF adjustments and restructuring of operations are conducted in close co-ordination with borrower countries, but other development partners tend to be engaged only where projects are co-financed. An annual Country Opinion Survey is an additional means for the Bank to take stock of its partnerships at country level, providing feedback from a range of stakeholders on the Bank’s responsiveness, collaboration and overall effectiveness. The results of this survey are reflected in the corporate scorecard (e.g. the Bank’s responsiveness) and inform corporate decision-making (World Bank Group, 2022c).

**The Bank’s accountability to beneficiaries is implemented systematically through the ESF, with additional progress achieved in implementing Citizen Engagement throughout operations.** Environmental and Social Standard (ESS) 10, which addresses stakeholder engagement and information disclosure, requires the development of a Stakeholder Engagement Plan (SEP) that covers all stages of operations, including stakeholder analysis, disclosure of risks, consultation throughout implementation and ex-post review (World Bank, 2018c). Implementation of these requirements is supported by extensive guidelines and mandatory training for operations staff. Borrowers are also

required to establish grievance mechanisms to address identified environmental and social risks, with the Bank maintaining a separate Grievance Redress Service for communities to report adverse impacts of World Bank-financed operations. Recent evaluations have noted a substantial increase in citizen engagement activities throughout operations, with some regions actively targeting 100% implementation of citizen engagement throughout operations (IEG, 2018; World Bank 2020b).

**Trust Fund Reform has contributed to aligning the World Bank’s partnerships with donors to its comparative advantage and strategic priorities.** Trust funds allow donors to benefit from the Bank’s global footprint, operational expertise and robust financial and government frameworks to support shared development priorities. The move toward Umbrella Programmes has sought to reduce fragmentation and “standalone” funds through flexible and strategic Umbrella Programmes with a streamlined governance structure and results framework. The Bank has also simplified its cost recovery model (World Bank Group, 2021b and 2021i). Efforts have similarly been undertaken to clarify the rationale and the Bank’s role around the creation of new FIFs to avoid fragmentation of the global aid architecture.

**The Bank is among the leading institutions with respect to transparency of its activities, including at the project level.** The Bank’s Access to Information Policy provides broad access to a range of information save for specific exceptions and provides an easily accessible appeals mechanism and process (World Bank, 2015). It makes a wide range of information about its activities available through online platforms such as its Open Knowledge Repository and the International Aid Transparency Initiatives Open Data Portal. Annual reporting on Access to Information requests indicates that the vast majority of requests have been addressed in whole or in part within the specified timelines. The Bank has been rated as “very good” on the IATI’s Aid Transparency Index since 2014, ranking second among all rated MOs in 2020 and 2022.

**Despite its strong performance in managing partnerships at the country level, there are opportunities to further promote the use of country systems.** The Bank works to strengthen public financial management and public institutions in borrower countries to support country-led development. In particular, public debt management is a key priority area for the IDA20 replenishment, responding to impact of COVID-19 on IDA countries. Development Policy Financing, Performance for Results, Technical Assistance and Preparation Advances are important instruments to promote policy and institutional reforms and reinforce borrowers’ implementation capacity (IDA, 2022a). Whereas the Bank possesses an operational policy favouring the use of country systems for the management of environmental and social risk management where sufficiently robust, there is no particular statement committing to the use of financing instruments that maximise the use of country systems in implementation. The World Bank’s Global Governance Practice supports the development of capable, efficient, open, inclusive and accountable institutions, including strengthened public financial management, domestic resource mobilisation and anti-corruption and transparency. Some of this support is provided through partnership initiatives and peer learning to strengthen collaboration among borrower countries and with civil society.

**There are also opportunities to further enhance Private Capital Mobilisation (PCM), building upon the Bank’s corporate results targets, instruments, and support for harmonised approaches across MDBs.** Opportunities to mobilise private investment have been promoted upstream through closer engagement between IFC and the World Bank in the design of joint CPFs (World Bank Group, 2021f). Instruments such as guarantees and the introduction of the IDA Private Sector Window provides a means to implement the Bank’s comparative advantage in working across the public and private sectors. However, with respect to operations, such collaboration through the “Cascade Approach” remains opportunistic, partly due to a mismatch of incentives and processes across IFC and the World Bank (IEG, 2020h). Furthermore, although overall PCM is captured in the Bank’s scorecard, it is defined narrowly, and current organisational targets do not yet capture impacts linked to policy and regulatory reforms introduced through Development Policy Operations.

**There have been recent efforts to scale-up support for addressing regional and transboundary challenges.** A Regional Integration Cooperation Assistance Strategy was introduced for the Africa regions in 2018 (World Bank Group, 2017k and 2020e). This strategy primarily focused on infrastructure gaps but was updated in 2020 to place more emphasis on other sectors, including pandemic preparedness and food security with evidence of implementation. Other regional strategies identify regional co-operation initiatives in the energy sector and water sectors. The IDA Regional Window provides an important incentive by supplementing IDA country allocations for multi-country programmes. Under IDA20, the regional window was broadened, reducing the number of countries necessary to trigger support and identifying means of working directly with regional organisations (IDA, 2022a). The Bank has also recently identified regional knowledge products as a tool for supporting policy and regulatory coherence.

**However, there remain some obstacles to fully realising the Bank's potential to address transboundary issues.** Although good practices were noted with respect to addressing transboundary issues through regional strategies, this practice does not appear to be systematic across regions or sectors. Despite the expansion of the IDA Regional Window, there are few financial incentives for MICs to engage in regional operations. Although measurement of regional benefits has recently been strengthened through required indicators for ID Regional Window projects, there remain opportunities to better integrate the measurement of regional externalities into projects and the corporate scorecard. Despite the potential for regional knowledge work to contribute to policy coherence and reform, there are few means of measuring and demonstrating their uptake and influence. Finally, stakeholders across country offices noted the complexity of implementing existing Bank instruments to support regional goals, often requiring the development of different projects implemented in parallel (IEG, 2019a).

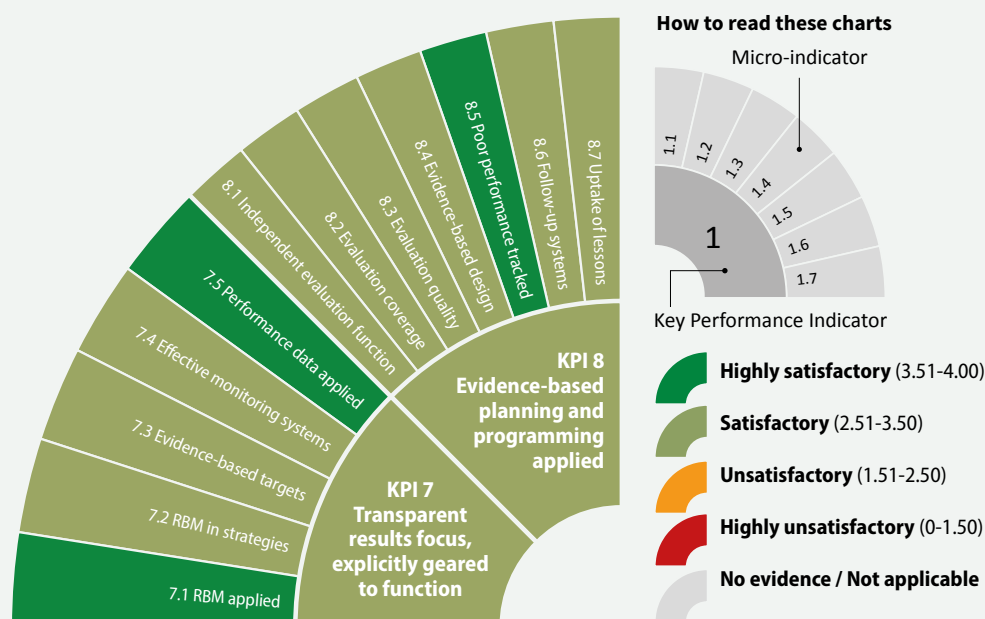
**Although the Bank has made progress in increasing the selectivity of its global partnerships, there remains no overall framework to monitor or position these engagements to contribute to development results.** The Bank engages in a wide range of initiatives and platforms for a variety of purposes, including sharing knowledge and evidence, promoting harmonisation and coherence and promoting transparency around normative commitments. A 2020 IEG evaluation noted that decision-making around partnerships is decentralised and often pursued on a case-by-case and opportunistic basis across different business units (IEG, 2020g). While this approach maximises flexibility, it was noted to contribute to fragmentation and missed opportunities to leverage synergies. In response, the Bank has implemented a process whereby new partnerships are subject to approval by the Managing Director for Partnerships. However, there remains no overall corporate framework for identifying the expected results for partnerships, particularly when they are not anchored around a trust fund. Furthermore, there are no structured mechanisms to obtain feedback from partners to enhance the value of partnerships. At country-level, outside of partnership activities identified in the CEM, there is limited visibility of the full scope and nature of the Bank's partnerships at country level, which are often personality-driven.

**Whereas knowledge is a key aspect of the Bank's partnerships and comparative advantage, the Bank lacks a systematic means of promoting the contribution of its knowledge products to development effectiveness.** The Bank produces a wide range of knowledge products ranging from its annual flagship World Development Report to core diagnostic work that informs the development of CPFs and thousands of project-specific knowledge pieces designed to shape borrower country policies, strategies and reforms. The production of a Strategic Framework for Knowledge in 2021 provides a mapping of the Bank's various knowledge products and their potential contribution to promoting development effectiveness, yet provides no timebound, actionable plan for increasing their relevance, quality and contribution to operational learning (World Bank Group, 2021j). Furthermore, there is limited measurement or analysis of the extent to which knowledge products are taken up to inform policy development and reform or operational decision-making. This challenge arises from the nature of results management for knowledge products, which is centred on client perception of development outcomes achieved, as well as poor integration of knowledge products into results matrices for CPFs.

**Given the Bank’s role as a leading convener and provider of knowledge and solutions, the inability to demonstrate the full extent of its activities and their contribution to results is an important gap.** This gap will pose a particularly important challenge for the Bank in demonstrating the contribution of its partnerships and knowledge work to addressing transboundary challenges and delivering global public goods under a refreshed business model.

## PERFORMANCE MANAGEMENT

The **performance management** performance area assesses the existence of systems geared to managing and accounting for development and humanitarian results and the use of performance information, including evaluation and lesson-learning. This area is assessed through the two key performance indicators specified below:



## KEY FINDINGS

- The World Bank has a clear policy commitment to Results Based Management (RBM) at the operational and strategic levels, with RBM integrated throughout the operations lifecycle through mandatory supervision and self-evaluation of operations. Quality of the design and implementation of the monitoring remains challenging but is improving notably with staff training. CPFs serves as the main instrument for identifying and delivering development results, with results frameworks negotiated at the country level cascading down to individual operations. However, as results indicators must be selected in partnership with borrower countries, there can be conflict with the implementation of corporate strategies. Data quality is monitored throughout the country engagement and operations cycle with demonstrated improvement over the assessment period. Performance information plays a role in planning at the corporate, country and shareholders levels and informs adjustments to ongoing operations through processes for supervision and restructuring. Performance is communicated through the Corporate Scorecard, which brings together key indicators, and is analysed in the World Bank Annual Reports. IEG provides further analysis on Bank performance in its WBG Results and Performance Reports.
- IEG has a clear mandate which ensures its operational and financial independence from WBG Management and is provided unrestricted access to information and WBG staff to conduct its work. Although the WBG has no formal institutional evaluation policy, it has Evaluation Principles that define the purpose of evaluation, the roles of stakeholders, evaluation modalities, standards and quality assurance, and the main types of evaluations delivered. IEG’s workplan is prepared independently in consultation with Management and the Board to

identify and prioritise its engagements. This workplan allows for validation of all ICRs and CLRs, with strategic considerations driving the selection of other types of evaluations. IEG reports annually on its activities and on management uptake of evaluation recommendations. This reporting does not always provide full transparency on the delivery of its work programme.

- IEG reports increasingly present methodological limitations and are generally perceived as objective, with clear linkages between evidence and conclusions. In its higher-level evaluations IEG mainly uses a composite project performance criterion that brings together effectiveness, efficiency and sustainability. All IEG reports include recommendations and a management response, including the extent of agreement and actions to be undertaken. IEG reports on the implementation of recommendations and actions through a self-assessment process and an outcome-driven validation report. IEG has been increasingly active in disseminating lessons from evaluations through a range of message-driven communications tools, with supported by required dissemination plan. Self-evaluation reports and CPFs are expected to identify lessons from previous operations, though it is unclear how this requirement is supported, scrutinised and tracked.

#### KPI 7: Strong and transparent results focus explicitly geared to function

Satisfactory	3.29
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**The World Bank has a clear policy commitment to Results Based Management (RBM) at the operational and strategic levels.** RBM is integrated throughout the operations lifecycle through mandatory supervision and self-evaluation of operations. M&E frameworks are designed in partnership with borrower governments during the preparation of CPFs and operations, primarily using country systems. Both CPFs and operations subject to mandatory self-evaluation, including the identification of lessons for future operations (World Bank Group, 2021f). At a strategic level, progress achieved in implementing the Bank's policy commitments and its contribution to development outcomes is monitored through the IDA Results Measurement System (RMS) and the Corporate Scorecard (World Bank, 2022p; IDA, 2021i). Reporting at the strategic level is cascaded to operations through a set of Corporate Results Indicators (CRIs) to facilitate aggregation.

**Various measures are undertaken throughout the operations lifecycle to promote the quality of monitoring and evaluation systems.** Each operation is required to identify a results framework identifying key causal pathways from activities to outcomes, indicating the specific and measurable benefits for primary beneficiaries. Borrower capacity to implement M&E systems is considered upstream in the design of CPFs and operations and M&E implementation is followed-up during supervision. The World Bank addresses data quality from an upstream perspective through its in-depth engagement in statistical reforms and statistical capacity-building efforts. Multiple guidance documents are available to support this process and operations staff are required to undergo basic RBM training as part of a core curriculum, supplemented by additional optional training opportunities. Notably, the quality of M&E implementation is assessed through mandatory Implementation Completion Reports (ICRs). Although data quality remains an important challenge, the quality of M&E for operations has improved over the assessment period (IEG, 2021d).

**Regular supervision and monitoring also provides a means of addressing implementation performance challenges.** Operations are subject to supervision every six months, with resources for supervision identified from the Bank's Administrative Budget as part of Country-level Annual Work Programmes. Operations supervision is guided by the Implementation Progress Report (IPR) template, on which basis Task Teams work with borrowers to take stock of progress achieved toward delivering Project Development Objectives. Additionally, each operation is subject to a mandatory mid-term review that takes stock of implementation and progress achieved against development objectives. At the country-level, the Country Portfolio Performance Reviews provides an opportunity for country teams to engage borrowing countries in dialogue around portfolio implementation issues, including the quality of M&E (World Bank Group, 2021f).

**A series of annual reports provide an overall picture of the Bank’s performance at the corporate level.** An annual report presents overall performance against the Bank’s IDA RMS and corporate scorecard to the Executive Board and provides explanations for any discrepancies. The Operations, Strategy, Risk, Results and Learning Unit (OPSRL) is responsible for the overall management of corporate results reporting. It plays a key role in consolidating data across the Bank and assessing its quality and diffusion. The Bank’s IEG produces an Annual Results and Performance Report (RAP) for lending, CPFs and advisory services and analytics (World Bank Group, 2022d). This report considers validated Implementation Completion Reports (ICRs) for operations and CLRs alongside Country Programme Evaluations and other reports. This report identifies the overall proportion of operations and CPFs rated moderately satisfactory or better for the achievement of expected development outcomes.

**Performance information plays an important role in planning and decision-making at the corporate and country-levels.** At the country level, performance information informs adjustments made to CPF and the restructuring of operations to enhance performance. At a corporate level, portfolio performance information is integrated into the W-process upstream and informs country-level resource allocation. Information from IEG’s RAPs is fed into the Corporate Scorecard to provide a high-level picture of the performance of the Bank’s operations. Annual budget documents also integrate corporate performance information, taking stock of the World Bank’s progress in delivering on IDA replenishment and IBRD Capital Package policy commitments (World Bank, 2022d). Finally, annual results reporting and Mid-Term reviews feed into the IDA Replenishment process, allowing shareholders to reflect on the Bank’s strategic priorities and their relevance in light of the evolving context of global development (IDA, 2021f).

**Despite the strength of its RBM systems, the Bank faces important challenges in aggregating its contribution to outcomes for policy priorities, sectors and global themes.** Results reporting is primarily driven by CPFs and operations with relative ambiguity with respect to the positioning of sector and corporate strategies. Corporate strategies for cross-cutting solutions areas, including the two Climate Change Action Plans (CCAP), Gender Strategy and FCV Strategy, often include a results framework but identify results indicators and targets that are more input-oriented (e.g., proportion of operations addressing a particular priority or theme; World Bank Group, 2021l, 2016d, 2016e). A similar challenge was noted for results frameworks and scorecards among Regional Strategies. Other corporate and sector frameworks may not even include a results framework (World Bank Group, 2021j). Similarly, indicators for the Corporate Scorecard and IDA RMS are predominantly input-driven (World Bank, 2022p; IDA, 2021i). Although evidence about outcome achievement is often available for individual projects, the Bank faces challenges in aggregating information about results at the corporate level.

#### KPI 8: Evidence-based planning and programming applied

Satisfactory

3.20

**The WBG activity is supported and controlled by a strong evaluation capacity, which:**

- **benefits from a clear status and mandate;**
- **applies systematic evaluation programming procedures;**
- **uses internationally approved evaluation criteria;**
- **produces evaluation reports based on explicit methods;**
- **ensures the dissemination and uptake of evaluation’s lessons and recommendations;**
- **identifies poorly performing operations; and**
- **is submitted to regular external reviews aiming at permanently improving and adapting its contribution to the WBG accountability and learning.**

**The IEG has a clear mandate from the Executive Board, which ensures its operational and financial independence from the Management of the WBG.** The authorising environment for independent evaluation is provided by Operational Policy 13.60 on M&E, reinforced by the IEG mandate. Unlike other MDBs, the WBG has no formal independent evaluation policy but an explicit mandate and Evaluation Principles which define the purpose of evaluation, the roles of various stakeholders, evaluation modalities, standards and quality assurance, and the main types of evaluations delivered (World Bank Group, 2018b and 2019e). Evaluations are submitted directly to the Executive Board Committee on Development Effectiveness (CODE), promoting independence.

**The Director General Evaluation (DGE) reports directly to the Executive Board, which approves IEGs mandate, its terms of reference, and the annual work programme.** The Board appoints the DGE for a non-renewable six-year term. The selection process and performance review of the DGE are managed under the oversight of the CODE with the advice of the Vice President Human Resources. Only the Board may remove the DGE for cause. The DGE is responsible for managing the personnel and budget of IEG under the oversight of CODE and in consultation with the Vice President Human Resources. In this space, the DGE makes decisions independent from the Management of each WBG institution, reporting directly to the Executive Board.

**IEG has a dual mandate to promote both accountability and learning across the WBG.** All operations are required to undergo a self-evaluation following closure. IEG is responsible for validating the Bank's self-evaluation activities and undertaking independent assessments of the relevance, efficacy and efficiency of Bank operational activities and processes. IEG engages in a consultative process with Management to promote the relevance and usefulness of its reports. This trade-off between independence and influence, has been identified by the two external reviews (2015 and 2022; World Bank Group 2015, World Bank Group 2023). The reviews also note IEG's efforts to engage in more proactive engagement with management during the period under review, largely to promote the uptake of the lessons of its evaluations.

**IEG has unrestricted access to information and WBG staff in conducting its work.** In the course of conducting evaluations, IEG has unrestricted access to the staff and records of the Bank and may consult with borrower governments, beneficiaries, co-financers as well as operational managers, peer reviewers and other stakeholders as required to discharge its responsibilities. IEG staff confirms that they are generally able to access required information to perform their role as intended.

**IEG prepares its workplan independently but in consultation with Management and the Executive Board to identify and prioritise its engagements.** IEGs work programs and budgets are prepared independently of the WBG budgets. There are no specific coverage requirements for other independent evaluations. However, IEGs mandate states that, following consultation with external stakeholders, the Board and World Bank management, IEG will propose strategic choices about its work programme. These choices aim to balance resources and organisational needs to ensure the World Bank Programme's relevance, alignment with institutional strategic priorities and the main development challenges affecting client countries. Coverage gap analyses helps ensure appropriate evaluation coverage across the Bank's portfolio. Traditionally, IEG has sought to validate 100% of ICRs and CLRs annually, while implementing a smaller number of Country Programmes and thematic evaluations (IEG, 2022c).

**The workplan can be reviewed, notably in crisis contexts.** IEG's work programmes seek to balance emerging and long-standing organisational priorities. During the COVID-19 crisis, IEG shifted its work programme to provide real-time evidence-based inputs and lessons to inform decision-making. In FY22, its work programme noted a shift toward issues emerging from IDA20 (IEG, 2022c). The 2022 external review draws attention to the trade-off between allocating resources to genuine ex-post evaluations and shorter-term analyses aiming at learning immediate lessons from experience in crisis response and suggests that the CODE clarifies the role of IEG in that context and adapts IEG mandate and resources accordingly (World Bank Group, 2022g).



**IEG reports annually on its activities and on management uptake of evaluation recommendations.** IEG produces an annual report that identifies the delivery of different types of evaluations, evaluation lessons and capacity development activities. However, this reporting does not always provide full transparency on the delivery of its work programme. For example, the annual report does not compare completed high-level evaluations against the annual work plan.

**The Evaluation Principles and the evaluation manual identify evaluation criteria, accompanied by quality assurance procedures that promote end-to-end stakeholder engagement.** The IEG's Evaluation Principles and the evaluation manual provide broad guidance for conducting evaluations (World Bank Group, 2019e). The principles draw on international norms and standards, such as the OECD-DAC criteria, and are aligned with international evaluation best practices and policies. IEG employs a multi-layered approach to ensure the quality assurance of evaluations, including an in-depth review of intermediate and final evaluation products by internal and external reviewers. Additionally, IEG collaborates with stakeholders throughout the evaluation cycle and shares approach papers for discussion before implementation. A Methods Advisory Function has been established to help strengthen the methodological rigour and quality of IEG reports. Furthermore, IEG conducts meta-evaluations of its evaluation activities (IEG, 2021b).

**In its higher-level evaluations IEG uses a composite project performance criterion that brings together multiple evaluation criteria.** While project self-evaluations refer to all Development Assistance Committee (DAC) criteria, ICRRs consolidate the relevance, efficacy (effectiveness) and efficiency ratings into a composite project performance criterion called "Outcome" (IEG, 2017). Other IFIs, such as the Inter-American Development Bank (IDB), use a similar composite project performance criterion in addition to, but not replacing, the DAC evaluation criteria and report annually on the performance of their portfolio based on each classical DAC criterion. IEG bases most of its publications and analyses on this composite criterion of outcome, but does not refer to it in its RAPs, corporate scorecards or other transversal portfolio analyses to the relevance, effectiveness efficiency or even sustainability of its interventions.

**Although this approach allows for consistent reporting across a broad and diverse portfolio, the composite indicator hold implications for the balance between the accountability and learning aspects of IEGs mandate.** This is a departure from how the DAC evaluation criteria are addressed in peer organisations that gives priority to the summative (accountability) dimension of the evaluation process at the cost of its analytical and formative (learning) potential. This issue is identified by the 2022 external review, which recommends a reorientation to develop IEG's formative role while maintaining its contribution to the Bank's accountability system (World Bank Group, 2022g). Besides "Outcome", ICRRs also assess risks at different levels, Bank performance and the quality of the M&E.

**IEG also assesses the quality of ICRs and CLRs.** IEG plays an important role in promoting the quality of ICRs. The ICRR is an independent, desk-based, critical evaluation of the ICR content and ratings. IEG has also consistently conducted validations of all CLRs produced for CPFs. A disconnect reflecting the difference between the outcome rating the World Bank assigns and the rating IEG assigns through the validation is calculated (IEG, 2017).

**IEG reports increasingly present methodological limitations and are generally perceived as objective, with clear linkages between evidence and conclusions.** IEG reports are generally consistent in their rationale, scope, questions, methods, findings and recommendations (IEG, 2021b). They include a logical fit between methods, data sources and evaluation questions with recommendations that flow logically from findings. Most evaluations identify their limitations in a meaningful and convincing manner. Greater clarity could be achieved in describing assumptions underlying the theories of change. In some cases, triangulation of evidence was found to be insufficient. Board members, WBG staff and external stakeholders consider that IEG reports provide an objective analysis based on relevant information and show convincing links between evidence and conclusions.

**IEG has been increasingly active in disseminating lessons from evaluations through different means and in collaboration with WBG Management.** IEG actively deployed new and innovative means of disseminating its findings and transmitting conclusions and key messages. It used several channels to share lessons from evaluations. It produces a series called “Project Lessons” on WBGs projects, a weekly blog focusing on understanding what works and why, and a podcast dedicated to lessons learned (World Bank Group, 2023g). The uptake of learning from evaluations has been sparsely documented and is less visible. Evaluation reports remain the primary means through which staff engage with IEG.

**Self-evaluation reports and CPFs are expected to identify lessons from previous operations. How this requirement is supported, scrutinised and tracked is not clear.** ISRs, ICRs and CLRs are all required to demonstrate relevant lessons learned. Similarly, new operations and CPFs are required to demonstrate how these lessons are incorporated into the design. More than 70% of staff indicated that IEG reports, including their lessons and recommendations, influence World Bank activities (IEG Client Survey, 2022). However, the utility of lessons at the project level is less clear and appears to be declining. A major barrier is a perceived disconnect between IEG lessons and recommendations, and operational realities.

**The World Bank has a systematic way of identifying problem projects and improving their performance. Clear guidelines are in place, and responsibilities are identified to promote transparency around project restructuring to improve performance.** Bank projects are required to undergo supervision and formally report through the ISR every six months. The first supervision report should be completed in the first three months after Board Approval. Data provided by the World Bank indicates a high degree of compliance with these requirements. ISRs present ratings for key aspects of project implementation, including Implementation Progress, progress toward Development Outcomes, compliance with safeguards policies, compliance with legal covenants, audited financial statements and disbursements. The ISR also involves follow-up on key risks identified during project preparation through the Bank’s SORT tool. Projects with delayed supervision reports are flagged as outliers for follow-up. Management reports to the Executive Board on problem and potential problem projects through a quarterly operations update. Most Board members and borrowing countries agree that World Bank projects are regularly supervised, and poor performance is effectively identified.

**Problem and Potential Problem Projects are subject to more intense supervision.** This is designed to help improve performance, including dialogue, training and implementation support provided to counterparts. At the country level, Country Management Units (CMUs) conduct regular CPPRs with counterparts. Problem project restructurings are made at the discretion of Country Directors. High-risk restructurings are submitted for consideration by the Executive Board (World Bank, 2017e). Stakeholders note that, although restructuring is more frequently implemented, the need to agree with borrowers sometimes limits important changes. Since FY17, the proportion of problem projects has fluctuated between 12% and 18% without a clear upward or downward trend.

**All IEG reports include recommendations as well as a publicly accessible management response.** Each IEG evaluation report has an associated management response that is presented with the rest of the evaluation report. IEG and World Bank management interact throughout the process of implementing thematic, sectoral and other major evaluations. Before IEG submit a report to CODE, Management elaborates a Draft Management Response that addresses the findings and recommendations, stating their extent of agreement with each recommendation. After CODE meets to discuss the evaluation with IEG and Management, a Board report is drafted summarising the discussion, and IEG publishes the final report along with the management response.

**Over the assessment period, the Management Action Record System (MAR) has been changed.** Formerly Management had to prepare an action plan to address each of the accepted recommendations, the implementation of which was monitored by IEG. IEG recommendations are now fewer in number and more outcome oriented.

Management now submits annual self-assessments that are strategically focused on the intended outcome of recommendations which are then validated by IEG. These reports and IEG’s validation are presented to the Board annually. Whereas the 2022 External Review notes that the collaboration between IEG and Management has increased, it remains challenging to fully reflect the extent to which changes introduced address key challenges and contribute to the overall effectiveness of the Bank’s operations (World Bank Group, 2022g).

**IEG disseminates its work to stakeholders through an increasingly diverse range of message-driven communications tools.** All IEG evaluations must have a dissemination plan and are increasingly communicated through diverse platforms geared towards uptake. IEG’s evaluations, work programmes, management action validations, ICR Reviews, CLR Reviews, and Annual Results and Performance Reviews are all available publicly on the website. Evaluations results are also communicated externally through blogs, podcasts, lessons learned series, and lessons databases. The 2022 External Review recognises that the World Bank has increasingly ramped up and strengthened its knowledge and communications activities to reach stakeholders and make them aware of IEG’s work (World Bank Group, 2022g).

**Following a recommendation from the 2015 External Review, IEG implements periodic internal and external reviews.** IEG has undergone a series of external reviews since the first such assessment was completed in 2005. Following the 2015 External Review, it was agreed that IEG would be regularly submitted to such reviews (World Bank Group, 2015). This is a good practice among Independent Evaluation units. IEG has submitted a management response to CODE indicating how recommendations from external reviews will be addressed and reports on implementation through its annual reports and work programmes. The 2022 External Review followed up on the recommendations from 2015, indicating that most of them had been addressed effectively (World Bank Group, 2022g).

The 2015 external review recommendations emphasised:

- the importance of IEG’s dual mandate for accountability and learning, with an enhanced means of ensuring the quality, relevance, usefulness, credibility and influence of IEG’s work;
- regular independent external reviews should be conducted every five years;
- The need for a principle-based living evaluation policy, including Terms of Reference and a five-year strategy for IEG;
- the need to strengthen oversight from CODE; and
- the need for IEG to build M&E capacity in client countries in partnership with the WBG, peers and borrower countries.

Recommendations from the 2022 external review include:

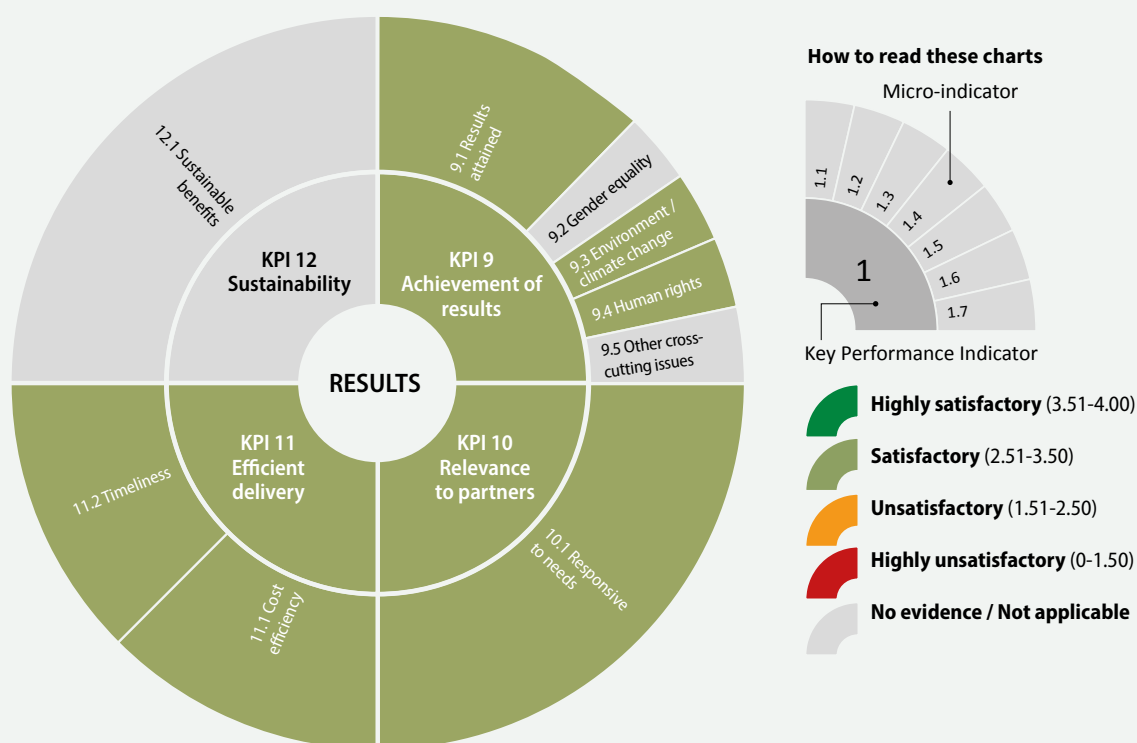
- increasing the oversight role of CODE;
- increasing the visibility and clarity of resource allocation for learning activities;
- improving collaboration between the IEG, IFC and MIGA to promote an evaluation culture in these institutions;
- better defining IEG’s role in informing WBG strategic shifts relative to other accountability and research functions;
- supporting the WBG’s shift in outcome orientation through evaluation while staying attentive to the tension between outcome orientation and effective accountability; and
- strengthening engagement in evaluation capacity development.

## RESULTS

The **results performance** area explores to what extent relevant, inclusive and sustainable contributions to development results are achieved in an efficient manner. This is assessed through the four key performance indicators in line with the corresponding OECD/DAC criteria: Relevance, Effectiveness, Efficiency and Sustainability.

The assessment of the results performance area is based only on published documents, excluding interviews and surveys.

IEG uses the concept of (overall) outcome as a composite indicator of project performance, integrating the evaluation criteria of relevance, efficacy (effectiveness) and efficiency. It addresses the sustainability criterion through a broad definition of risk assessment. The assessment team did not find evaluations or analyses of each of these components (the OECD-DAC criteria) above the project level corresponding to the period under review. This led to using indirect approaches to assess some KPIs listed below. These analyses help draw some lessons and suggest that limited published information does not necessarily mean poor performance in that field. However, some of these approaches do not lead to a rating due to the limited published evidence provided by the Bank.



## KEY FINDINGS

- IEG's Results and Performance (RAP) reports, centred around a composite indicator for performance that brings together aspects of relevance, effectiveness and efficiency, indicate that the performance of the Bank's operations and CPFs is broadly satisfactory and relevant to the needs of countries, improving over the assessment period. The proportion of projects as rated MS+ or higher for the achievement of outcomes increased from 80 to 85% between FY17 and FY21, with CPF increasing from 63% to 72% MS+ since 2011. Client perceptions of the extent to which the Bank's ASA has contributed to their intended outcome have remained strongly positive over the assessment period, fluctuating between 90 and 95% agreement.

- The Bank’s overall trajectory for gender and climate change is positive. The 2016-23 Gender Strategy and the 2015-20 and 2021-25 CCAPs, reinforced by the corporate scorecard and IDA RMS have created strong incentives for the alignment of operations. IEG RAPs have noted increased integration of gender into operations and CPFs and the Bank provided USD 26 billion in financing for climate mitigation and adaptation in 2021 alone. Numerous contribution stories at the project level indicate that positive outcomes are being achieved. The Bank’s challenge now is to consolidate these project-level results to demonstrate its contribution to results at the country, regional and global levels.
- Independent evaluations indicate that the Bank has been effective in preserving hard-won development gains and supporting critical service delivery in FCV contexts. IEG RAPs indicate that the proportion of projects in FCS countries rated MS+ for the achievement of project development objectives increased from 77% from FY17-19 to 74% in FY21. Performance has tended to be lower in conflict-affected countries, ranging from 56% MS+ for DPFs to 66% MS+ for IPFs. Furthermore, it has leveraged trust funds to work effectively in partnerships with humanitarian entities to expand access and reach of operations.
- Furthermore, improvements in the Bank’s overall disbursement ratio, positive trajectory for ratio of administrative budget to projects under supervision and decreased timeframes between approval and first disbursement all suggest the Bank is delivering results in an increasingly efficient way; however, evidence is not available to identify the extent to which outcomes are sustainable across the portfolio.
- The World Bank’s move to strengthen the outcome orientation of the Bank is an important step toward strengthening reporting on contribution to outcomes, including for global themes. This change will see the identification of High-Level Outcomes across CPFs originated after June 2021 reflecting long-term, sustainable outcomes aligned to countries’ achievement of the Sustainable Development Goals. There are opportunities to make more systematic use of decentralised evaluations to provide a more holistic picture of how ASA, trust funds and lending operations are contributing to the achievement of outcomes at the country level.

### KPI 9: Development and humanitarian objectives achieved and results contribute to normative and cross-cutting goals

Satisfactory

3.00

**The best indication of the World Bank’s performance across operations and CPFs is provided by IEG’s annual Results and Performance (RAP) Reports.** The RAP is based on a sample of the Bank’s Country Programme Evaluations, CLRRs, Project Performance Assessment Reports (PPARs) and ICRRs. The analysis is centred upon IEG’s composite indicator for performance, which brings together aspects of relevance, effectiveness and efficiency. Unlike other MDBs, the World Bank does not report separately on the relevance, effectiveness, efficiency and sustainability of its operations. However, thematic “cuts” across different RAP reports emphasise specific issues such as the quality of monitoring and evaluation.

**The performance of World Bank operations is broadly satisfactory and has improved over the assessment period.** The proportion of projects as rated MS+ or higher for the achievement of outcomes increased from 80 to 85% between FY17 and FY21, with strong ratings noted across Investment Project Financing (IPF), Performance for Results (PforR) and Development Policy Financing (IEG, 2023). This increase has corresponded with increased ratings for the quality of monitoring and evaluation during the same period; however, it is not clear that the increase in project performance is attributable solely to enhanced M&E enabling a better demonstration of project outcomes. Performance ratings were found to have increased across all Practice Groups as well as in FCS and IDA countries.

Europe and Central Asia and Western and Central Africa regions represented the largest share of the portfolio and obtained the highest average outcome ratings.

**There has been a similar improvement in the performance of CPF ratings over time.** RAPs indicate a steady improvement in WBG CPF development outcome ratings since 2011, increasing from 63% to 70% of CPFs rated as MS+. The 2022 Corporate Scorecard reports that 72% of CPFs were rated as MS+ between FY19-22 (World Bank Group 2022f). Outcome ratings tend to be highest for certain “outcome types,” including expanded access to services, increased human capital, improved sector performance, and enhanced equity and inclusion. Ratings are less reliable for activities related to institutional strengthening, the outcomes of which are generally harder to measure. Client perceptions of the extent to which the Bank’s ASA has contributed to their intended outcome have remained strongly positive over the assessment period, fluctuating between 90 and 95% agreement.

**There have been important limitations in reporting on the achievement of country development outcomes.** A 2020 IEG report indicated that country-level reporting systems do not fully capture the WBG contribution to country outcomes (IEG, 2020f). Often, CPF results frameworks are overly reliant on data from operations and do not sufficiently consider the contribution of other activities such as ASA. Furthermore, the RAP notes other challenges around the selectivity of CPF outcomes (too many or too broad), and insufficient attention paid to implementation capacity and political economy. A 2022 ICAI Review of IDA corroborates these challenges and notes, but also notes that CPF results targets tend to address outputs and intermediate outcomes, rather than final development impacts (ICAI, 2022).

**The Bank faces challenges in reporting on its contribution to outcomes for global issues such as gender and climate change across its diverse, global portfolio.** Given the overall strong performance of the Bank’s operations, it is very likely that the Bank is also contributing to outcomes for these global themes at the country, regional and global levels. Challenges in demonstrating the Bank’s contribution are linked to numerous factors including the structure of ICRs and CLRs, the time lag between project approval and completion and the relatively limited number of IEG CPEs and thematic and high-level evaluations. Currently, ICRs and CLRs do not report separately on the achievement of outcomes for global themes. This information is instead provided in an overall rating of achievement of project development outcomes, which makes aggregation very challenging. IEG’s emphasis on 100% validation of ICRs and CLRs does not address this challenge.

**Independent evaluations are critical in assessing the Bank’s overall performance in contributing to outcomes for global themes, but their availability is limited.** Outcomes for global issues take time to materialise such that ICRs and CLRs can only provide a partial view of overall results achieved. CPEs and other higher-level evaluation products are an extremely valuable source of information on global themes but are limited in number due to their complexity and depth. Furthermore, such assessments can only be done retrospectively, while project outcomes take at least 5-10 years to be mature and measurable. Although this evidence is not yet available, the overall trajectory remains positive as the Bank scales up both its financial support to these themes and strengthens its approach for measuring its contribution to outcomes. It is important that this progress is sustained and that such systems are reinforced over time.

**Sufficient evidence is not yet available to rate the Bank’s contribution to gender outcomes across its operations.** Under the 2016-2023 Gender Strategy and the 2016-2020 and 2021-2025 CCAPs, emphasis has primarily centred on improving alignment and overall financing, reinforced by strong incentives in the IDA RMS and Corporate Scorecard (discussed in KPI 2). This is reinforced by IEG RAPs and other reports over the period which have found that integration of gender into operations and CPFs. However, significantly less attention has been paid to monitoring gender outcomes during implementation, with intensive human resources devoted to the gender tagging process ex-ante. The Corporate Scorecard reports on a range of gender-related indicators, but only in terms of alignment and outputs rather than outcomes. Furthermore, only 10% of operations that have been “gender-tagged” since its inception in

2017 have since been completed; however, initial indications suggest that 70% of these projects are reporting on gender results, indicating that reliable data is likely to be available in the medium-term.

**The Bank has made important progress toward the alignment of operations and CPFs to contribute to climate mitigation and adaptation and projects are yielding results, but it remains challenging to report on overall contribution to outcomes.** A key challenge stems from the decision not to subject the 2016-2020 CCAP to an independent evaluation. There are very positive indications that the Bank will be able to report on other climate outcomes in the near future given the strong progress achieved in scaling-up finance for climate mitigation and adaptation over the assessment period, providing USD 26.2 billion in financing in 2022 alone. The Bank's GHG accounting also provides an indication of the Bank's impact in reducing emissions across projects. A range of contribution stories at the country level indicate that progress is being made in a number of areas, including renewable energy generation, transport and climate adaptation. Recent IEG evaluations of the Bank's work to address Natural Resource Degradation and Vulnerability and Disaster Risk Reduction noted that the Bank has been effective in addressing these issues at the project level. Moving forward, the Bank's next challenge will be to demonstrate how their climate finance is contributing to outcomes beyond the project level. The World Bank's activities for climate change are described further in Box 6.

**Evidence from evaluations indicate that the World Bank's performance in FCV contexts has improved over the assessment period.** IEG RAPs indicate that the proportion of projects in FCS countries rated MS+ for the achievement of project development objectives increased from 77% from FY17-19 to 74% in FY21. Performance has tended to be lower in conflict-affected countries, ranging from 56% MS+ for DPFs to 66% MS+ for IPFs. However, the proportion of CPFs in FCV contexts rated as MS+ has remained relatively constant over time. Obtaining a full picture of performance

### Box 6. Evolution of the World Bank's climate change activities

Since Climate Change was first introduced as an IDA16 Special Theme in 2012, the World Bank has made considerable progress in scaling up its support to climate adaptation and mitigation and positioning its interventions to achieve climate results:

- Under the first CCAP period (2016-2020), the World Bank boosted its climate finance (measured through climate co-benefits) to 28%, exceeding its target.
- In 2022, WBG climate finance reached USD 31.7 billion or 36% of overall financing.
- Under IDA19, 24 IDA countries were supported to update their NDCs.
- For the second CCAP period (2021-20215) the World Bank have set an ambitious target of an average of 35% climate finance over the period, including at least 50% of World bank climate finance for adaptation. This reflects a shift from “green” projects to greening entire economies.
- As of 2023, 25 CCDRs have been finalised or are in progress.
- Starting 1 July 1 2023, all new operations must be Paris Aligned, with the entire WB portfolio being Paris Aligned by 1 July 2025.
- A new Resilience Rating System was developed to provide guidance and specific criteria to assess the resilience of projects to climate risks and the resilience built through projects in the broader community or sector. This system was piloted during IDA19 and will be tracked in the IDA20 RMS.

These activities and the scaling up of climate-related indicators in the Corporate Scorecard are positioning the World bank to achieve climate results. Under IDA19, grant financing for climate priorities in IDA countries increased 500%. World Bank projects approved between FY19 and 22 are anticipated to yield emissions reductions of 150 million CO<sub>2</sub>eq – equalling 100% of LIC annual emissions (World Bank, 2023d).

in FCV contexts is limited by the extensive use of trust funds, which often do not meet financing thresholds requiring the completion of an ICR or IEG validation.

**A 2021 IEG evaluation indicates that the World Bank has been effective in preserving hard-won development gains and supporting critical service delivery in conflict settings.** Furthermore, it has leveraged trust funds to work effectively in partnerships with humanitarian entities to expand access and reach of operations (IEG, 2021g). However, working with de facto governments involved in conflict has at times contributed to a perception of “taking sides,” contradicting humanitarian principles. Disagreements sometimes arise in partnerships with humanitarian entities with respect to the implementation of environmental, social, security and fiduciary safeguarding policies. As the World Bank’s engagement in conflict situations increases, there are opportunities to enhance cross-learning to identify good practices and contribute to a more consistent approach.

**The World Bank’s move to strengthen the outcome orientation of the Bank, is an important step toward improving reporting on contribution to outcomes, including for global issues.** This change will see the identification of High-Level Outcomes across CPFs originated after June 2021 reflecting long-term, sustainable outcomes aligned to countries’ achievement of the Sustainable Development Goals (World Bank, 2022o). These Outcomes would be tracked over successive CPF cycles with more systematic use of contribution analysis to better understand the Bank’s contribution and identify lessons to strengthen performance. There are opportunities for the Bank to complement the ICR and CLR with more systematic use of decentralised evaluations to provide a better picture of the Bank’s contribution to high-level outcomes in different countries and regions. This evidence would complement’s work IEG and provide a more holistic picture of how ASA, trust funds and lending operations are contributing to the achievement of outcomes. This work could be guided and informed by IEG’s Evaluation Principles and would make a critical contribution to demonstrating the Bank’s contribution to delivering on global public goods going forward.

#### **KPI 10: Interventions are relevant to the needs and priorities of partner countries and beneficiaries, as the organisation works towards results in areas within its mandate**

Satisfactory

3.00

**The World Bank’s composite evaluation criteria and the operations identification process embedded in the design of CPFs indicate that operations are relevant to the needs and priorities of borrowers.** The World Bank assesses the relevance of project development outcomes but does not publish synthesis assessment that analyse relevance separately from other criteria. Therefore, assessing the evolution of the relevance of the Bank’s projects requires building on what is published about the evolution of two composite project assessment criteria, which include projects’ relevance as a component: outcome and quality at entry. Indeed, “outcome” brings together three dimensions: relevance, efficacy (achievement of objectives), and efficiency, and some of the dimensions of the notion of quality at entry are determinants of the project’s relevance.

As presented under MI 9.1, the composite **outcome** rating has been improving during the period under review, especially in FY 20 and 21 for which it was highly rated. Projects **quality at entry** was also high (80%) in FY20 and increased to 86% in FY21. These numbers suggest that the average relevance of the World Bank project was good and improving during the period under review. Other arguments support that assumption. The World Bank maintains an active policy dialogue with its client countries at the highest level. It formulates country diagnostics including the Country Policy and Institutional Assessments. Largely due to its collaboration with the IMF, the Bank is well informed about the macro-economic situation, the public finance resources and constraints, and debt sustainability. The Bank formulates CPFs which are reviewed through PLRs and CLRs. Projects are formulated at the request of the governments in the context of an active policy dialogue. Their alignment on these country strategies, the national priorities and the Bank’s overall objectives are tested. Thus, it can be assumed that most conditions of relevance are met: (i) clear



understanding of the context and its dynamics; (ii) ownership by the Government; (iii) realistic understanding of the public finance and institutional capacities; and (iv) an active policy dialogue.

**This overall assessment must be qualified based on some thematic evaluations, especially when CPFs are overly ambitious, not flexible enough, implemented in FCVs and dealing with the environmental degradation/vulnerability nexus.** Some CPFs relevance shows weaknesses such as insufficient selectivity or focus of objectives, insufficient preparedness and adaptiveness to changes and realism in programs and projects, and lack of realism about the national institutional capacity and political economic context. This probably negatively impacts the relevance of operations designed in that framework.

**There is a gap between project and country outcomes.** A disconnect between project and country strategy ratings reflects an incomplete alignment of project portfolio objectives and the priorities identified in the associated CPF. The IEG study on the WBG outcome orientation at the country level more systematically explored this disconnect. The analysis of Tier 3 of the 2022 Corporate Scorecard confirms the gap between project and country-level outcome ratings.

**Flexibility and capacity to adapt to a fluid context are increasingly important.** As stated in the RAP 2020, Project outcomes can be achieved despite severe challenges if the task team can identify risks early, elicit support from managers, and act quickly to mitigate these risks (IEG, 2020e). An analysis of projects of which the composite outcome rated highly satisfactory found that these projects often benefited from collaborative supervision and timely reactions to challenges. Overburdened country programs performed worse in response to large shocks and crises, especially in FCV situations. Nevertheless, operation relevance in that context is improving thanks to better identification and analysis of fragility factors and conflict drivers. This is mainly due to IDA FCV policy commitments, the development of the FCV strategy, country management commitment, and the elevation of the RRAs to a core diagnostic to inform lending.

**Challenges remain with the Natural Resource, Degradation and Vulnerability.** When dealing with the NRDV, the Bank seems to have more difficulty correctly identifying the problems to address and design relevant responses in all the ecosystems in which it operates and to the vulnerability of resource-dependent people where resource degradation threats are prominent (IEG, 2021i). SCDs and CPFs tend not to analyse resource degradation and associated human vulnerability jointly. SCDs, CPFs, and lending programs for Sustainable Land Management (SLM), forest resources, and groundwater do not address many underlying factors that drive resource degradation. SLM projects that aim to enhance the value of degraded land are not designed with an understanding of the coping strategies of vulnerable resource users who access these lands as a social safety net, nor do they address overlapping land claims.

#### KPI 11: Results are delivered efficiently

Satisfactory	3.00
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**Available information suggests that the extent to which the Bank's operations deliver results efficiently is improving.** IEG does consider the efficiency of projects when evaluating them. However, it only publicly provides project “outcome” ratings, which include efficiency, but does not give it much visibility. Two indicators allow for assessing the evolution of the institutional efficiency of the Bank: (i) the disbursement ratio which increased to 21% in FY22 surpassing the target of 20%; and (ii) the World Bank administrative budget by USD billion under supervision decreased by 23% between FY15 and FY22 (World Bank, 2022p). The administrative budget per number of projects under supervision has been relatively stable since FY15 but decreased during the pandemic due to the significant increase in commitments and disbursements during the pandemic.

**Project Readiness and overall time from approval to first disbursement are improving.** While the elapsed time for project preparation is no longer reported in the corporate scorecard, internal reports indicate the time lag is declining.

The time for projects (all instrument types) from concept note to first disbursement declined from 23 months in FY17 to 15.1 months in FY22. For IPF, the elapsed time declined from 25.6 months to 18.7 months. These improvements are largely due to greater focus on implementation readiness during project preparation stage. Other contributing factors include intensified supervision efforts early in the implementation cycle, use of fast disbursing IPFs (expected to disburse 50% in the first 2 years from Board approval), and reinforced efforts by different Regions and GPs in cross-learning and applying good practices which informed design of operations, including through Quality Enhancement Review (QER) of projects.

**While these are remarkable improvements, client perceptions of timeliness in 2020 suggested room for improvement in both FCV and non-FCV countries.** IEG RAPs and evaluation reports have also consistently noted over-optimistic implementation schedules and under-estimated implementation capacity as key factors contributing to delays.

#### KPI 12: Results are sustainable

Unrated

**The World Bank does not provide any aggregated assessment of the extent to which the results of its operations are likely to be sustainable.** MOPAN defines sustainability in terms of the likelihood that intervention results continue or are likely to continue after intervention completion. Whereas IFC and MIGA report on the economic sustainability of their assessments through the RAP and the corporate scorecards, the World Bank does not. This issue was also identified in the previous MOPAN assessment.

**Annual reporting centres upon the World Bank's progress toward ending extreme poverty and promoting shared prosperity in a sustainable way but does not provide a picture of the overall sustainability of results.** Annual Reports provide several references to the World Bank's contribution to creating an enabling environment for sustainability with respect to promoting debt and fiscal sustainability, promoting sustainable/resilient response to crises, sustainable growth, sustainable delivery of public services, sustainable use of nature and landscapes and sustainable infrastructure and cities, among others. However, the report does not provide evidence of the actual contribution of the Bank's intervention to any changes that have occurred.

**Operational risk reporting addresses risks to sustainability throughout operations, but limited evidence is provided ex-post.** Risks to sustainability are identified ex-ante during operations design and followed-up throughout supervision. However, there is no consolidated ex-ante reporting on the extent to which different risks materialised and how these can inform future interventions. IEG questions the utility of such reporting on likely sustainability following project closure and focuses instead on the concept of "outcome risk." Consequences for the sustainability of the project's outcomes are not made explicit through available synthesis assessments reporting on this issue. Furthermore, the impact of some of identified risks at project close continue to be high, necessitating an ex-post evaluation addressing the sustainability of outcomes to fully understand their impact. Given that the Bank intends to deliver on its twin goals in a sustainable manner, ensuring clarity and reporting on a synthetic level in the corporate scorecard would be important to fully report on delivery of its strategic vision.

**There is evidence that the World Bank's operations generally meet important conditions for sustainability.** As noted in KPI 10, CPFs and operations are relevant and benefit from a good level of government ownership. As noted in KPI 9, most operations achieve their development objectives. It is likely that most operations demonstrate key conditions for sustainability, including: (i) relevance (a good understanding of the problems to address and alignment to national priorities and policies); (ii) government ownership; (iii) a realistic understanding of public financial and institutional capacity; and (iv) an active and continuing policy dialogue. However, there remains limited analysis and reporting to confirm that these conditions have supported the sustainability of outcomes across operations.

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# ABOUT THE ASSESSMENT



## THE ASSESSMENT APPROACH

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The approach to MOPAN assessments has evolved over time to adjust to the needs of the multilateral system. The MOPAN 3.1 methodology, applied in this assessment, is the latest iteration.

Starting in 2020, all assessments have used the MOPAN 3.1 methodology,<sup>1</sup> which was endorsed by MOPAN members in early 2020. The framework draws on the international standards and references points described in the MOPAN Methodology Manual. The approach differs from the previous 3.0 approach (used in assessments since 2015) in the following ways:

- Integration of the 2030 Sustainable Development Agenda into the framework.
- Two new micro-indicators (MIs) for the prevention and response to SEA/SH.
- The incorporation of elements measuring key dimensions of reform of the United Nations Development System (UNDS Reform).
- A reshaped relationship management performance area with updated and clearer key performance indicators (KPIs) 5 and 6, which better reflect coherence and focus on how partnerships operate on the ground in support of partner countries (KPI 5), and how global partnerships are managed to leverage the organisation's resources (KPI 6).
- A refocused and streamlined results component.
- A change to how ratings (and their corresponding colours) are applied, based on scores defined for indicators. Compared to the previous cycles conducted under MOPAN 3.0, the threshold for a rating has been raised to reflect the increasing demands for organisational performance in the multilateral system. The underlying scores and approach to scoring are unaffected. This approach was already implemented in MOPAN 3.0\* (2019 cycle).

MOPAN conducted Annual Surveys from 2003 to 2008 and used a methodology titled the MOPAN Common Approach during 2009-14. The MOPAN 3.0 Approach was first adopted for 2015-16 cycle of assessments.

In 2019, MOPAN 3.0 was relabelled as MOPAN 3.0\* to acknowledge a change in how ratings (and their corresponding colours) were aligned with the scores defined for indicators. Compared to previous cycles conducted under MOPAN 3.0, the threshold for ratings was raised to reflect increasing demands for organisational performance in the multilateral system. The underlying scores and approach to scoring remained unaffected.

In applying the MOPAN Framework, COVID-19 is considered from three perspectives:

- how the organisation has leveraged its internal processes to respond to COVID-19 in an agile and flexible way,
- the extent to which risk management frameworks contributed to an MO's preparedness to respond to the crisis, and
- how COVID-19 has been reflected in the organisation's strategies, operations and results targets.

Table 8 lists the performance areas and indicators used in MOPAN 3.1.

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1. MOPAN 3.1 Methodology Manual, 2020 Assessment Cycle, [http://www.mopanonline.org/ourwork/themopanapproach/MOPAN\\_3.1\\_Methodology.pdf](http://www.mopanonline.org/ourwork/themopanapproach/MOPAN_3.1_Methodology.pdf)



TABLE 8. PERFORMANCE AREAS AND KEY PERFORMANCE INDICATORS

Aspect	Performance area	Key performance indicator (KPI)
Organisational effectiveness	Strategic management	<b>KPI 1:</b> Organisational architecture and financial framework enable mandate implementation and achievement of expected results
		<b>KPI 2:</b> Structures and mechanisms support the implementation of global frameworks for cross-cutting issues at all levels in line with the 2030 Sustainable Development Agenda principles
	Operational management	<b>KPI 3:</b> Operating model and human and financial resources support relevance and agility
		<b>KPI 4:</b> Organisational systems are cost- and value-conscious and enable financial transparency and accountability
	Relationship management	<b>KPI 5:</b> Operational planning and intervention design tools support relevance and agility in partnerships
		<b>KPI 6:</b> Working in coherent partnerships directed at leveraging and catalysing the use of resources
	Performance management	<b>KPI 7:</b> Strong and transparent results focus, explicitly geared towards function
		<b>KPI 8:</b> Evidence-based planning and programming applied
Development/humanitarian effectiveness	Results	<b>KPI 9:</b> Development and humanitarian objectives are achieved, and results contribute to normative and cross-cutting goals
		<b>KPI 10:</b> Interventions are relevant to the needs and priorities of partner countries and beneficiaries, as the organisation works towards results in areas within its mandate
		<b>KPI 11:</b> Results are delivered efficiently
		<b>KPI 12:</b> Results are sustainable

Source: MOPAN 3.1 Methodology Manual, 2020 Assessment Cycle,

[http://www.mopanonline.org/ourwork/themopanapproach/MOPAN\\_3.1\\_Methodology.pdf](http://www.mopanonline.org/ourwork/themopanapproach/MOPAN_3.1_Methodology.pdf)

## APPLYING MOPAN 3.1 TO THE WORLD BANK

### Methodological interpretations and adaptations

Table 9 outlines the changes made to the framework to accommodate the specificities of the WB.

### Lines of evidence

The assessment relied on three main lines of evidence in relation to each KPI, MI and their constituent MIs: (i) document review; (ii) staff interviews; and (iii) partner surveys. The assessment team collected and reviewed a significant body of evidence.

- A document review: This comprised of publicly available documents published between 2016-2021 as well as guidelines and policies that are “current and in force”. These included key strategies and policies, budgets and financial statements, annual reports, and corporate scorecards, evaluation and COVID-19 specific documents. The 203 documents reviewed included 16 thematic evaluations.

TABLE 9. MODIFIED KPIS, MIs, AND ELEMENTS

KPI/MI/Element	Rationale
MI 1.4 Element 4. Funding windows or other incentives in place to encourage donors to provide more flexible/un-earmarked funding at global and country levels.	Not applicable. Earmarked funds are a UN-specific mechanism and cannot be replaced with trust funds; making this element not relevant for WB. Trust Funds will be assessed in KPIs 5 and 6.
MI 1.4-Element 5. Policies/measures are in place to ensure that earmarked funds are targeted at priority areas.	Not applicable. (See above).
MI 1.4-Element 6. [UN] Funding modalities with UN reform: 15% of total resources are from pooled funding.	Not applicable as IDA/IBRD are not UN entities.
MI 2.3 and Elements 1-6. Corporate/sectoral and country strategies respond to and/or reflect the intended results of normative frameworks for FCV situations.	Changed to reflect World Bank strategic priorities and operational model.
MI 3.1-Element 5. [UN] Engagement in supporting the resident coordinator systems through cost sharing and RC nominations.	Not applicable as IDA/IBRD are not UN entities.
MI 3.1-Element 6. [UN] Application of mutual recognition principles in key functional areas.	Not applicable as IDA/IBRD are not UN entities.
MI 3.2-Element 3. Resource mobilisation strategy/case for support seeks multi-year funding within mandate and strategic priorities.	Not applicable, in the case of MDBs as most resource mobilisation channels are by default multi-year (for example replenishment of IDA funds). Likely high performance and consider N/A as met by default.
MI 3.2-Element 5. [UN] 1% levy systematically collected and passed on to the UN Secretariat.	Not applicable as IBRD/IDA are not UN entities.
MI 4.7-Element 6. The Organisation can demonstrate its contribution to interagency efforts to prevent and respond to SEA at field level, and SEA policy/best practice co-ordination fora at HQ level.	Not applicable. There is no interagency efforts or guidance.
MI 6.2-Element 5. [UN] Guidance on implementing the Management and Accountability Framework exist and is being applied.	Not applicable as IDA/IBRD not UN entities
MI 6.3-Element 2. Clear statement/guidelines for how the organisation will support development partnerships between countries.	Not applicable. Mostly relevant to the UN concept of South-South co-operation.
MI 6.3-Element 4. Internal structures and incentives supportive of collaboration/co-operation with countries and use of country systems where appropriate.	Changed to 6.3-E4. Use of country systems where appropriate.  Only latter half of statement is relevant to WB.
MI 9.4. Interventions assessed as having helped improve FCV situations.	Changed to reflect World Bank strategic priorities and operational model.

- An online survey: Partners surveyed fall into the following categories.
  - Borrower Partners: National Government bodies that have received financial or technical support);
  - Implementing Partners: Project Implementation Teams and Organisations that have provided technical assistance on behalf of IDA/IBRD;
  - Knowledge Partners: Professional Associations, experts, and academics who contribute to the development of knowledge products;
  - Civil Society Organisations: NGOs/Civil Society/Advocacy/Beneficiary organisations consulted in the context of projects;
  - Trust Fund Partners: National, regional, and other partners who contribute to trust funds managed by IDA/IBRD
  - Peer Organisations: Other IFIs and MDBs, Interagency UN Groups (UNDP, UNEG), Country Office Staff within IFIs, MDBs, and UN agencies with whom IDA/IBRD co-ordinate with regularly;
  - Governing Body: Executive Directors and Advisors; and
  - MOPAN Members: Embassy staff and bilateral development programme contacts.

A total of 280 partners responded to the survey, a 19% response rate. The survey was conducted June-September 2022 (for more details, see Part II: Technical and Statistical Annex).

- Interviews and consultations: These were undertaken virtually between 22 November 2022 and 7 February 2023 as follows:
  - Headquarter interviews with 62 senior managers and staff.
  - Country level interviews with 29 mid- to senior-level country office staff.
  - Board interviews with 6 Executive Directors that chaired Board committees (Committee on Development Effectiveness (CODE), Budget Committee, Audit Committee, HR Committee).

Discussions were held with the institutional lead of the World Bank assessment as part of the analytical process. These served to gather insights on current priorities for the organisation from the perspective of MOPAN member countries.

General information about the sequence and details related to these evidence lines, the overall analysis, and scoring and rating process as applied to the World Bank can be found in the MOPAN 3.1 methodology.

## METHODOLOGY FOR SCORING AND RATING

The approach to scoring and rating under MOPAN 3.1 is described in the 2020 Methodology Manual<sup>2</sup>, which can be found MOPAN's website.

Each of the 12 key performance indicators (KPIs) contains several micro-indicators (MIs), which vary in number. The KPI rating is calculated by taking the average of the ratings of its constituent MIs.

### Scoring of KPIs 1-8

The scoring of KPIs 1-8 is based upon an aggregated scoring the MIs. Each MI contains a several elements, which vary in number, which represent international good practice. Taking the average of the constituent scores per element, a score is then calculated per MI. The same logic is pursued at aggregation to the KPI level, to ensure a consistent approach. Taking the average of the constituent scores per MI, an aggregated score is then calculated per KPI.









2. MOPAN 3.1 Methodology Manual, 2020 Assessment Cycle, [http://www.mopanonline.org/ourwork/themopanapproach/MOPAN\\_3.1\\_Methodology.pdf](http://www.mopanonline.org/ourwork/themopanapproach/MOPAN_3.1_Methodology.pdf)

### Scoring of KPIs 9-12

The scoring of KPIs 9-12 is based upon a meta-analysis of evaluations and performance information, rated at the MI level and aggregated to the KPI level. For KPI 9, results against the mandate and contribution to cross-cutting results are given equal weight. KPIs 9-12 assess results achieved as assessed in evaluations and annual performance reporting from the organisations.

### Rating scales

Whenever scores are aggregated, rating scales are used to translate scores into ratings that summarise the assessment across KPIs and MIs. The rating scale used under MOPAN 3.1 is shown below.

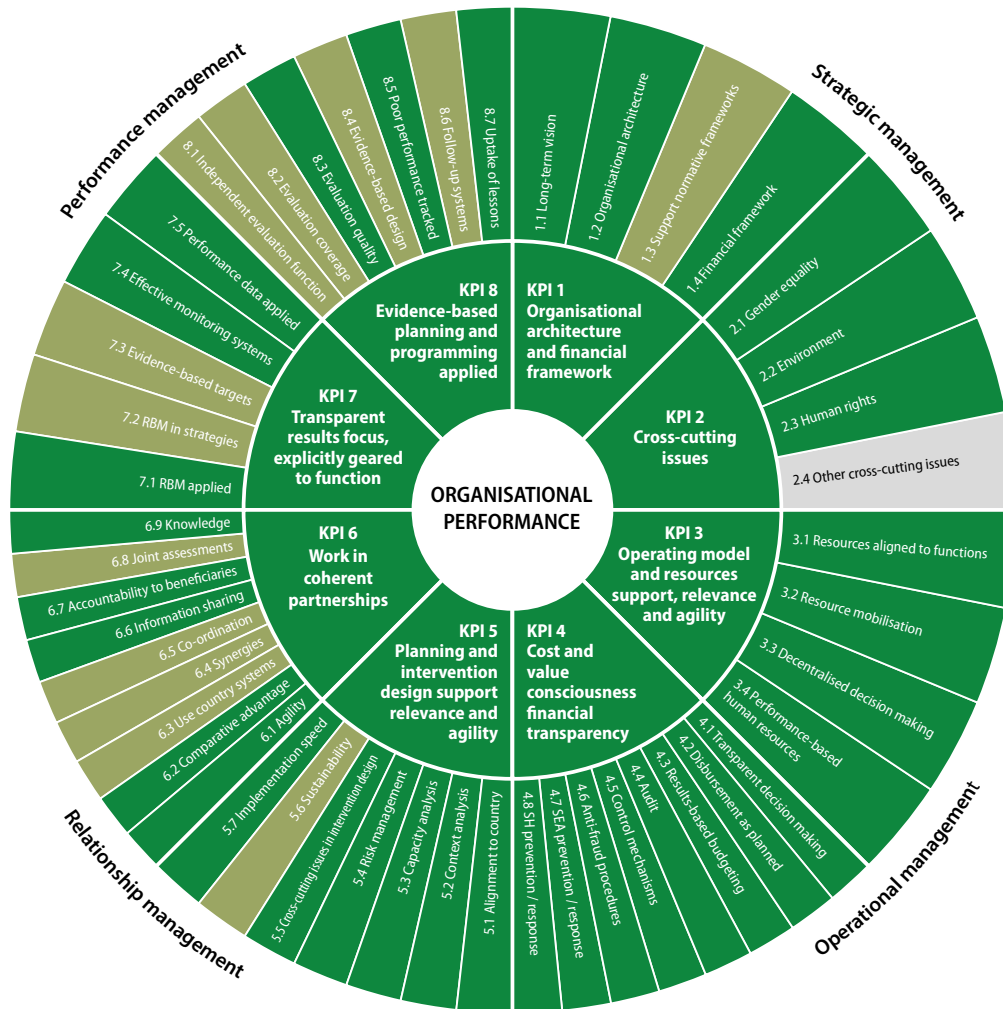
 <b>Highly satisfactory</b> (3.51-4.00)	 <b>High evidence confidence</b>
 <b>Satisfactory</b> (2.51-3.50)	 <b>Medium evidence confidence</b>
 <b>Unsatisfactory</b> (1.51-2.50)	 <b>Low evidence confidence</b>
 <b>Highly unsatisfactory</b> (0.00-1.50)	
 <b>No evidence / Not applicable</b>	

A score of “N/E” means “no evidence” and indicates that the assessment team could not find any evidence but was not confident of whether or not there was evidence to be found. The team assumes that “no evidence” does not necessarily mean that the element is not present (which would result in a zero score). Elements rated N/E are excluded from any calculation of the average. A significant number of N/E scores in a report indicates an assessment limitation (see the Limitations section at the beginning of the report). A note indicating “N/A” means that an element is considered to be “not applicable”. This usually owes to the organisation’s specific nature.

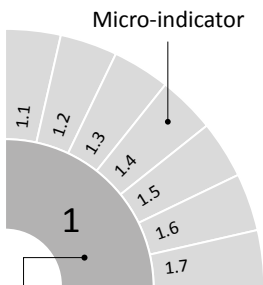
### Changes to the MOPAN rating system

MOPAN’s methodology is continuously evolving, and a recent notable change concerns how ratings (and their corresponding colours) were applied based on the scores at micro indicator (MI) and key performance indicator (KPI) levels. Compared to the pre-2019 rating scale, applied in Figure 10, the threshold for each rating has been raised to reflect the increasing demands of organisational performance in the multilateral system. The underlying scores and approach to scoring are unaffected.

FIGURE 10: WORLD BANK'S PERFORMANCE RATING SUMMARY (PREVIOUS RATING SCALE)

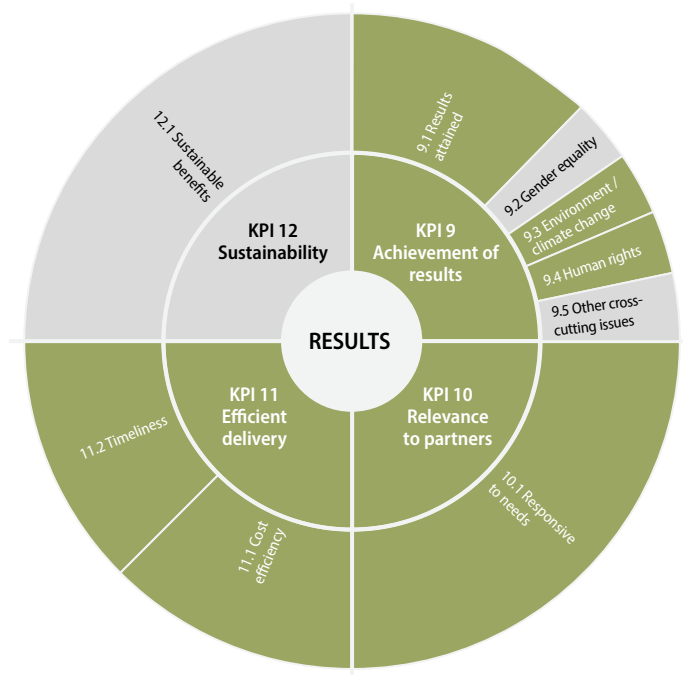


**How to read these charts**



Key Performance Indicator

- █ **Highly satisfactory** (3.01-4.00)
- █ **Satisfactory** (2.01-3.00)
- █ **Unsatisfactory** (1.01-2.00)
- █ **Highly unsatisfactory** (0-1.00)
- █ **No evidence / Not applicable**



## ASSESSMENT PROCESS

The assessment consisted of four phases: *Inception, Evidence Collection, Analysis, and Reporting*. The inception phase included adapting the framework to the context of an MDB and the specificities of the Bank as well as preliminary evidence collection. This was conducted from July 2021 – January 2022. Evidence collection, conducted from March 2022 – February 2023, included a document review, interviews, and the launch of the MOPAN Partner Survey. The analysis phase, conducted from December 2022 – February 2023, consisted of the triangulation of the evidence collected in the Evidence collection phase and documentation of this evidence. The Reporting stage began in February 2023.

ASSESSMENT PHASE	Inception 15 July 2021 – 24 January 2022	Evidence collection 18 March 2022 – 7 February 2023	Analysis 15 December 2022 – 17 February 2023	Reporting 17 February 2023 – current
<b>Key activities</b>	<ul style="list-style-type: none"> <li>Adaptation of indicator framework</li> <li>Preparation of evidence collection – survey partners, key informants and key documents for review</li> </ul>	<ul style="list-style-type: none"> <li>Key informant interviews</li> <li>Document review</li> <li>Partner survey</li> </ul>	<ul style="list-style-type: none"> <li>Triangulation evidence documentation</li> <li>Triangulation evidence documentation</li> <li>Evidence documentation</li> </ul>	<ul style="list-style-type: none"> <li>Report drafting</li> <li>Quality assurance</li> <li>Presentations</li> </ul>
<b>Key activities timeline</b>	<ul style="list-style-type: none"> <li>Draft inception report 15 July 2021 – 24 January 2022</li> </ul>	<ul style="list-style-type: none"> <li>Key informant interviews: 22 November 2022 – 7 February 2023</li> <li>Document review: 18 March 2022 – June 2022</li> <li>Partner survey launch &amp; closure: June 2022 – September 2022</li> </ul>	<ul style="list-style-type: none"> <li>Evidence documentation: 15 December 2022 – 17 February 2023</li> <li>Preliminary findings: 17 February 2023</li> </ul>	<ul style="list-style-type: none"> <li>Final assessment report: February 2023 - 27 March 2023</li> <li>Learning session (if applicable) Insert dates</li> <li>Assessment report: 17 February 2023 – 27 March 2023</li> </ul>

## LIMITATIONS

The assessment uses a standardised framework that provides a picture of the organisation’s performance. Thus, the general strengths and limitations of the MOPAN 3.1 methodology, which are laid out in MOPAN 3.1, Section 8, also apply to this assessment.

In addition, there are some limitations specific to this assessment that make it difficult to assess some of the Bank’s activities. For example, the World Bank contributes significant knowledge and analytical capacity; however, there are no clear quality standards on its knowledge work or on how it is contributing to the results agenda. Additionally, it was difficult to assess the global leaderships and convening power of the World Bank across the development community. Finally, it was hard to measure with any clarity the success of the “solutions bank” mantra.

