WORLD BANK OPERATIONS EVALUATION DEPARTM



2004 The World Bank Washington, D.C.



http://www.worldbank.org/oed

Contents

vii	Ac	Acknowledgments	
xi	For	Foreword, Prólogo, Avant-propos	
xv	Pre	Preface, Prefacio, Préface	
xxi	Exe	Executive Summary	
xxxi	Ré	Résumen ejecutivo	
xliii	Ré	Résumé analytique	
lv		List of Case Study Programs	
lvii		Abbreviations and Acronyms	
1	1	Introduction and Context: Global Challenges and the Need for Collective Action	
<u>`</u>	•	3 Issues and Trends in Global Programs	
9	2	Overview of the Case Study Programs11Program Objectives15Governance and Management18The Bank's Roles	
21	3	 Program Relevance to Global Challenges, Bank Priorities, and Country Priorities 22 Evidence of International Consensus 27 Consistency with the Bank's Sector Strategies 28 Consistency with the Subsidiarity Principle and the Bank's Strategic Foci for Global Programs 30 Conclusions 	
33	4	 Striving for Results: Assessing the Outcomes and Impacts of Global Programs Quality of Monitoring and Evaluation Activities Links Between Global Programs and Country Operations Conclusions 	
53	5	 Governance, Management, Partnerships, and Participation Governance Functions, Principles, and Models Clarity of Roles and Responsibilities 	

67

83

- 60 Partnering with Developing Countries, Civil Society, and the Private Sector
- 65 Overall Assessment and Lessons

6 Global Programs Need Global Strategy

- 68 Funding Models of Global Programs That Combine the DGF, Trust Funds, and Bank Budget Need Greater Clarity
- 69 Inconsistent Application of DGF Funding Rules Causes Confusion and Poses Reputational Risks
- 72 Bank-Administered Trust Funds for Global Programs Could Be Deployed More Strategically

73 7 World Bank Performance in Global Programs

- 74 Comparative Advantage
- 74 Global-Country Links
- 77 Oversight
- 80 Exit Strategy

8 Findings and Recommendations

- 83 OED Findings
- 88 OED Recommendations

91 Annexes

- 93 A: Previous OED Recommendations in Relation to Global Programs
- 97 B: Progress in Implementing the Phase 1 Recommendations Relating to Strategic and Programmatic Management
- 101 C: Evaluation Framework for Phase 2 Report and 26 Case Studies
- 109 D: Suggested Appraisal Template for Global Programs
- 113 E: OED's Summary of the Known Outcomes and Impacts of Case Study Global Programs
- 127 F: Source Material
- 129 G: People Consulted
- 151 H: Case Study Summary Information
- 241 I: Management Response
- 247 J: Chairman's Summary: Committee on Development Effectiveness (CODE)

251 Endnotes

263 References

Boxes

- 2 1.1 Definition and Management of Global Programs by the World Bank
- 3 1.2 What Is the World Bank's Comparative Advantage with Respect to Global Programs?
- 5 1.3 Global Public Goods, Merit Goods, and the Logic of Global Collective Action
- 12 2.1 Subsidiarity: Who Does What
- 14 2.2 Both "Approaches" and "Standards" Raise Practical Issues: The Devil Is in the Details
- 25 3.1 AIDS Programs Face Continuing Implementation Challenges
- 4.1 UNAIDS-Funded and Bank-Administered Monitoring and Evaluation of HIV/AIDS Programs Face the Challenge of Donor Coordination
- 4.2 To Deliver Global Public Goods of Benefit to the Poor, Global Programs Need Analytical Foundations with a Results-Based Orientation

- 37 4.3 Key Terms in Results-Based Management and Evaluation
- 38 4.4 Partners in Poverty-Focused CGAP Disagree on Need to Verify Program Impact on the Poor
- 39 4.5 Impacts of Global Agricultural and Health Research
- 55 5.1 The Two Largest Programs Show the Roots of Diversity and Complexity
- 56 5.2 What Are Partnerships? Who Are Members and Partners?
- 56 5.3 Shareholder and Stakeholder Models
- 70 6.1 The DGF Has Had Difficulty Applying Its Selectivity Criteria to the Bank's Global Programs
- 75 7.1 The Effectiveness of Bank Cosponsorship as a Governance Tool Is Underexplored

Tables

- 7 1.1 Management Actions Following OED's Phase 1 Report
- 10 2.1 Environment and Agriculture Are the Largest Case Study Programs
- 13 2.2 Most Programs Primarily Address National Public Goods or Capacity
- 16 2.3 Governance and Management Arrangements Are Diverse
- 17 2.4 Unlike Programs Housed outside the Bank, Those Housed inside the Bank Tend to Be Chaired by the Bank
- 19 2.5 World Bank Plays Multiple Roles in Global Programs
- 20 2.6 Many Programs Contribute Financial Resources That Supplement the Bank's Administrative Budget
- 23 3.1 Genesis Is One Indicator of International Consensus for a Program
- 34 4.1 Most Recent Program-Level Evaluations
- 42 4.2 The Bank Has Difficulty Linking Global Programs with Country Operations Where Bank Staff Are Not Implementing Global Program Activities
- 48 4.3 Programs Financing Investments Have More Known Benefits to Developing Countries
- 57 5.1 Most Programs Now Involve Stakeholders beyond Donors on Their Governing and Executive Bodies
- 68 6.1 Disconnects Between Program Objectives and Their Funding Arrangements Create Problems
- 71 6.2 Eight of 18 DGF-Supported Programs Violate DGF's 15 Percent Guideline in FY04, and Windows 1 and 2 Need to Be Revisited
- 78 7.1 Bank Oversight of Case Study Programs, by Governance Model

Figures

- 6 1.1 Official Development Assistance Has Fluctuated, but Not Grown, since 1990
- 10 2.1 Age of Case Study Programs
- 11 2.2 The Programs Are Engaged in a Wide Range of Activities
- 26 3.1 Donor Participation Varies in the Case Study Programs
- 41 4.1 Overall OED Assessment of Monitoring and Evaluation
- 45 4.2 New Commitments to HIV/AIDS and Other Communicable Diseases Have Grown Rapidly
- 66 5.1 Overall OED Assessment of Governance and Management
- 88 8.1 Overall OED Assessment of Current Consistency of Case Study Programs with the Development Committee Criteria