

Approach Paper

Learning and Results in World Bank Operations

November 14, 2013

Background and Context

1. The World Bank and its partners in developing countries have long acknowledged the critical links between operational learning, operational performance, and development effectiveness. This was one of the themes of the Wapenhans report (World Bank 1992), which sought to replace the Bank’s fixation on volumes of loans approved and disbursed with a focus on the quality of implementation. Effective development operations typically embed, acquire, and re-apply relevant knowledge throughout the operation cycle in a timely and efficient manner (Andrews, Pritchett and Woolcock 2012; Darling 2013; Pritchett, Samji and Hammer 2013; World Bank Institute 2011). This process of learning depends in part on well-functioning learning mechanisms and organizational capabilities that promote learning. Since his arrival in the summer of 2012, President Jim Kim has challenged the Bank to develop a ‘science of delivery’ by more systematically learning from successful and failed operations, and also capturing and distilling the tacit knowledge of master practitioners in Bank operations (World Bank 2013a, 2013b). The Bank is now implementing a Change Agenda, which includes a commitment to real-time learning—incorporating feedback from clients and citizens to adapt program design and implementation as needed (World Bank 2013b).

Box 1. How this Evaluation Defines “Knowledge” and “Learning”

In this study, *knowledge* refers to *content* – that is, the data, information (both theoretical and practical), and skills acquired through research, study, and experience. Bank knowledge services involve the production, use, and sharing/transfer of that content both inside and outside the Bank.

Learning is the *process* of obtaining/acquiring knowledge and capabilities. As related to Bank lending operations, learning occurs importantly by: a) bringing knowledge into the design of operations (“learning-into-lending”); b) gaining and using knowledge in the modification and implementation of on-going projects (“learning-while-lending”); and c) transmitting/feeding-back lessons from projects to other projects or project follow-ups (“learning-from-lending”). To the extent that learning in lending is effective, it results in changes in operational behaviors, policies, or processes that inform on-going or subsequent operations, and helps to build the Bank’s base of operational knowledge. Thus there is an important feedback loop from knowledge to learning and back to enhanced knowledge, with the purpose of improving development outcomes.

Both knowledge and learning occur in two forms. *Formal knowledge* is written or otherwise recorded, and intended to be available overtime according to provisions for its accessibility. *Informal (tacit) knowledge* is that which is known by an individual and conveyed directly to others. It may entail technical expertise or practical experience. Similarly, there is *formal learning* through training and *informal (tacit) learning* acquired by individuals through experience or directly from others. Overall, the operational knowledge and learning nexus in any institution is fostered or impeded by an institution’s organizational arrangements, processes, and incentives, as this evaluation discusses in the case of Bank “learning in lending.”

Purpose, Objectives, and Audience

2. The purpose of the evaluation is to promote a better understanding of how the World Bank generates, accesses, and uses learning and knowledge in its lending operations (henceforth referred to as ‘learning in lending’), and what scope there is for improving how it does so. The staff of a learning organization excels at creating, acquiring and transferring knowledge. This presupposes: (a) an organization that embodies the structure, culture and incentives needed to support learning (e.g. an organization where staff are free to experiment); (b) sound learning processes and practices (e.g. incentives to make midcourse corrections to active operations, opportunities for sharing knowledge between departments, etc); and (c) leadership behavior that reinforces learning (Garvin, Edmondson and Gino 2008). In the case of the World Bank, the ultimate goal is for learning to lead to better development outcomes (World Bank 2013a, 2013b).
3. To ensure that the evaluation is relevant to the Change Agenda it needs to be delivered within a short timeframe, which means that tough choices must be made about what to include and what to leave out. Following discussions between IEG and CODE members at the Informal CODE Retreat of March 1, 2013 it was agreed that the evaluation should focus on learning as manifested in World Bank lending operations. Further areas of focus and reasons for proposed selectivity are outlined in paragraphs 8-13 below.
4. IEG will conduct a program of two sequential evaluations:
 - The objective of Evaluation I is to delineate attributes of effective learning in lending. These attributes refer to “learning-into-lending” (inputs into project design); “learning-while-lending” (feedback and modifications of design and implementation while the project is underway); and “learning-from-lending” (lessons from the project that were transmitted to other projects). The study will assess how the Bank needs to change to become better at generating, accessing, and using learning and knowledge in its lending operations. Evaluation I will not make recommendations but will present findings and outline hypotheses for testing in Evaluation II.
 - The objective of Evaluation II is to assess the extent of learning in World Bank lending operations and to probe the association between learning and development effectiveness in order to derive recommendations about how the Bank can better use learning to improve development results. For selected lending operations, it will assess the degree to which learning has been acquired by Bank staff. To the extent that this evidence is available, the evaluation will also report on evidence that government clients, development partners and beneficiaries learned through the sampled Bank lending operations. It will also examine how effectively learning is transmitted between lending operations and within and across countries. With due regard for the difficulties of establishing a causal chain between learning and development outcomes, the evaluation will report on the strength of the association between learning and development outcomes. It will investigate if learning from experiments and from midcourse design adjustments to lending operations results in

better outcomes. Evaluation II will make recommendations and include a Management Action Record.¹

5. The primary audience for this evaluation program comprises the leaders of the World Bank's Change Agenda, with particular reference to the teams working (a) on Client Impact and Results and (b) on Knowledge and Solutions. The wider Bank audience comprises Bank operational staff and staff in the Operations Policy and Country Services Vice-Presidency, particularly the unit dealing with knowledge and learning, and researchers in the Development Economics Unit (DEC) studying learning and development effectiveness. The audience beyond the Bank consists of the client governments, development partners, non-governmental organizations, organizational learning specialists and, ultimately, the citizens that the Bank is intended to serve. Each of these groups will be engaged in the course of the evaluation program.

Evaluation Questions and Coverage/Scope

EVALUATION QUESTIONS

6. Evaluations I and II both seek an answer to the following overarching question:

How well has the World Bank learned in its lending operations and what is the scope for improving how it generates, accesses, and uses learning and knowledge in these operations?

Some specific questions that follow are:

1. How effective is the World Bank at learning in lending?
2. In what ways has the organizational culture and incentive structure of the Bank aided or hindered learning in lending? To what extent does the design and implementation of World Bank lending operations make good use of lessons learned about development effectiveness?
3. How effectively do World Bank lending operations “learn by doing” – trying different approaches, introducing mid-course adjustments to design and implementation, and making sound use of monitoring and evaluation?
4. What are the pathways for transmitting lessons derived from World Bank lending between Bank staff and Bank operations within and across countries and – to the extent that there is evidence of this – between the Bank's lending operations and its clients, partners and beneficiaries?
5. To what extent do World Bank lending operations that incorporate learning during design and implementation get better development results?

7. The motivation for the questions is given in Box 2. An *indicative* list of sub-questions is presented in Attachment 2.

¹ Subject to demand, and the availability of time and budget, a *third evaluation* could focus on selected sectoral and country portfolios and assess their learning mechanisms, the extent of learning, and the results from learning.

Box 2. Motivation for the Evaluation Questions

(1) *How effective is the World Bank at learning in lending?* According to the latest staff survey (World Bank 2009), 72% of staff rated the World Bank Group favorably on the learning opportunities provided to staff. But an internal background paper prepared for this study concluded that the Bank may have much to learn from other donors agencies about how to learn from lending. Salient features include unbundling accountability and learning functions, shifting the latter upstream of the project cycle, and embedding evaluation into the heart of operations. In DfID, evaluation specialists are part of projects with responsibilities for enforcing evidence standards. In the Asian Development Bank, evaluation experts act as peer reviewers during project preparation. Evaluation in USAID pays particular attention to understanding unexpected results. All three agencies have promoted cross-support and exit interviews for departing staff.

(2) *In what ways has the organizational culture and incentive structure of the Bank aided or hindered learning in lending?* Dating back to the 1992 “Wapenhans” report, the “lending approval” culture of the Bank has been frequently criticized (Phillips 2009). Task team leaders are rewarded for delivering projects to the Board rather than for investing in the learning by doing that accompanies effective project implementation. For good reason, managers pay close attention to disbursement levels and staff associated with smoothly-disbursing operations are more likely to be promoted. Procedures for restructuring projects are cumbersome and may inhibit the mid-course corrections that projects inevitably require. There are no incentives to capture and disseminate the lessons learned by task team leaders in the course of operational work, lessons that are lost when they move on (Darling 2013).

(3) *To what extent does the design and implementation of World Bank lending operations make good use of lessons learned about development effectiveness?* A background paper prepared for this study found that FY13 project appraisal and program documents made uneven reference to the different types of learning. There were plenty of references to lessons relevant to safeguards and fiduciary matters, to institutional capacity and to country-specific sector knowledge. But cross-country and academic sources of learning were only cited in one-third of cases and there was barely any discussion of learning derived from global public goods, or the role of the private sector or civil society. Surveys of the use that Bank operational staff make of the Bank’s research found that staff working on infrastructure and agriculture made much less use of research than those working on human development (Ravallion 2011; Development Economics 2012).

(4) *How effectively do World Bank lending operations “learn by doing” – trying different approaches and making mid-course adjustments to design and implementation?* Hirschman (1967) and Rondinelli (1993) made the case early on for operations that are small-scale, exploratory, and risky – operations that do not always provide immediate economic returns or yield quick results. More recent studies have strongly argued for an adaptive approach to lending, emphasizing the importance of learning from failure (Andrews, Pritchett and Woolcock 2012). The Bank has recently been examining ways to strengthen implementation by improving the transmission of learning at the point when one task team leader hands over to another (Darling 2013).

(5) *What are the most effective pathways for transmitting lessons derived from World Bank lending – between Bank staff and between Bank operations – and to the extent that there is evidence for this-- between the Bank’s lending operations and its clients, partners and beneficiaries?* Impact evaluations sponsored by Bank operations are generally of high quality but the design of operations is not strongly grounded in their findings and recommendations (IEG 2012a). The decline in cross-support has reduced the flow of tacit knowledge among staff in the Bank, with lesson learning becoming more and more trapped in sector silos (IEG 2012b).

(6) *To what extent do World Bank lending operations that incorporate learning during design and implementation get better development results?* IEG analysis shows that there is a strong correlation at the project level between outcome and quality of monitoring and evaluation. This is strongly suggestive (though not definitive) of a link from learning to performance.

Source: Andrews, Matthew, Lant Pritchett and Michael Woolcock. 2012. “Escaping Capability Traps through Problem-Driven Iterative Adaptation.”; Darling, Marilyn. 2013. “Learning from Failure: Task Team Leader Handover.”; Hirschman, Albert O. 1967. *Development Projects Observed*; IEG. 2012a. *The Matrix System at Work: An Evaluation of the World Bank’s Organizational Effectiveness*; Phillips, David A. 2009. *Reforming the World Bank: Twenty Years of Trial—and Error*; Ravallion, Martin. 2011. “Knowledgeable Bankers? The Demand for Research in World Bank Operations.”; World Bank. 2009. *Staff Survey Results*; Rondinelli, Dennis A. 1993. *Development Projects as Policy Experiments*.

SCOPE

*(This section refers to **both** Evaluations 1 and 2)*

8. The study will emphasize the process of learning in lending, taking due account of the role that knowledge plays in informing learning. Box 1 above and Figure 1 at the end of this paper both distinguish “learning” from “knowledge”, but note the important feedback loop from knowledge to learning and back to enhanced knowledge.
9. In the interests of manageability and given the tight deadline, the evaluations will not address IFC and MIGA operations per se, as discussed between IEG and CODE on March 1, 2013. Also, IFC and MIGA interventions that are connected to the sampled Bank projects will be assessed. Lessons for the Bank on learning in lending from IFC will be documented.
10. The evaluations will be limited to IBRD/IDA investment operations and development policy operations. The sampling strategy will involve steps to ensure that the provenance of learning is fully captured, attempting to trace the transmission of lessons learned between projects and across countries and Regions.
11. The evaluations will only assess Bank analytic and advisory services (AAA) and research to the extent that these are ancillary to the lending operations sampled. The evaluations will not assess the overall quality of the products produced through AAA and research but will consider, for the operations that are sampled, how the use of those products led to changes in the trajectory of the operation (e.g. design adjustments). IEG recently completed an evaluation on knowledge-based country programs.
12. This series of evaluations will not venture an inclusive assessment of the Bank institutions that support operational learning (Network anchors, DEC, WBCKL, IEG, ITS), but refer only to the work of those institutions in the context of the sample of lending operations that is selected for study.
13. The evaluations will not assess the transmission of learning between the diverse elements of the Bank’s activities in a given country: it will not assess the Country Partnership Strategy as a whole. However, for the sample of operations analyzed in depth, the evaluation will examine: (a) the transmission of learning between related Bank operations in the same country (e.g. between development policy operations in the same series, or between original and follow-on investment operations); (b) the transmission of learning from the sampled Bank operations to Bank operations in other countries; and (c) to the extent possible, the transmission of learning from the sampled Bank operations to other development interventions beyond Bank auspices.
14. Attachment 3, Figure 1 gives a diagram of the evaluation universe.

Evaluation Design

EVALUATION I: HOW THE WORLD BANK LEARNS IN LENDING

15. *Component (1): Literature review.* A review of the academic literature will focus on learning in lending, using a keyword search to pinpoint the relevant studies in what is a diffuse field. Attributes to consider are: the organizational structure and culture, the system of learning practices and processes, and the role of leaders in reinforcing a culture of learning (Garvin, Edmondson and Gino 2008). There is some literature in the Bank on learning but much more has been generated outside the Bank. Rather than comprehensively reviewing the available literature, IEG will conduct a targeted search, relying on experts to provide key references. The approach will be systematic and transparent, with all assumptions made explicit, and with care taken to assess the strength of the evidence of effective learning. A separate review will examine the recommendations on learning in lending that are to be found in Bank strategy documents going back to Wapenhans, as well as findings from past IEG studies (e.g. the Matrix study, the Knowledge in Country Programs study). It will refer to IEG's Biannual Report on Operations Evaluation (IEG 2013) to provide context and to identify lessons for the Bank based on IFC's experience with learning in its lending operations.

16. *Component (2): Expert consultation.* The attributes of effective learning identified from the literature search will be tested on knowledge experts, in and outside the Bank in semi-structured interviews. In the course of the evaluations, IEG will interact regularly with the managers and senior staff in that part of the Bank now charged with change, knowledge and learning (WBCKL). Guidance from the peer reviewers (paragraph 28) will also be sought. In addition, IEG will invite the leading staff of each of the fifteen or so Sector Boards to recommend projects that are particularly innovative, or that exemplify effective learning, as well as special initiatives (e.g. workshops, training and informal exchanges) that promote learning by the Bank. Finally, there will be a focus group to solicit the views of personnel from Regional VPU teams responsible for quality assurance and development effectiveness.

17. *Component (3): Questionnaire survey.* IEG will develop and test a questionnaire to be administered electronically to all World Bank staff, all Bank Executive Directors and Advisors, and all 1818 H Society members (in order to determine if the perceptions of the current staff are different from those of former staff). The survey will ask respondents to assess the current state of learning in lending and invite them to suggest what needs to change to make learning more effective.

18. *Component (4): TTL interviews and focus groups.* The study will interview Bank staff currently active as task team leaders (TTLs), using a mix of face-to-face interviews, phone interviews and focus groups. Three separate TTL groups will be selected. The first group consists of the TTLs of operations that have recently been evaluated by IEG (based on the posting date of the ICR review). This part of the evaluation will consider how the choice of lending instrument influences learning, comparing Specific Investment Loans, Adaptable Program Loans, Learning and Innovation Loans, Technical Assistance Loans, and Development Policy Operations (both standalone and those forming part of a series). In the case of Specific Investment Loans, the analysis will consider to what extent a change in the rating of progress

toward development objectives is associated with learning, broken down by the following four project cycle performance trajectories:

S>S Project rated satisfactory in ISRs around midterm, and satisfactory in ICR Review (or PPAR)	S>U Project rated satisfactory in ISRs around midterm, and unsatisfactory in ICR Review (or PPAR)
U>S Project rated unsatisfactory in ISRs around midterm, and satisfactory in ICR Review (or PPAR)	U>U Project rated unsatisfactory in ISRs around midterm, and unsatisfactory in ICR Review (or PPAR)

19. The project documents for each selected operation will be reviewed, applying a checklist that identifies potential learning opportunities in the project cycle (e.g. peer review comments on project concept documents, citation of research and analytic work, IEG’s rating of the quality of monitoring and evaluation, number and level of formal restructurings). However, by itself the documents review cannot be expected to capture the depth and nuance of the learning associated with the project, much of which is probably tacit. It is essential therefore, to the extent that TTL availability and the study delivery deadline permit, to interview the TTLs attached to each of the operations selected.

20. The second TTL group comprises highly-experienced TTLs: using Information and Technology Solutions data, IEG compiled a list of TTLs who had delivered five or more operations to the Board, including at least one in FY12-13. IEG will conduct impromptu rapid phone interviews with these TTLs. The same approach will be used for a third group, comprised of novice TTLs, drawn from a list supplied by Human Resources of persons recruited or promoted into G-H level positions since July 2011.

21. In each of these three cases, the aim is to target currently active staff with recent experience as a TTL, in order to ensure that the study findings are as relevant as possible to today’s Bank. At the same time, it is important to balance “up-to-date-ness” with the thoroughness of the evaluative evidence: that is why Group 1 addresses the projects most recently evaluated by IEG, rather than active projects (where the information needed for evaluation is less complete).

EVALUATION II: FROM LEARNING TO RESULTS IN WORLD BANK LENDING

22. *Component (5): Review of lending operations and case studies.* Evaluation II will set out to test the hypotheses derived from Evaluation I. Evaluation II will identify a set of projects for the purpose of conducting field-based case studies. The case studies will draw on interviews with government, development partners and beneficiaries, in addition to project documents review, aiming to deepen the understanding of learning pathways. About six countries will be visited for this part of the evaluation. Details will be determined in light of the findings of Evaluation I.

23. The case studies will attempt to assess the association between learning and development outcomes. The assessment of development outcomes will take account of, *but not be limited to*, the ratings contained in Implementation Status and Results Reports (for active operations) and Implementation Completion and Results Reports (for closed operations): to the extent possible,

IEG will review evidence on outcomes additional to that presented in documents prepared by the operation team. This part of the evaluation will probe the “unobservables” not captured by Bank databases. It will investigate attributes such as willingness to try out new ideas, sharing of knowledge with others, etc. One of the objectives is to examine how effectively learning is transmitted between operations in the same series, and, to the extent possible, how widely it is disseminated from the Bank-supported operations to government programs or to other initiatives beyond the Bank’s purview.

24. Taken together, the findings from these five components will not only demonstrate the gap that separates today’s Bank from where it should aim to be in a few years, but will also allow us to discern pathways for how learning takes place, leading to recommendations intended to strengthen the Bank’s performance on learning in lending.

EVALUATION LIMITATIONS

25. The evaluations face four main challenges. First, there is no predefined benchmark of learning in Bank lending—thus, there is no readily available evaluation template. Also, there may be no “expert consensus” about what constitutes learning relevant to lending (Components 1 and 2). IEG will tackle this challenge by taking an interactive approach, involving regular exchanges with the peer reviewers (paragraph 28), and the Bank team leading the changes in knowledge and learning (WBCKL): the IEG study team will use its exchanges with both sources to formulate hypotheses about learning in lending that will be tested in the course of the evaluation.

26. Second, there is typically a low response rate to questionnaire surveys of Bank staff, increasing the risk of response bias. IEG will address this risk by seeking the support of WBCKL in promoting the survey and through triangulation: using more open-ended, in-depth interviews with task team leaders to complement the questionnaire.

27. Third, the association between operation outcomes and learning will be hard to measure. It is important not to assume that satisfactory development outcome ratings necessarily reflect solid learning. Equally, because learning cannot be observed directly outside experimental settings, measuring the association between learning and outcomes will always be problematic. IEG will address this challenge by acknowledging the diverse factors that intervene in the chain between outcomes and learning, spelling out the assumptions made and inferences drawn; and by comparing the perspective of Bank staff with that of Bank clients and partners.

Quality Assurance Process

28. The draft evaluation approach paper and both evaluations will be peer reviewed to ensure accurateness, credibility, and impartiality of the findings and recommendations. Peer reviewers for the first evaluation are: Marilyn Darling, Partner and Specialist in Team and Corporate Learning Strategies, Fourth Quadrant Partners, and former World Bank consultant; Jeffrey Gutman, Brookings Institute, formerly Vice-President, Operations Policy and Country Services, World Bank; and Michael Woolcock, Lead Social Development Specialist, DECPI, World Bank.

Expected Outputs and Dissemination

29. The report for **Evaluation I** will comprise a literature review of learning in lending, identification through semi-structured interviews of World Bank Group and other donor agency staff of those practices that are directly relevant for the Bank’s learning in lending, a survey of World Bank staff to document their views about how the World Bank can improve the generation, access, and use of learning in its lending operations, and an assessment of learning in a sample of operations organized by sector/theme to distil lessons of experience (limited to document review and TTL interviews). The report for **Evaluation II** will comprise the results of the sector/theme case studies, based on field missions, the mapping of Bank “knowledge leaders,” and the connection between individual staff attributes and project performance ratings.

30. These reports will be delivered to the World Bank Group Board’s Committee on Development Effectiveness (CODE). Both reports will be published and disseminated internally and externally. In addition to outreach during the work conducted for both evaluations, IEG will undertake an especially large outreach effort once Evaluation II is complete. This plan will target key stakeholders, both internal and external, including staff at headquarters and country offices, multilateral development banks, donors, academia and nongovernmental organizations. Through these means, the team will maximize awareness and the value of the evaluations’ findings and recommendations.

Resources

31. *Timeline and Budget.* The draft report for Evaluation I will be presented to CODE in FY14Q3. The draft report for Evaluation II will be presented to CODE in FY15Q2. The FY14 budget for this evaluation is estimated at US\$800,000. Additional resources will be sought through other sources, including trust funds, to support field-based data gathering and outreach and dissemination.

32. *Team and Skills Mix.* The skills mix required to complete this evaluation include (a) evaluation experience and knowledge of IEG methods and practices; (b) familiarity with the policies procedures and operations of World Bank Group institutions; (c) knowledge of World Bank Group and external information sources, particularly for IBRD/IDA lending operations; and (d) practical, policy and analytical expertise in organizational learning, with special reference to development effectiveness. The evaluation will be prepared by a team led jointly by Soniya Carvalho and John Heath (Task Team Leaders), and will consist of Iradj Alikhani (Consultant, with substantial expertise in lending operations), Catherine Gwin and Manuel Penalver (Consultants, with substantial experience on knowledge issues), Xue Li (Consultant, with expertise in World Bank databases and statistical analysis), Christopher Nelson (Consultant, with expertise in project cycle learning), Bahar Salimova (Information Officer, with expertise in stakeholder outreach and social media), Matthew Winters (Assistant Professor, University of Illinois, with research expertise on the quantitative and qualitative analysis of World Bank operations), Hanlei Yun (Consultant, with expertise in quantitative and qualitative analysis of World Bank project documents), and other specialists identified in the course of the work. The report will be prepared under the direction of Marie Gaarder, Manager, IEGPS; and Emmanuel Jimenez, Director, IEGPS.

Attachment 1

References

- Andrews, Matthew, Pritchett, Lant, and Michael Woolcock. 2012. "Escaping Capability Traps through Problem-Driven Iterative Adaptation." Harvard Kennedy School Faculty Research Working Paper, No. RWP12-036, Cambridge: Harvard University.
- Darling, Marilyn. 2013. *Learning from Failure: Task Team Leader Handover*. Washington, DC: World Bank.
- Development Economics. 2012. "Research at Work: Assessing the Influence of World Bank Research." DEC Research Report. Washington, DC.
- Garvin, David A., Edmondson, Amy C., and Francesca Gino. "Is Yours a Learning Organization?" *Harvard Business Review* 86, no. 3.
- Hirschman, Albert O. 1967. *Development Projects Observed*. The Brookings Institution, Washington, DC.
- IEG. 2012a. *The Matrix System at Work: An Evaluation of the World Bank's Organizational Effectiveness*. Washington, DC: World Bank Group.
- _____. 2012b. *World Bank Group Impact Evaluations: Relevance and Effectiveness*. Washington, DC: World Bank Group.
- _____. 2013a. *Biennial Report on Operations Evaluation: Assessing the Monitoring and Evaluation Systems of IFC and MIGA*. Washington, DC: World Bank Group.
- _____. 2013b. *Knowledge-Based Country Programs: An Evaluation of the World Bank Group Experience*. Washington, DC: World Bank Group.
- Phillips, David A. 2009. *Reforming the World Bank: Twenty Years of Trial – and Error*. New York: Cambridge University Press.
- Pritchett, Lant, Samji, Salimah, and Jeffrey Hammer. 2013. "It's All About MeE: Using Structured Experiential Learning ("e") to Crawl the Design Space." Center for Global Development, Working Paper 322.
- Ravallion, Martin. 2011. "Knowledgeable Bankers? The Demand for Research in World Bank Operations." World Bank Policy Research Paper Series, No. 5892, World Bank, Washington, DC.
- Rondinelli, Dennis A. 1993. *Development Projects as Policy Experiments*. (Second Edition.) London: Routledge.
- Teleos/KNOW. Global Most Admired Knowledge Enterprise (1998-2012)
<http://www.knowledgebusiness.com/KnowledgeBusiness/templates/home.aspx?siteId=1&menuItemId=25>
- World Bank. 1992. "Effective Implementation: Key to Development Effectiveness – Portfolio Management Task Force" also known as the "Wapenhans Report." Washington, DC.
- _____. 2009. Staff Survey Results. Washington, DC.
- _____. 2013a. "Developing a World Bank Group Strategy." Concept note. Washington, DC.
- _____. 2013b. "Change Working Group Proposals: Senior Management Team Decisions." Washington, DC.
- World Bank Institute. 2011. "The Art of Knowledge Exchange: A Results-Focused Planning Guide for Development Practitioners." Washington, DC.

Attachment 2

Indicative Evaluation Design Matrix

Evaluation Questions Sub-questions	Study Components	Data Sources and Methods of Analysis	Limitations
1. How effective is the World Bank at learning in lending?			
What makes for effective learning in lending, as viewed by agencies that are leaders in knowledge management?	Components 1, 2	Literature search, interviews with experts; Qualitative analysis	Relevance of agencies treated as Bank comparators may be contested.
Does the World Bank staff perceive that the Bank is effective at learning in lending?	Component 3	Questionnaire survey; Statistical and qualitative analysis	Response bias
How does the Bank staff rate its learning in lending performance	Component 3	Questionnaire survey; Statistical and qualitative analysis	Response bias
2. In what ways has the organizational culture and incentive structure of the Bank aided or hindered learning in lending?			
Is there still a “lending approval” culture that rewards delivery of projects to the Board more than learning?	Components 3, 4, 5	Questionnaire survey, interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Response bias; representativeness of sample may be contested
Are the procedures for restructuring projects so cumbersome that they inhibit mid-course corrections?	Components 3, 4, 5	Questionnaire survey, interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Response bias; representativeness of sample may be contested
3. To what extent does the design and implementation of World Bank lending operations make good use of lessons learned about development effectiveness?			
Are operations explicitly designed to produce and disseminate learning?	Components 3, 4, 5	Questionnaire survey, interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Response bias; representativeness of sample may be contested
Do operation documents cite learning from (a) past operations, (b) Bank analytic work and	Component 4, 5	Interviews with Bank staff, clients, partners;	Representativeness of sample may be contested

Evaluation Questions Sub-questions	Study Components	Data Sources and Methods of Analysis	Limitations
research; and (c) non-Bank literature?		Descriptive statistics & qualitative analysis	
In addition to citing learning, do operation documents spell out convincingly how lessons learned were incorporated in operation design and led to the rejection of alternative approaches?	Component 4, 5	Interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Representativeness of sample may be contested
Is the initial operation concept document subject to rigorous peer review, and what recommendations did reviewers make?	Component 4, 5	Interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Representativeness of sample may be contested
Are the design recommendations made by (a) the sector manager and (b) the Country Director evidence-based?	Components 4, 5	Interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Representativeness of sample may be contested
Is operation design adjusted to reflect the recommendations made by peer reviewers and management?	Components 3, 4, 5	Questionnaire survey, interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Response bias; representativeness of sample may be contested
How closely are operation concept and design aligned with Bank corporate, country and sector knowledge?	Components 3, 4, 5	Questionnaire survey, interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Response bias; representativeness of sample may be contested
Does operation design embody adequate knowledge about safeguards, financial management and procurement?	Components 3, 4, 5	Questionnaire survey, interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Response bias; representativeness of sample may be contested
Does operation design build on learning from technical assistance, delivered before approval or planned during implementation?	Components 3, 4, 5	Questionnaire survey, interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Response bias; representativeness of sample may be contested
4. How effectively do World Bank lending operations “learn by doing”— trying different approaches, introducing mid-course adjustments to design			

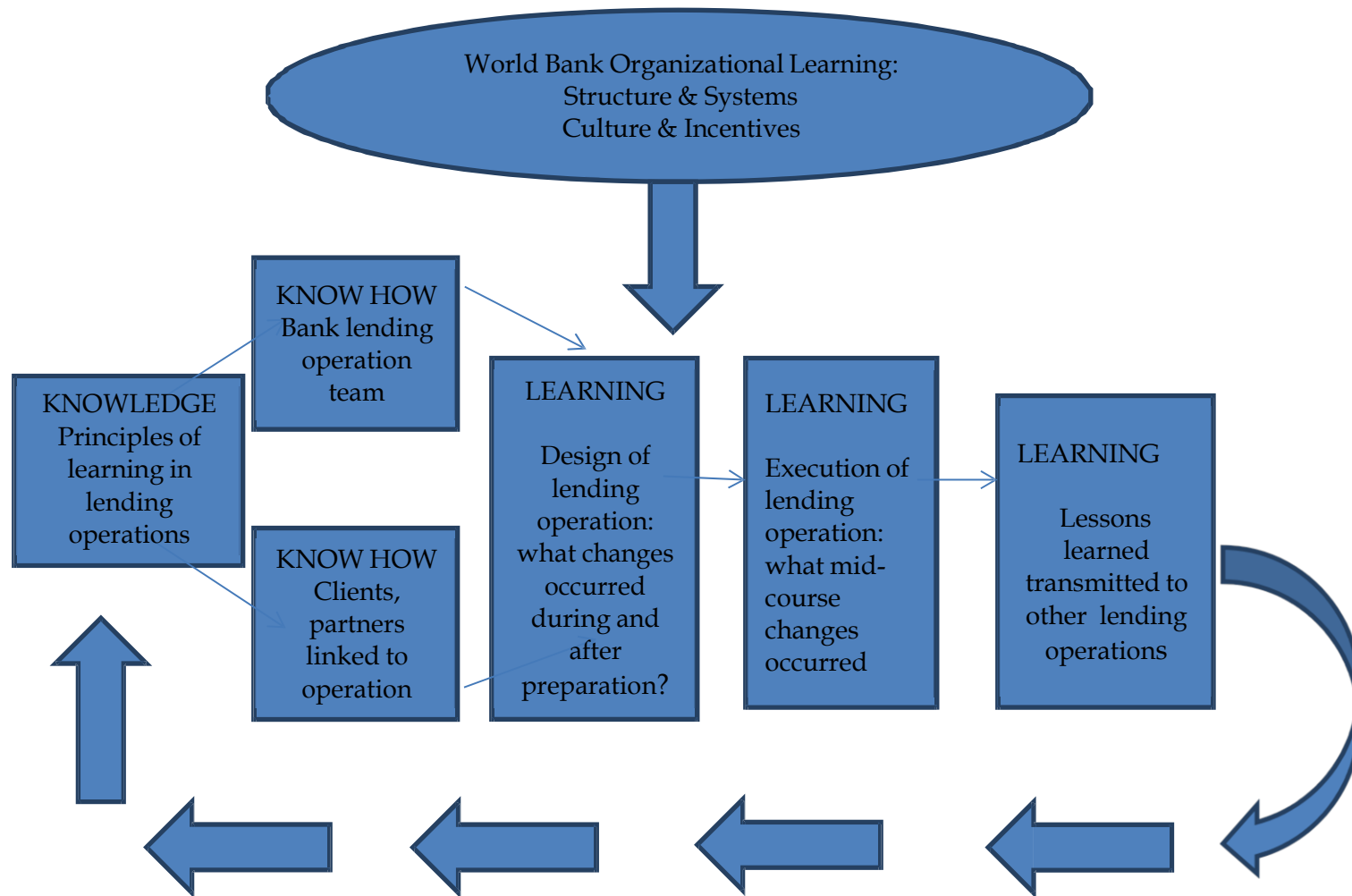
Evaluation Questions Sub-questions	Study Components	Data Sources and Methods of Analysis	Limitations
and implementation, and making sound use of monitoring and evaluation?			
Does operation design allow for experimentation, including evaluation of the results of experiments?	Components 3, 4, 5	Questionnaire survey, interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Response bias; representativeness of sample may be contested
Is the operation's administrative budget sufficient to encourage experimentation with alternative approaches?	Components 4, 5	ITS database; interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Representativeness of sample may be contested
How frequently is data uploaded to the M&E system and what was the time lag between data collection and use of data by the operation team?	Components 4, 5	Interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Representativeness of sample may be contested
Does M&E feedback lead to mid-course corrections?	Components 4, 5	Interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Representativeness of sample may be contested
What role do (i) the sector manager and (ii) the Country Director play in influencing mid-course corrections?	Components 3, 4, 5	Questionnaire survey, interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Response bias; representativeness of sample may be contested
How thorough is the mid-term review and to what extent does the aide-memoire highlight lessons learned during implementation?	Components 4, 5	Interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Representativeness of sample may be contested
Do lessons learned result in a restructuring of the operation, and if so, how radical is the restructuring?	Components 4, 5	Interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Representativeness of sample may be contested
Are operations that are radically restructured during implementation more likely to have satisfactory final outcome ratings than those	Components 4, 5	ITS Database; Descriptive statistics & regression analysis	The assumption that restructuring generates more learning than non-restructuring may be contested; actual

Evaluation Questions Sub-questions	Study Components	Data Sources and Methods of Analysis	Limitations
operations performing poorly around mid-term that are not restructured?			learning is unobservable.
<p>5. What are the pathways for transmitting lessons derived from World Bank lending between Bank staff and Bank operations within and across countries and—to the extent that there is evidence of this—between the Bank’s lending operations and its clients, partners and beneficiaries?</p>			
What are the formal and informal institutions (networks) for sharing operational learning in the Bank?	Components 3, 4 5	Questionnaire survey, ITS database, interviews with Bank staff, clients, partners; Descriptive statistics, social network analysis & qualitative analysis	Response bias; ITS data possibly incomplete; representativeness of sample may be contested
Do lending operations build on Bank-wide expertise (other Regions, Network anchors), including cross-support?	Components 3, 4, 5	Questionnaire survey, ITS database, interviews with Bank staff, clients, partners; Descriptive statistics, social network analysis & qualitative analysis	Response bias; ITS data possibly incomplete; representativeness of sample may be contested
Is learning acquired during implementation passed on whenever one TTL hands over to another?	Components 3, 4, 5	Questionnaire survey, interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Response bias; representativeness of sample may be contested
What learning is derived from consulting government clients, development partners and the operation’s intended beneficiaries?	Components 3, 4, 5	Questionnaire survey, interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Response bias; representativeness of sample may be contested
How are the lessons from lending operations disseminated across operations and countries?	Components 3, 4	Questionnaire survey, interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Response bias; representativeness of sample may be contested
Does IEG add value to the learning adduced in the ICR (through ICR Reviews and PPARs)?	Components 3, 4, 5	Questionnaire survey, interviews with Bank staff, clients, partners; IEG Client Survey Descriptive statistics &	Response bias; representativeness of sample may be contested

Evaluation Questions Sub-questions	Study Components	Data Sources and Methods of Analysis	Limitations
How effective is IEG in disseminating the lessons learned from its evaluations?	Component 3	qualitative analysis Questionnaire survey; Descriptive statistics & qualitative analysis	Response bias
6. To what extent do World Bank lending operations that incorporate learning during design and implementation get better development results?			
Was the provision made for M&E during preparation sufficient to ensure that the operation would yield substantial learning?	Components 4, 5	Interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Representativeness of sample may be contested
Was there a baseline survey against which operation results could be measured?	Components 4, 5	Interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Representativeness of sample may be contested
What use was made of formal impact evaluations to assess development outcomes?	Components 4, 5	Interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Representativeness of sample may be contested
Did M&E result in a thorough assessment of operation outcomes and the derivation of important lessons?	Components 4, 5	Interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Representativeness of sample may be contested
Did completed operations that produced substantial learning receive “satisfactory” outcome ratings in ICR Reviews (or PPARs)?	Components 4, 5	Interviews with Bank staff, clients, partners; Descriptive statistics & qualitative analysis	Representativeness of sample may be contested

HR Human Resources Analytics database
 ICR Implementation Completion and Results Report
 ITS Information and Technology Solutions database
 PPAR Project Performance Assessment Report
 TTL Task Team Leader

ATTACHMENT 3: Figure 1—The Evaluation Universe



**IEG Approach Paper
Learning and Results in World Bank Operations**

**Report to the Board of Executive Directors from the
Committee on Development Effectiveness***

Meeting of December 9, 2013

The Committee on Development Effectiveness (CODE) discussed IEG's Approach Paper entitled *Learning and Results in World Bank Operations* (CODE2013-0047;/1).

The Committee welcomed the Approach Paper to review how the World Bank generates, accesses and uses learning and knowledge in its lending operations and to identify scope for improvement, in line with the change agenda. Members expressed support for the methodology and the two sequential evaluations on learning in lending. Members expressed some concern about the timing of the evaluation in terms of its relevance to the ongoing WBG reform agenda and the launching of Global Practices. They encouraged IEG and Management to continue collaborating throughout the process to ensure that the evaluation takes into account, and is relevant to, the change process.

Members underscored the need for a practical exercise with sensible and concise findings and recommendations that can inform and be incorporated into WBG operations, Global Practices and the Knowledge, Learning and Innovation (KLI) reform agenda. They encouraged IEG to incorporate feedback from client countries throughout the operation cycle. The Committee asked that the evaluation capture lessons-learned, incentives, and the means by which teams and individuals learn throughout the lending process. Members emphasized that the report should look at the relationship between learning and risk management; how this relationship could be systematized; the instruments available for learning; how the Bank addresses failures, including in the case of fragile and conflict situations; and the role and impact of non-formal learning. Recommendations were made to include Executive Directors in the interview process and to consult other development partners.

* This report is not an approved record.