

Evaluation Approach Paper

World Bank Engagement in Situations of Conflict

April 24, 2020

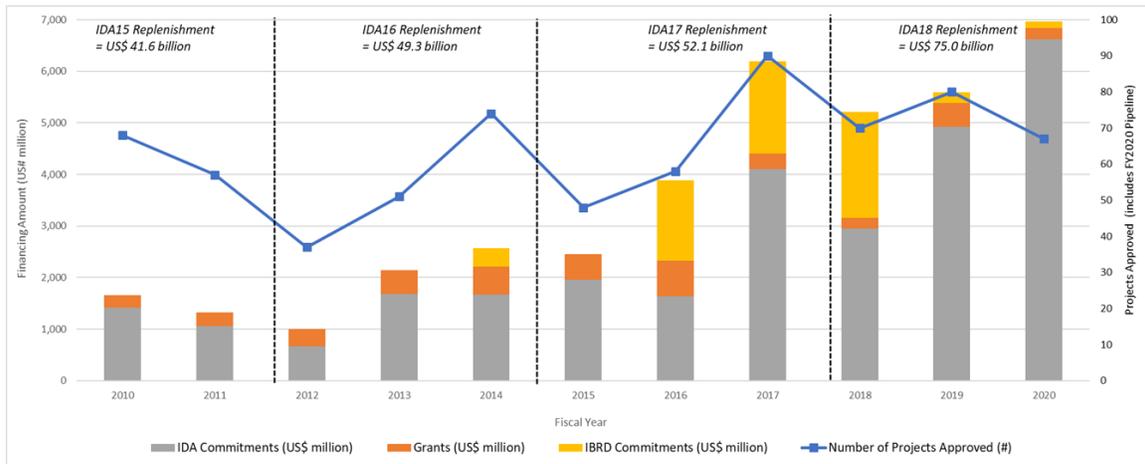
1. Background and Context

1.1 The World Bank Group has made a strong commitment to addressing the development challenges associated with fragility, conflict, and violence (FCV) as part of its corporate goals. It situates this challenge at the core of its poverty reduction focus, especially since extreme poverty is rising in fragile countries (Cuaresma et al. 2018). By 2030, it is estimated that over 50 percent of the world's extreme poor will live in fragile and conflict-affected situations (FCSs). Achieving development outcomes in FCV countries is also critical for achieving the Sustainable Development Goals. On average, only 18 percent of FCV countries are on track to achieve unmet needs targets in goals 1 to 7 and 11 (Samman et al. 2018).

1.2 To fulfill this commitment, the World Bank has recognized that it must do business differently. It has done this by providing conflict-affected countries with enhanced assistance through increased and diversified financing and by updating operational policies to enable countries experiencing emergencies to receive expedited assistance. International Development Association (IDA) financing, in nominal terms, has significantly increased for countries on the World Bank's List of Fragile and Conflict-Affected Situations (figure 1.1) that have experienced conflict.¹ Innovations to the FCS financing tool kit include reform of IDA allocation framework, debt relief, the Crisis Response Window, the Global Concessional Financing Facility for middle-income countries, the Refugee Sub-Window, exceptional allocations, multidonor trust funds, and most recently an FCV Envelope.

1.3 Notwithstanding these achievements, ensuring that the World Bank engages effectively in these contexts requires more than increased and diversified forms of financing. To this end, a multipronged approach to engage along the conflict spectrum has been proposed in the *World Bank Group Strategy for Fragility, Conflict, and Violence 2020–2025*. This includes (i) engaging upstream to prevent violent conflict and interpersonal violence, (ii) remaining engaged during conflict and crisis situations, (iii) helping countries transition out of fragility, and (iv) mitigating the spillovers of FCV through, for example, support for refugees and host communities (see figure 1.2). The approach is grounded in the findings of the *World Development Report 2011: Conflict, Security, and Development*; the United Nations–World Bank *Pathways for Peace* report; and *Forcibly Displaced: Toward a Development Approach Supporting Refugees, the Internally Displaced, and Their Hosts?* among other products.

Figure 1.1. Financing to Countries on the List of Fragile and Conflict Situations with Medium- to High-Intensity Conflict Has Increased and Diversified*



Source: World Bank (various years); Independent Evaluation Group (2020).

Note: Countries with medium- to high-intensity conflict are defined by the World Bank Group Strategy for Fragility, Conflict, and Violence 2020–2025 (see methodology in appendix B). Fiscal year 2020 includes the pipeline of projects. FCS = fragile and conflict-affected situations; IBRD = International Bank for Reconstruction and Development; IDA = International Development Association.

Figure 1.2. Multipronged Approach for Conflict Situations from the World Bank Group’s FCV Strategy



Source: World Bank Group Strategy for Fragility, Conflict, and Violence 2020–2025.

Note: FCV = fragility, conflict, and violence.

1.4 The World Bank has also recognized that implementation of the FCV Strategy requires more effective partnering along the humanitarian-development-peacebuilding

nexus. This includes various forms of cooperation and coordination with actors such as development partners, the United Nations (UN), and humanitarian agencies, as well as interactions with nonstate actors that can be a party to conflict. Although the World Bank has worked with various actors in situations of conflict in the past, it has begun to formalize relationships through memoranda of understanding with the UN and other agencies.²

2. Evaluation Purpose and Scope

Purpose

2.1 The purpose of the evaluation is to examine the relationship among various modalities of World Bank engagement in situations of conflict and the achievement of development gains. The evaluation is designed to focus on *how* the World Bank is working differently in conflict-affected countries, *why* engagement decisions are made in different contexts, and *what* contributions the World Bank has made to development gains.

2.2 The evaluation categorizes *engagement*, in an instrument-neutral manner, along the following lines:

- **Approach:** such as instrument selection, sequencing, prioritization, and risk assessments;
- **Temporality:** activities that occur before, during, and after situations of conflict; and
- **Actors:** who the World Bank interacts with in situations of conflict (for example, state and nonstate actors, development partners, humanitarian agencies).

2.3 The evaluation will seek to surface operational lessons from experience to help inform implementation of the FCV Strategy but will not evaluate the strategy. It uses evaluative tools to assess past and ongoing engagements to support corporate and operational learning needs. It will surface lessons on how World Bank engagements are contributing to development outcomes in some of the most difficult contexts: in situations of conflict. The evaluation is also designed to provide inputs to IDA's FCV Special Theme.

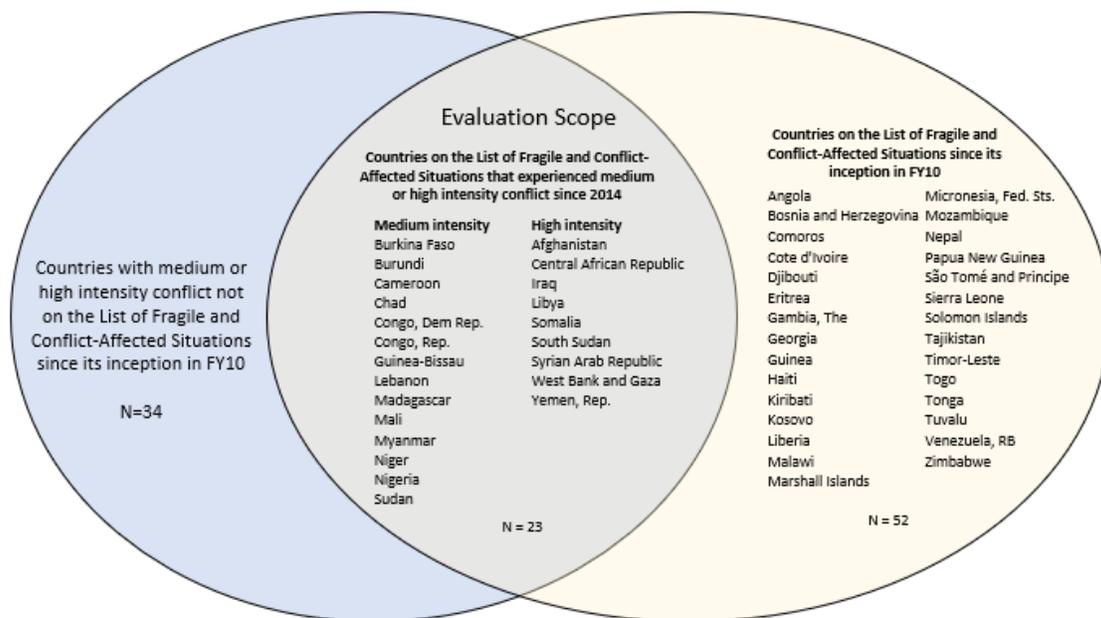
Scope

2.4 The evaluation will focus on a set of countries that have (i) experienced medium- or high-intensity conflict since 2014 per data obtained from both the Armed Conflict Location and Event Data Project (ACLED) and the Uppsala Conflict Data Program (UCDP) and (ii) been included on the World Bank's List of Fragile and Conflict-Affected

Situations (figure 2.1). The cut-off for country conflict activities (2014–present) was chosen to enable a deeper assessment of countries that have recently experienced conflict to ensure operational relevance. The definition of high and medium intensity is derived from the World Bank’s FCV strategy methodology.

2.5 The FCV strategy defines high conflict intensity by the number of absolute and relative conflict deaths, and medium intensity by both the absolute and relative number casualties as well as change over time. Per the FCV Strategy definition, high-intensity conflict countries have (i) an absolute number of conflict deaths of more than 250 according to ACLED and 150 according to UCDP and (ii) a number of conflict deaths relative to the population above 10 per 100,000 according to both ACLED and UCDP. Also per the FCV Strategy, countries with medium-intensity conflict over the evaluation period are defined as having (i) an absolute number of conflict deaths of more than 250 according to ACLED and 150 according to UCDP and (ii) between 2 and 10 per 100,000 population according to ACLED and between 1 and 10 according to UCDP or (iii) a rapid deterioration of the security situation, as measured by (i) a lower number of conflict deaths relative to the population between 1 and 2 (ACLED) and 0.5 and 1 (UCDP) and (ii) the number of casualties more than doubling in the last year.

Figure 2.1. Evaluation Scope: Countries with Medium- or High-Intensity Conflict since 2014 on the List of Fragile and Conflict-Affected Situations



Sources: List of Fragile and Conflict-Affected Situations (FY10–20); UCDP and ACLED databases, most current years; FCV Strategy Definition of Conflict Intensity
FY = fiscal year.

2.6 The evaluation does not address all aspects of the World Bank’s engagement in countries on the List of Fragile and Conflict-Affected Situations. As shown in figure 2.1, the evaluation excludes countries on the List that have only experienced fragility (for example, institutional fragility, including most small island states). Likewise, the evaluation does not include countries that have experienced conflict but that were never on the List of Fragile and Conflict-Affected Situations. This evaluation also does not cover issues pertaining to extreme violence, as opposed to conflict. Therefore, several countries (especially in Latin America and the Caribbean) are excluded. An analysis of the World Bank’s engagement requires analyses of activities conducted before, during, and – when relevant – after conflict, so the evaluation period has been scoped to cover the period between fiscal year (FY)10 and FY20.

2.7 This evaluation builds on the existing body of work on FCV issues of the Independent Evaluation Group (IEG). Previous IEG evaluations that will be used include the following: *World Bank Assistance to Low-Income Fragile and Conflict-Affected States* (2014); *World Bank Group Engagement in Situations of Fragility, Conflict, and Violence* (2016); *Recent World Bank Experience with Risk and Resilience Assessments and Operational Programming in FCV Countries* (2018); and *Learning from IDA Experience: Lessons from IEG Evaluations, with a Focus on IDA Special Themes and Development Effectiveness* (2019). To minimize overlap with other IEG work, it will not address International Finance Corporation activities or broader human resource issues pertaining to the World Bank’s global footprint.

3. Evaluation Questions

Context

3.1 Evaluation questions were developed based on existing strategic and analytical work within the World Bank on the topic. Specific lessons relevant for this evaluation that have been incorporated in the FCV strategy include the following:

- World Bank engagement in countries affected by conflict should be *based on assessments and due diligence* to determine which situations warrant engagement during crisis and conflict. Deciding when to remain engaged should depend on a clear analysis of the unique benefits and the added value of the World Bank program in relation to other organizations.
- Effective engagement requires the World Bank to *leverage its analytical depth to stay prepared to engage in postcrisis interventions*. As stated in the strategy, early preparedness is essential for successful recovery. This includes timely political economy analysis of some critical sectors, such as energy and extractives, which should be carried out in anticipation of an intensification of engagement. It also

involves monitoring the macroeconomic situation because monetary and exchange flows require special attention during active conflict. Analytical work incorporating differential impacts across households and firms (for example, Poverty and Social Impact Assessments) and mobilizing dedicated FCV country economic expertise is necessary to help macroeconomic adjustment and debt sustainability efforts be conflict sensitive.

- When engaging in conflict situations, focus should be placed on *building resilience, protecting essential institutions, and delivering essential services*.
- *Partnership is a key instrument* to be employed by the World Bank. This allows it to deliver essential services while remaining clearly focused on its development mandate of achieving poverty reduction and shared prosperity.

Evaluation Questions

3.2 The key question to be addressed by this evaluation is how relevant and effective World Bank engagement has been in contributing to the achievement of development gains in situations of conflict.

3.3 To answer the main evaluation question, the following subquestions are proposed:

- Q1: How relevant and adaptive has World Bank engagement in situations of conflict been in terms of sequencing, prioritization, and instrument choice?
- Q2: How well has the World Bank identified, managed, and mitigated conflict-related risks?
- Q3: How strategically and effectively has the World Bank worked with state actors, nonstate actors, and development partners in pursuit of its development objectives?
- Q4: What outcomes has the World Bank contributed to in situations of conflict?

To answer the fourth evaluation question, outcomes will be identified and assessed holistically (see box 3.1). An inductive approach will be used to (i) capture process-related outcomes separately from results in conflict-affected settings, and (ii) surface examples of alternative metrics that can measure development gains more relevantly. The proposed approach includes an analysis of Country Partnership Frameworks (CPFs) and project-level results frameworks. It also includes in-depth interviews with a range of country-relevant stakeholders (for example, World Bank staff, clients, development partners, beneficiaries) that will be used to triangulate outcome-related claims.

Box 3.1. Assessing Outcomes in Conflict Situations

In the context of this evaluation, outcomes will be inferred and assessed against a range of high-level objectives associated with the World Bank's engagement. Project-level results for lending activities will be tabulated and analyzed from the point of view of project realism, conflict sensitivity and the identification of ex ante conflict-related risks, and evidence of adaptive management. However, overall outcomes will be considered in the context of the range of activities undertaken, both tangible and intangible (such as signaling, convening). For example, in conflict-affected countries, outcomes can be achieved through maintaining development gains or by preventing them from slipping backward. As such, the evaluation will not rely exclusively on a portfolio review (of project outcomes and ratings), as these may not form a dominant part of World Bank engagement in many cases.

4. Evaluation Methods

4.1 Given the idiosyncratic nature of conflict, the evaluation is country focused. It includes three main levels of analysis and a range of methods.

4.2 At the level of the universe of countries on the List of Fragile and Conflict-Affected Situations that have experienced conflict of at least medium intensity (n = 23), the team will complete the following tasks:

Macrodata Level

- **Data analysis.** The assessment will analyze data and trends pertaining to the countries selected for assessment, including conflict-related data, nonlending and lending typologies (for example, sectors and themes), financing, instrument selection, human resource data, and so on. The data analysis will juxtapose longitudinal data (2006–19) on World Bank lending and nonlending operations and activities with country-level conflict data, derived from the UCDP and ACLED databases, to understand how the World Bank engages in areas affected and not affected by conflict during different periods of conflict intensity and complexity.

Country Strategy and Portfolio Level

- **Review of regional and country conflict-related literature** with a focus on conflict dynamics and risks. At the country level, the evaluation will categorize and analyze conflict as the result of both endogenous and exogenous drivers to determine the extent to which the World Bank's engagement in environments characterized by drivers differs systematically.

- **Structured analyses of World Bank conflict analyses and integration into the Systematic Country Diagnostic or equivalent analysis and CPF (or strategy).** The evaluation will systematically assess the risks identified in available World Bank conflict-related risk analyses, including fragility assessments, risk and resilience assessments, political economy and governance analyses, country social assessments, peace and conflict filters, and so on. The evaluation will analyze how and how well risks identified in conflict-related assessments have been incorporated into Systematic Country Diagnostics and CPFs to inform conflict-sensitive development planning.
- **Sequencing and coherence analysis of the country portfolio (lending and nonlending) in line with conflict-related diagnostics and recommendations.** At the country portfolio level, the evaluation will assess how identified risks and conflict-related recommendations (for example, sequencing, prioritization, instrument choice) have been incorporated into country-level decision-making.
- **Results analysis.** At the CPF and portfolio level, the evaluation will review and assess the country results frameworks and key projects to identify and derive lessons on the types and levels of conflict-related metrics that are being used to assess results and outcomes in conflict-affected situations.

Project Level

- **Conflict sensitivity analysis** will be conducted of key lending operations using the analysis of risks derived from the literature and World Bank conflict-related analyses and assessments (for example, fragility assessments, risk and resilience assessments, conflict and peace filters).
- **Spatial analyses.** The assessment will undertake geocoded data analysis as a basis to understand the relationship between the World Bank's engagements and the geographic nature of conflict (that is, subnational, national, diffuse, concentrated). Lending operations will be geocoded, where coordinates are available (and if specific project activities have specific geographic beneficiaries) and mapped over geographic country conflict layers. To do this, the assessment will build geotagged country maps using UCDP and ACLED data to visualize geographically the presence and intensity of conflict.

Cross-Cutting Methods

4.3 **Semi-structured interviews.** The assessment will conduct semi-structured interviews with key country stakeholders to collect richer qualitative data that helps flesh out preliminary findings from the data and content analysis. Key experts and

World Bank staff will be selected based on their exposure to the World Bank’s decision-making and operational processes in one or more of the countries during conflict-affected periods through a stakeholder analysis. Questions may relate to institutional incentives and decision-making processes that are not evident from the documentation (including the political economy, risks, and resources). Questions may also probe issues of the choice and cost of inaction (and other counterfactuals), and so on (evaluation questions 2–4). Deeper dives, including on-the-ground research, will be conducted in four to six countries to collect more granular data on World Bank engagements in different country and conflict contexts. These choices of field-based case studies will be determined by the findings of the country data and content analysis, and an identified need to surface more granular lessons through client, partner, World Bank, and other relevant actor interviews. Country visit selection will be stratified across conflict situations and aligned with learning needs in conversation with Country Management Units. Security and current public health considerations will be considered in determining whether the analysis is undertaken by the IEG team is desk-based or in country.

4.4 The field-based case studies will be conducted using:

- **A concise, structured literature analysis** to permit the case analysis to be grounded in the regional and country context.
- **Semi structured interviews of actors selected through a stakeholder analysis covering the evaluation period** (for example, key World Bank staff, UN and humanitarian agency partners) to corroborate and deepen the information gathered through the content analysis for each of the 23 countries (evaluation questions 1–4).
- **Document gathering and analysis of associated content collected through the field-based interviews.** It is envisioned that documentation related to risk analysis and decision-making will be gathered as part of the field-level interviews (evaluation questions 1–4).
- **Citizen engagement through structured short message service (SMS) interviews:** Case studies will include either digital SMS or locally implemented citizen surveys to integrate the voice of beneficiaries. Because of security constraints, stakeholder perceptions about intended or unintended outcomes may be hard to glean from traditional qualitative interview methods. As such, for countries included in the case base analysis, the assessment will use an SMS survey tool targeting persons living in areas where the World Bank provided services (issues of connectivity permitting). The methodology and questions for

these targeted surveys will be developed as part of the evaluation process, as part of the case-based reviews (focus on evaluation question 4).

4.5 Appendix A describes the evaluation building blocks and illustrates how the evaluation's questions and methods are aligned.

5. Assessment Limitations

5.1 Information and data required to assess the World Bank's engagements may not be available or of good quality. The evaluation requires access to historical information on country-level decision-making during the evaluation period. The evaluation will need to identify and access key decision-makers who may not be accessible. Although lending data are available, documentation of nonlending activities tends to be incomplete, and nonlending activities are infrequently evaluated. Fragility and risk analyses, as well as country- and sector-level institutional, political economy, and social analyses, may have had limited or restricted distribution.

6. Quality Assurance Process

6.1 The approach paper and evaluation will undergo several quality assurance processes, including internal IEG and World Bank management and staff review, as well as external peer review. This approach paper has been peer-reviewed by the following external experts:

- **Yves Daccord** is the Director-General of the International Committee of the Red Cross. A former journalist, Mr. Daccord joined the International Committee of the Red Cross in 1992, running humanitarian operations in various challenging contexts of armed conflict including in West Bank and Gaza, Sudan, the Republic of Yemen, Chechnya, and Georgia. As Director-General, Mr. Daccord has led significant institutional reforms in areas such as human resources and people management, partnerships and stakeholder management, and innovation and technology.
- **Joseph Saba** is the Chairman of American Near East Refugee Aid, an adjunct professor at Georgetown University's School of Foreign Service, and a former Director, World Bank Middle East Region (1997–2010). Mr. Saba has served on several evaluation panels for bilateral assistance programs in the Middle East. He lectures periodically at the North Atlantic Treaty Organization Defense College in Rome and Brussels and in several other forums, where he has delivered presentations focused on strategies for engagement in fragile and conflict-affected states. Mr. Saba has a JD from Yale Law School, an MA in Middle East affairs from Harvard University.

- **Honourable Minister Patricia Laverley** is the Deputy Minister of Finance of the Republic of Sierra Leone following 20 years of experience at the International Monetary Fund, World Bank, HSBC, and the African Development Bank. She has delivered presentations on macroeconomic issues in leading global finance conferences, including at IDA Replenishment Consultations and UN Conference on Trade and Development's Intergovernmental Forum on Mining, Minerals and Metals. She teaches development economics and finance and has authored publications on the effectiveness of World Bank programs and African Development Bank's public financial management reforms across Africa. Her academic background includes bachelor's, master's, and doctorate degrees from the American University in Washington, DC, and London, UK.

7. Staffing and Resources

7.1 The evaluation is being led by Lauren Kelly, Lead Evaluation Officer, under the guidance of Jeff Chelsky, manager, and Oscar Calvo-Gonzalez, director, and under the overall guidance of Alison Evans, Director-General, Evaluation. The evaluation is supported by a core team consisting of Daniel Nogueira-Budny, Harsh Anuj, Anis Dani, Adam Lichtenheld, Michelle Rebosio, Elizabeth Dodds, Mees Daniel van der Werf, Christian Freymeyer, Joy Butscher, and Dung Thi Kim Chu. Stephan Wegner, IEG's FCV Coordinator, is providing advisory support.

7.2 The evaluation has an estimated \$580,000 budget and will be submitted to the Committee on Development Effectiveness by the end of quarter 2 in FY21. The budget, which excludes dissemination, was determined by estimating the costs of (i) staff time in line with the required skills mix and (ii) staff and consultant time, and variable costs associated with the methods necessary to assess patterns of engagement at the portfolio and country level.

8. Engagement Strategy and Learning

The evaluation engagement strategy has been designed to operate at multiple levels. The evaluation engages with the FCV group and operational colleagues working in conflict situations. A key touchpoint for the evaluation is participants of the Stability, Peace and Security Global Solutions Group with staff participation across Global Practices and regions of the World Bank. A stakeholder analysis has been conducted to identify relevant members of country teams associated with the evaluation countries, with whom this evaluation will collaborate. A key aim of the evaluation is to surface lessons to support operational learning. This will be done by engaging operational teams throughout the evaluation process, including by seeking feedback on preliminary

country findings. Other formal venues will be sought to engage relevant actors to encourage uptake of this work.

¹ The World Bank Group first started compiling a list of fragile and conflict-affected situations in fiscal year (FY)06. The classification of this list has changed, from the Low Income Countries Under Stress List in 2006–09, to the Fragile States List in 2010, to the Harmonized List of Fragile Situations in 2011–20. In FY20, the classification and methodology were changed; this list is now called the List of Fragile and Conflict-Affected Situations. For the sake of simplicity, this approach paper will use the current name to refer to the current and all former lists. For more information, including the new methodology, see the fragility, conflict, and violence strategy (2020–25) or <http://pubdocs.worldbank.org/en/373511582764863285/FCS-Historial-note.pdf>.

² For example, in April 2017, the United Nations and World Bank launched a joint platform, outlined in the *United Nations–World Bank Partnership Framework for Crisis-Affected Situations*, to enable better collaboration between the two organizations in line with their mandates.

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Appendix A. Evaluation Design: Building Blocks

Evaluation Level	Methods	Data Requirements	Evaluation Question
Key evaluation question: How relevant and effective has World Bank engagement been in contributing to development gains in situations of conflict?"			
Macrodata	Desk-level data analysis; collaboration with relevant units in the World Bank Group	Standard reports; operational portal; World Bank open finance data; Human Resources data; Systems Applications and Products; credible external data sources on conflict events (Uppsala Conflict Data Program, Armed Conflict Location and Event Data Project); interviews	1
Country strategy and portfolio	Risk and Resilience Assessment analysis Systematic Country Diagnostic (SCD) screening tool Country Partnership Framework (CPF) screening tool Coherence analysis (sequencing and prioritization) Stakeholders mapping and interviews Field missions	Fragility Assessments, Risk and Resilience Assessments; country social assessments; governance and political economy analysis; SCDs; CPFs; operational portal Nonlending and lending documents, such as project appraisal documents, Implementation Status and Results Reports, Implementation Completion and Results Reports, Implementation Completion and Results Report Reviews	2, 3, 4,
Project	Country-level portfolio analysis Conflict sensitivity analysis Interviews Beneficiary feedback tools	Project appraisal documents; Implementation Supervision Reports; back-to-office reports; aide-mémoire; access to key stakeholders Access to former and present World Bank staff, clients, United Nations (UN) and humanitarian partners, implementing partners, civil society organizations, and project beneficiaries Comprehensive data (already collected) on UN–World Bank engagements at the project level obtained from the World Bank UN Partnership Team Collaboration with the Geospatial Operational Support Team to identify World Bank intervention areas; mobile-based surveys of key project-affected persons in identified project areas affected by conflict	1, 2, 3, 4,
Cross-cutting	Interviews	Access to key stakeholders	1, 2, 3, 4

Appendix B. Methodology

Delimitation of the Evaluation Universe

The universe of cases is defined by countries that have (i) experienced medium or high conflict since 2014 and that have been listed on the World Bank Lists of Fragile and Conflict-Affected Situations (2010–20). Conflict intensity is identified based on a threshold number of conflict-related deaths relative to the population, using the method described in the *World Bank Group Strategy for Fragility, Conflict and Violence (FY20–25)*. The strategy also categorizes the intensity of conflict as high and medium intensity (explained in the Definitions of Conflict section).

Definitions of Conflict

This evaluation uses data on conflict deaths from the Armed Conflict Location and Event Data Project (ACLED) and the Uppsala Conflict Data Project (UCDP). Countries in high-intensity conflict are defined as those with: (i) an absolute number of conflict deaths above 250 according to ACLED and 150 according to UCDP; and (ii) a number of conflict deaths relative to the population above 10 per 100,000 according to both ACLED and UCDP, reflecting widespread and intense violence across many parts of the country.

Countries in medium intensity conflict are defined as (1) countries with lower intensity conflict, as measured by (i) an absolute number of conflict deaths above 250 according to ACLED and 150 according to UCDP; and (ii) between 2 and 10 per 100,000 population according to ACLED and between 1 and 10 according to UCDP; or (2) countries with a rapid deterioration of the security situation, as measured by (i) a lower number of conflict deaths relative to the population between 1 and 2 (ACLED) and 0.5 and 1 (UCDP) and (ii) the number of casualties more than doubling in the last year.

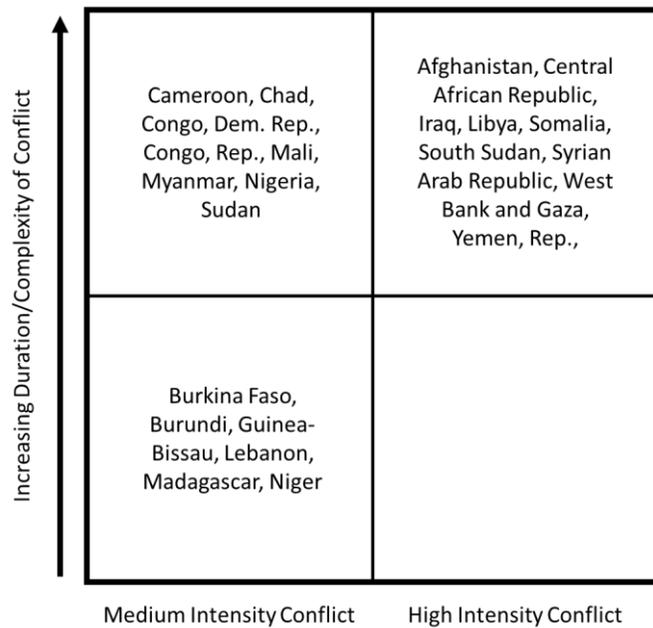
Selection of Country Cases

Countries in the evaluation universe: The evaluation has used the preceding methodology to identify countries that have experienced medium or high-intensity conflict since 2014. When data from one data set was incomplete for a given country in a given year, the evaluation relied on the other data set. By opting to circumscribe cases to countries that have appeared at least once on the List of Fragile and Conflict-Affected Situations, and that have also experienced medium or high-intensity conflict since 2014, this evaluation's universe is 23 countries (see figure 2.1 in text).

Countries outside of the evaluation universe: The country selection excludes 11 Part II countries that have experienced medium or high-intensity conflict since FY10 but that have never been on the List of Fragile and Conflict-Affected Situations between FY10–20. Many countries that have experienced extreme violence, especially in the Latin

America and the Caribbean region, fall into this category: they have not been included on the list so are excluded from the evaluation. The country selection also excludes a second category of countries that have only experienced fragility (for example, institutional, including most small island states) or that have not experienced medium or high-intensity conflict since 2014.

Figure B.1. Country Stratification for the Purpose of Field-Level Analyses



Source: Independent Evaluation Group.

Country Stratification for the Purpose of Field-Level Analyses

To better understand and assess World Bank engagements across different types of conflict situations, this assessment has also gathered and used data from UCDP on *conflict duration* and the University of Maryland’s Center for Systemic Peace on *complexity*, using geographic scope over time as a proxy. This has allowed the evaluation to identify and isolate those situations that have been most intense, lengthy, and complex, since this impacts the way the World Bank routinely needs to operate. It has also allowed the evaluation to track the movement of countries along these axes, which shows that many conflicts in this evaluation are now of a long duration and complex. Because this represents most cases, case base selection will mostly be derived from the top two quadrants as shown in figure B.1.

Dimension of Conflict: Duration and Complexity

Conflict duration for a country is determined by counting the number of calendar years in which it experienced either medium- or high-intensity conflict. As all countries

experienced conflict in at least one year, this yields a score between 1 and 10, which determines the country's place along the y-axis. The countries with above-average duration are placed in the upper two squares and the others below.

The evaluation uses the magnitude scale for conflict from the Political Instability Task Force State Failure Problem Set 1955–2018 published by the Integrated Network for Societal Conflict Research. This network was established to coordinate and integrate information resources produced and used by the Center for Systemic Peace. The magnitude scale is used as a proxy for conflict complexity.

The magnitude scale reflects the portion of a country affected by fighting. The code is based on source materials about how much of the country is directly or indirectly affected by fighting or political protest each year. A province, region, or city is “directly affected” if fighting, terrorist attacks, or political protests occur there at any time during the year. It is “indirectly affected” if the area has significant spillover effects from nearby fighting, for example, refugees' flows, curtailment of public services, or martial law imposed. If open conflict expands or contracts during the year, it is coded according to its greatest extent.

- 0 = less than one-tenth of the country and no significant cities are directly or indirectly affected
- 1 = one-tenth of the country (one province or state) or one or several provincial cities are directly or indirectly affected
- 2 = more than one-tenth and up to one-quarter of the country (several provinces or states) or the capital city are directly or indirectly affected
- 3 = from one-quarter to one-half the country or most major urban areas are directly or indirectly affected
- 4 = more than one-half the country is directly or indirectly affected

The countries that would be placed in the lower half based on their below-average duration score will be placed in the upper half if they score on average a one or higher on the magnitude scale over the evaluation period. When data are lacking, it is supplemented with expert insight based on geocoded conflict data from UCDP using the same coding criteria.

Evaluation Tools

Risk and Resilience Assessment Tool

1. Does the RRA [risk and resilience assessment] identify

- Internal and external drivers of conflict?

Internal Drivers
1.
2.
External Drivers
1.
2.

- Political, social, and economic drivers of conflict?

Political Drivers
1.
2.
Social Drivers
1.
2.
Economic Drivers
1.
2.

- Drivers of conflict at a community level, drivers specific to different parts of the country, and national-level issues?

Community-Level Drivers
1.
2.
Regional-Level Drivers
1.
2.
National-Level Drivers
1.
2.

2. Is there clear evidence presented for why specific drivers of conflict and resilience were selected? What data are used to buttress these drivers? How credible is the evidence (and data)?
3. Does the RRA explain how these drivers of conflict and resilience are directly related to development issues (including governance, poverty, inequality)? How exactly?
4. Does the RRA present clear guidance on how the analysis should impact the World Bank's overall country strategy, prioritization of activities, or apply a conflict lens to its activities?
5. Are the recommendations written in such a way to make it evident to a non-conflict specialist whether these were taken on board in strategic documents? Please also list the recommendations.

SCD Screening Tool

Name country:

Date published:

1. Conflict tally tool: Please first tally all mentions of conflict. Exclude headings and titles, use in graphs and mentions such as “conflict of interest” or “conflicting goals.”

2. Drivers

- a. Which drivers of conflict are mentioned in the SCD? Please use the table below. Feel free to add rows to these and other tables if necessary.

	Name	Description
1		
2		
3		
4		
5		

- b. What is your analysis of the drivers mentioned? (For example, drivers are correctly identified, relative importance of various drivers, are some more contextual or localized than others, too generic, omissions from the RRA [if one was available during the time of writing].)

3. Conflict and development

- a. What are aspects of conflict that, according to the SCD, affect development? Please use the table below.

	Aspect	Impact on Development
1		
2		
3		
4		
5		

- b. Does the SCD discuss the need to address conflict to affect developmental challenges? (Does the SCD just describe conflict, or does it indicate how the diagnostic of development challenges should be different in conflict-affected areas?)

4. Body and appendix

- a. Please compare qualitatively the analysis done on conflict drivers in the main text to that in the appendix if it exists.
- b. If an appendix on drivers of conflict exists:
 - i. Please use the scale below to indicate to what degree conflict permeates the SCD's main text.
 - ii. Then please describe qualitatively when and how conflict permeates the main text.

1	2	3	4	5
Never	Rarely	Sometimes	Often	Always

4. Analysis and data

- a. Does the SCD draw on or leverage any conflict analysis?
In your analysis, please distinguish between World Bank internal products (for example, RRA, political economy analysis, conflict assessments) and what is available from other entities.
- b. Which data on drivers of conflict does the SCD use?
- c. Is it sourced?

	Data/Analysis	Source	Internal/External
1			
2			
3			
4			
5			

- d. Does the SCD cite or use data from the RRA?
- e. What is your analysis of the data used? (For example, is it sufficient, what is its quality and reliability, what other data could have been used to strengthen the SCD, is it relevant to the drivers?)

5. Risk

- a. Does the SCD identify conflict risks to the project portfolio? Note: please only discuss conflict-related risks. For instance, fluctuating commodity prices pose

risks in many countries, with and without conflict. Risks should only be included when they relate to conflict.

- b. What kind of tools are used for risk identification and assessment? (For example, RRAs, World Bank analysis, expert consultations.)
- c. What does it say about identifying, managing, and mitigating conflict risk at the following levels?

	Level	Identifying	Managing/Mitigating
1	Policy level		
2	Strategy level		
3	Portfolio level		

- d. What does it say about the following risk categories, and which tools are used for identification, management, and mitigation? Feel free to adapt the list to reflect the risks discussed.

	Risk	Identifying	Managing	Mitigating
1	Performance			
2	Corruption/state capture			
3	Behavioral			
4	Macroeconomic shocks			
5	Societal cleavages (that is, ethnic, religious, linguistic)			
6	Security or access			
7	Lack of data or information			
8	Service delivery			

- e. Do the mentioned risks connect to the identified conflict drivers?

	Driver	Risk
1		
2		
3		
4		
5		

- f. What is your analysis of the risk identification, management, and mitigation as it relates to conflict? (For example, is it sufficient; are identification, management,

and mitigation adequately separated, sensitive to the difference between conflict and nonconflict areas; does the SCD elsewhere reflect the risks identified here?)

6. Does the SCD identify priority areas?
 - a. If so, what is the argumentation for the described priority areas?
 - b. How do they relate to the conflict risks and conflict drivers?
 - c. What is your analysis of the priority areas? (Is it too generic, realistic, or too all-inclusive?)

	Priority Areas	Argumentation	Relation to Conflict
1			
2			
3			
4			
5			

7. Does the SCD discuss that (because of identified risks) the portfolio should be sequenced in a certain way to mitigate conflict risk?
 - a. If yes, how? For example, is it at the sector level (agriculture before mining) or the instrument level (investment project financing versus development policy operation)?
 - b. What is your analysis of the sequencing?
8. Partnerships
 - a. Which (potential) partners are mentioned (including state actors, nonstate actors, and development or humanitarian partners)? For each partner include
 - i. Partner
 - ii. Typology (for example, state, nonstate, international organizations, civil society, nongovernmental organization [NGO])
 - iii. Quote of reference
 - iv. Their role (for example, implementation, convening, dialogue, leverage, peace, and reconciliation)

	Partner	Typology	Their Role	Quote of Reference
1				
2				
3				
4				
5				

- b. What is your analysis of the partnerships discussed? (For example, are any potential partners not included, is it too generic?)

9. Transnationality

- a. Is the conflict understood as a regional issue?
- b. What mention is made of regional partnerships/multicountry linkages between World Bank projects?
- c. What is your analysis of the SCD's understanding of the possible regional nature of the conflict?

10. Results and outcomes

- a. Does the SCD discuss anticipated results (that is, tangible results) in a way that is sensitive to the conflict context? How?
- b. Does the SCD discuss desired outcomes as separate from results or indicators?
- c. Does the SCD discuss the need to capture data in real time (to ensure conflict sensitivity)?
- d. What is your analysis of the outcomes mentioned? (For example, does the SCD in the context of conflict diagnose how to reduce poverty, are results seen as homogenous across conflict and nonconflict areas?)

11. Differentiation

- a. Does the SCD differentiate between conflict- and non-conflict-affected areas of the country?
- b. What is your analysis of the SCD's success in producing different diagnostics of what to do in conflict and nonconflict areas?

CPF Screening Questionnaire

Country: Date published:

Date of RRA publication:

1. Where does conflict “live” within the document?
 - a. Does the CPF include a separate section on a conflict objective or pillar? If so, please describe how.
 - b. Does the CPF include a conflict lens/approach across its objectives or pillars? If so, please describe how.
 - c. Does it neglect certain conflict in the remainder of the CPF (that is, elsewhere is it *not* conflict-sensitive)? From your evaluator opinion, which gaps exist in the mainstreaming?

2. Informing the CPF
 - a. Does the CPF’s strategic objectives develop or address the drivers of conflict as described in the SCD (or RRA)? Please make sure to include the conflict drivers that were not addressed (and your thoughts on why they were excluded). Please answer in the table below, and be sure to include your comments in the last column.

CPF Strategic Objective	SCD/RRA Conflict Drivers Addressed	Comments
	SCD Conflict Drivers Not Addressed	

- b. Overall, does the CPF pick up on lessons from working in conflict from prior conflict strategies or relevant analyses or reviews (in the specific country or others), and so on? Please specify the conflict lens of these lessons.
 - i. If so, how does it build on these?
 - ii. How were the lessons integrated in programming?

Specific Conflict-Related Lesson Learned	How Lesson Was Addressed in Programming

3. Risk analysis

a. Is conflict-related risk a factor in the programming as set out in the CPF? Please discuss risks that are a consequence of conflict or exacerbated by conflict rather than general risks also present in nonconflict peer countries. Please use the table below, which is characterized into

- Political risk (for example, contested elections, security, renewed fighting)
- Societal risk (for example, ethnic, religious, or identity cleavages or tensions)
- Corruption or state capture risk
- Macroeconomic risk or shocks
- Other

Type	Specific Risk(s)	Identification	Management	Mitigation as Part of its Programming
Political				
Societal				
Corruption or state capture				
Macroeconomic risk or shock				
Other				

b. In your opinion, are certain risks missing?

c. How (if at all) have the above risks been used as a management tool for the corporate programming across the CPF pillars/objectives? For example, is risk language incorporated into framing pillars/objectives? (for example, if exclusion is a risk how is inclusion integrated into programming).

- i. Specifically discuss programming
- ii. Does the CPF use risk analysis to apply adaptive management techniques?

4. Sequencing and prioritization

- a. Does the CPF discuss prioritization or sequencing through a conflict lens (yes/no)? Please describe briefly. If so, how does this align with the discussion of prioritization or sequencing in the SCD?
- b. Does the CPF treat conflict-affected areas differently from nonconflict areas in terms of programming? If so, how?

5. Partnerships

Does the CPF mention partnerships with regard to conflict-related programming and programming in conflict-affected areas? Which (potential) partners are mentioned (including state actors, nonstate actors, and development/humanitarian partners)? For each partner include

- Partner
- Typology (for example, state, nonstate, IO, civil society, NGO)
- Their role (for example, implementation, convening, dialogue, leverage, peace and reconciliation)
- Quote of reference

	Partner	Typology	Their Role	Paste Reference to Partnership
1				
2				
3				
4				

WBESOC Portfolio-Level Coherence and Sequencing Tool

The purpose of this tool is to understand (i) the nature of the country nonlending portfolio—its topical mix, its sequencing and utility for making key conflict-related lending decisions – and (ii) the nature of the lending portfolio—sequencing, prioritization of sector, and project choices—in relation to the conflict-related advice and guidance provided by RRAs/SCDs on operational choices and strategies. It also probes the issue of instrument choice.

1. Name of Evaluator:
2. Name of Country:
3. Key Conflict Events and Dates, and World Bank Operations

Describe key conflict events and dates (for example, start of conflict, end of conflict, escalation, de-escalation) along with information on World Bank operations (for example, when the World Bank opened offices in the country, commenced or suspended operations)

Date	Event

4. Key pieces of analytical work

Describe the key pieces of analytical work that were conducted that could provide insights to the task teams preparing operations in conflict-affected areas. This section should not be limited to conflict analysis but should include, at the author’s discretion, more traditional types of World Bank nonlending that could be used at least partially to increase conflict sensitivity. Examples include the following:

- Political economy analysis
- Public Expenditure Reviews
- Governance and Corruption
- RRA, FA, Peace and Conflict Filter, Country Social Assessment

- Sector-specific assessments that use a conflict lens or are conflict-sensitive, and focus on conflict-related sectors as specified in the SCD

Along with the date and description of the product, please specify the category of the nonlending activity among the following options: (i) service delivery in conflict-affected areas; (ii) conflict analysis; (iii) macrofiscal products (for example, public financial management, fiduciary assessment, payment system, or other operational analysis); and (iv) governance.

Date	Product	Category

5. Key lending operations in conflict areas

Together with the Macrodata Team, provide a list and description (name, sector, dates, financing) of the key lending operations, including canceled operations that have geographic overlap with conflict-affected areas. Include national, regional, and more siloed projects.

Dates	Name	Sector	Financing

Coherence analysis (Use charts provided by the macro data team plus your own analysis of the above portfolios describe trends).

- a. Please use the above data on non-lending and lending and the portfolio charts to describe the major issues affecting the coherence of the portfolio.
 - Were nonlending projects used to inform lending? Was the nonlending inclusive of issues that would help the lending be conflict sensitive, even if it is not labeled as such (i.e., governance, macrofiscal risks, institutional/corruption issues).
- b. Across which sectors over time do you find coherence in the nonlending and lending portfolios and which ones do you find more idiosyncratic?
- c. How well were the key lending operations – sector choice, timing, and instrument choice – in line with the risk/conflict analysis guidance provided by the RRA, FA, SCD or other specific conflict assessments?

- d. Please include any additional comments on the thematic sequencing, volume, instrument/volume/sector trends from the graphs provided by the macro team if they provide additional ideas to the above.
 - e. Were there any shifts in the focus or timing of nonlending operations (e.g., governance, institutional analysis, conflict sensitivity, political analysis) in response to changes in the conflict context (start or end of conflict, escalation or de-escalation, etc.)? Please describe them. In other words, as nonlending being conducted “in advance of, in real time” to help task teams assess the changing nature of conflict risks and dynamics, including the changing nature or political or institutional issues that have conflict implications?
 - f. Describe whether projects were restructured (level I, II). This will inform the choice of projects for the CSA.
 - g. Did projects scale back, close, or leave areas affected by conflict? Backfill your response to this question once you have completed the project-level CSA analysis.
6. Geography of aid
- a. Please describe the outlay of your portfolio over time from the point of view of conflict geography.
 - b. Which projects were already operating in areas where conflict(s) broke out? Which sectors?
 - c. Which projects were designed to operate in conflict areas and were made effective after conflict broke out?
 - d. Which projects are national, explain links to conflict issues. This would include macro/fiscal/governance. But for the real sectors, we are also wanting to know that there are investments that were planned nationally (let’s take transport) in areas where conflict existed or broke out as well as peaceful areas, so that we can probe the conflict sensitivity in the CSA tool.
7. Conclusion
- a. How do lending and nonlending operations line up in line with conflict events and the need for preparedness and informed risk taking?
 - b. Was there adequate differentiation between conflict and non-conflict-affected analysis and operations?

Analysis of Conflict Sensitivity in Project Documentation*

*This CSA [conflict sensitivity approach] tool is intended to evaluate the conflict sensitivity of individual World Bank projects. It draws on DFID's [Department for International Development's] Strategic Conflict Assessment tool, GIZ's Peace and Conflict Assessment, and USAID's [U.S. Agency for International Development's] Conflict Assessment Framework. It is administered mainly on desk but also requires key interviews to "fill in the gaps" about the design and effectiveness of conflict identification and mitigation measures.

Instructions

Only projects that have worked partly or fully in conflict-affected or fragile areas should be selected for analysis using this tool. Each project should be reviewed using the following:

- Project appraisal document (or equivalent)
- Latest ISR [Implementation Status and Results Report] and aide-mémoire (if project is closed, try to find the last aide-mémoire)
- For closed projects, ICR [Implementation Completion and Results Report]
- Interview with TTL [task team leader], social specialist, or operations officer (as needed)
- For some projects, there could be relevant studies or social safeguards documents (the PAD [project appraisal document] or ICR might refer to them)

Project Information

Project Name:

Date of Approval:

Date of Effectiveness:

Closing:

Amount:

Implementing Agencies:

PDO:

Global Practice:

Main activities:

Is the project national? Subnational?

Nature of the Project and Conflict Context

1. Did the project try to address a conflict-related issue or was it focused on achieving traditional development objectives? Did it work “in” conflict (e.g., programming that seeks to minimize conflict-related risks/“do no harm”); “on” conflict (programming that focuses on conflict prevention/management/resolution); or “around” conflict (treating conflict as an impediment to be avoided)? If the project is working “in” conflict, what conflict driver(s) is it seeking to address?
2. What was the stage of conflict when this project was being implemented? (escalating, de-escalating, latent conflict, or postconflict peacebuilding)
3. What was the nature of violence in the project area?

Project Design

1. Please describe whether and how the project identified conflict-related risks.
 - a. Was a conflict specialist involved in the project design?
 - b. What sources of analysis were leveraged (e.g., RRA, Political Economy Analysis, Conflict assessments, peace and conflict filter, experts)? In your analysis please distinguish between internal WB [World Bank] products and what’s available from other entities. Dimensions of conflict analysis could include the following:
 - i. An analysis of governance and institutions and how these are related to conflict.
 - ii. An analysis of horizontal and vertical inequalities between different groups.
 - iii. An analysis of what drives inclusion, cohesion, or social accountability/participation.
 - iv. Economic factors that fund or contribute to conflict.
 - c. What was the quality of the analysis of the conflict risks to and stemming from the project in the project documentation?

2. Please describe how conflict analysis was integrated into the design of the project.
 - a. Did it inform the sector and/or geographic areas targeted for programming (e.g., communities most or least affected by conflict)? The lending instruments used? The main beneficiaries (e.g., inclusive or exclusive of particular groups)? How were these decisions justified?
 - b. Describe any conflict-related mechanisms that were integrated into the project design (e.g., participatory grievance processes).

Project Implementation

3. Did the project implement activities in a conflict-sensitive way? Consider the following conflict-related risks, and how well the project identified and mitigated them:
 - a. Contextual risks
 - i. Did the project consider what changes might arise in the general environment (e.g., insufficient capacity of partner) as a result of conflict, and how those changes could impair or prevent implementation of the project and the attainment of its objectives?
 - b. Programmatic risks
 - i. Did the project take adequate measures to prevent negative externalities of program activities as they relate to conflict (e.g., increased GBV [gender-based violence], labor influx upsetting fragile communal balance, new rents or unequal gains destabilizing community, restricting access of displaced people to communal resources)?
 - ii. Were project activities inclusive of different groups? (Consider ethnic, linguistic, religious minorities, as well as ways that the project tries to include youth, women, disabled, or ex-combatants, IDPs, refugees).
 - iii. How has the project disseminated information about projects to different social groups (including women, youth, displaced persons, etc.)? Are there groups that normally do not have access to this information?
 - iv. Was the project able to identify key individuals, governing structures, or partners that could drive change and involve them in the project?

- v. What did the project do to manage actors can be identified as spoilers? For example, groups benefiting from war economy (combatants, arms/drug dealers), smugglers, etc.
- c. Corruption risks
- vi. If corruption/elite capture was a concern, how did the project address this? Did the project go beyond implementing World Bank fiduciary procedures?
- d. Personnel risks
- vii. What were the mechanisms to hire project staff, including staff responsible for project implementation? Were these mechanisms conflict sensitive?
 - viii. How might conflict jeopardize the security of project and/or partner personnel (e.g., murder, robbery, kidnapping and medical care)?
- b. Risk Mitigation and Management
- i. How well were risks monitored? Did the project measure and track its impact on conflict (e.g., inequality or the poverty of specific excluded groups)?
 - ii. What contingency measures were prepared to facilitate an appropriate response in the event that risks manifested?
 - iii. How well did the project respond to the effects of its projects (programmatic and operational), and either adjusted its activities or developed new initiatives in response? Please only discuss effects that pertain to conflict.