



The World's Bank

An Evaluation of the World Bank Group's Global Convening



IEG
INDEPENDENT
EVALUATION GROUP

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WORKS**

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April 1, 2020



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Careful observation and analysis of program data and the many issues impacting program efficacy reveals what works as well as what could work better. The knowledge gleaned is valuable to all who strive to ensure that World Bank goals are met and surpassed.

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abbreviations

FIF	financial intermediary fund
FY	fiscal year
GP	Global Practice
IEG	Independent Evaluation Group
IFC	International Finance Corporation
UN	United Nations
VPU	vice presidential unit

All dollar amounts are U.S. dollars unless otherwise indicated.

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glossary of key terms

Term	Explanation
Advocacy	Public support for or recommendation of a cause or policy. Although the term has a negative connotation among some staff that is equivalent to “propaganda,” this report uses it neutrally.
Collective action	Action that achieves a common objective when that objective depends on the interdependence of actors. Collective action can take various forms (Poteete and Ostrom 2003).
Convening	Bringing together relevant actors to act collectively to address global or regional development challenges.
Convening power	The ability to convene successfully.
Global convening activities	Programs, partnerships, and other initiatives that convene key players to act collectively on development challenges.
Global issues	Development challenges that affect the entire world or many countries.
Global public goods	Goods with benefits and costs that potentially extend to all countries, people, and generations. Pure public goods share two rare qualities: nonexcludability and nonrivalry.
Selectivity	The strategic selection of convening topics, mechanisms, roles performed by the World Bank Group, and depth of its contributions according to a set of priorities, desired outcomes, and other criteria.
World Bank Group	Includes the International Development Association, the International Bank for Reconstruction and Development, the International Finance Corporation, and the Multilateral Investment Guarantee Agency.
World Bank	Includes the International Development Association and the International Bank for Reconstruction and Development only.
World Bank Group global engagements	Refers to all global work and is broader than global convening. The World Bank has global engagement budgets, which fund global work.

Source: Adapted from multiple sources for this report.

highlights

Overview

- 1** This evaluation assesses how well the World Bank Group convenes international partners to act collectively on global issues critical to its mission. It concludes that the Bank Group's comparative advantages give it strong convening power, which it uses on many development issues. In so doing, it meets the demands of partners and shareholders and stays highly relevant as a global actor.
- 2** The Bank Group often makes strong and relevant convening contributions, and there are many examples of effective Bank Group convening efforts. The Bank Group is more likely to be effective when the external context is favorable; internal capacities are strong; and initiatives have clear objectives, operationalization in country programs, and sustained engagement.
- 3** The Bank Group has room to become a more effective convener through more selective scoping of its convening contributions, improved processes to manage convening initiatives over their life cycle, and stronger alignment with country programs.

LEADING ON GLOBAL ISSUES is a core pillar of World Bank Group strategies. International collective action is needed to provide policies, investments, and public goods that respond to global risks. This evaluation explores what global issues the Bank Group convenes on, what factors drive its convening choices, and what factors determine its convening effectiveness.

It defines *convening* as “bringing together relevant actors to act collectively to address global or regional development challenges.” It looks at both instances where the Bank Group leads and where it supports convening, including its role in multilateral forums and where it acts as co-convenor. The evaluation looks at convening both for global public goods (for example, development data, business standards, protecting the global environment) and on other global development issues with need for collective action (for example, gender, fragile countries). The evaluation used a scorecard framework to systematically collect evidence across policy areas on dimensions such as demand for Bank Group convening, efforts by other actors, Bank Group internal capacities, convening roles and mechanisms, and results achieved. To convene successfully would lead to one of three broad outcomes: shared understanding, or changes in positions and attitudes; shared solutions, or negotiated changes in standards, policies, strategies, and financing practices; and shared implementation, or setting up funds, programs, and partnerships to finance and coordinate country work. The evaluation’s scope omits convening within individual countries to better focus on the Bank Group’s global convening role.

Why the Bank Group Convenes

Many examples of Bank Group convenings have internal impetus, driven by incentives to stay relevant and develop business. For example, senior management gave impetus to the open data, human capital, and impact investment projects.

There is also high external demand for the Bank Group’s convening. Many urgent development challenges require coordinated global action. Much convening demand comes from donor countries, who also finance a good share of the work, and from multilateral partners including the United Nations and the Group of Twenty. Communiqués from the Group of Seven and the Group of Twenty show high demand across many sectors and issues. There are also proposals in which the Bank Group plays a coordinating role among multilateral development banks, helping them work more as a “system” with harmonized practices and procedures. There is an increased demand for the convening role of the International Finance Corporation (IFC), especially on how to scale up private sector finance for development.

The Bank Group brings clear strengths and a strong reputation to its global work. Convening efforts tend to be highly visible. They are often tied to politically prominent requests, are sometimes linked to major funds, and usually involve partnerships with political leaders and executive-level representatives from partner organizations. Leaders from partner organizations were consistent in

describing the Bank Group's strengths as a convener. The notable strengths were its global reach, country presence, ability to work cross-sectorally, and central place in international development networks. In addition, partners mentioned its ability to channel funding and design and apply innovative financial instruments and (for the World Bank) its capacity for data and research. These leaders think it is crucial to bring these strengths to bear on the particular development agendas on which they are engaged.

What and How the Bank Group Convenes

The Bank Group convenes with many partners on most sectors and issues relevant to development. The World Bank convenes the most on health, finance, and climate change issues, but it is hard to identify any single agenda where it does not have a presence. In part, this is due to its agility in responding to new and emerging priorities. Its expanded engagement on forced displacement issues, starting in 2016 at the request of donors, the United Nations, and other partners, is an example. IFC, for its part, partners most often with private sector actors, in addition to other multilaterals, bilaterals, and foundations.

The Bank Group is a more active convener on issues where key partners already share a common understanding of the need for a collective action solution than when interests diverge. The evaluation did not identify many examples of the Bank Group convening to overcome divergent interests, except in tackling climate change. For climate change, the Bank Group used knowledge, financing, and advocacy to bridge divergent interests and positions between developed and developing countries.

There are occasional tensions with other organizations over roles and mandates. A commonly held perception emerging from interviews with external partners was that the World Bank can sometimes overstep its mandate or claim agendas that other organizations are already working on. Some partners expressed a wish that the World Bank would be more comfortable being a constructive player within initiatives rather than always leading. The evidence suggests that instances in which the World Bank plays a constructive supporting role do exist, perhaps more than in the popular perception. For example, the World Bank has supported many coalitions on the climate change agenda, co-convened global health initiatives with the World Health Organization, and partnered with the United Nations High Commissioner for Refugees on forced displacement responses.

The choice of convening mechanism depends on the collective action goal to be achieved:

- Data, research, and analytical work can influence positions and attitudes and foster shared understanding. The World Bank has successfully used analytical work to tackle sensitive issues in social and economic development terms, sometimes sparking policy changes.
- Promoting common norms and standards can influence the behavior of an entire sector and lead to shared solutions. Successful examples include the Open Data Initiative and poverty measurement. IFC has built on the success of the Equator Principles to convene on different business norms and standards, some of which have been widely adopted by other organizations.

- Collaborative platforms help many actors come together to create shared solutions. The Scaling Up Nutrition Movement, for example, has successfully galvanized momentum in reducing malnutrition.
- Financial intermediary funds add value as vehicles for financing shared implementation. The Bank Group has much influence during the design and setup stages but plays a much smaller convening role in the ongoing operation of most financial intermediary fund-supported programs.

Effectiveness of Bank Group Convening

This evaluation does not provide an overall assessment of the cumulative impact of the Bank Group's convening efforts. This is impossible because of the vastness and variety of convening initiatives and the lack of comprehensive data. The evaluation did, however, assess convening effectiveness on a case basis. The yardstick for assessing effectiveness was the expected outcomes and the Bank Group's intended roles and contributions.

The Bank Group often makes strong and relevant convening contributions, and there are many cases of effective Bank Group convening efforts. The Bank Group is more likely to be effective when

- The external context is favorable: the initiative has potential to add significant value by addressing an important problem, crisis, or urgent need; there is strong demand for Bank Group engagement; and the issue aligns with Bank Group core goals and mandates;
- It has adequate resources; established expertise and experience; data and knowledge work that can inform and persuade; units dedicated to the issue; and a unified stance on the issue; and
- It engages with clear objectives, buy-in and engagement of senior champions; embeds the topic in select country programs; and sustains efforts over time. Many of the Bank Group's most visible and effective programs are long-lived, allowing staff expertise, external networks, and reputation to accumulate. On the contrary, some short-lived engagements leave interventions without the necessary depth and consistent attention to achieve the intended outcomes.

Constraints to Effectiveness

The Bank Group has room to become a more effective convener. Shortcomings of Bank Group convening efforts relate to factors specific to each initiative, and to three systemic factors related to the way the Bank Group selects, manages, and reports its convening activities.

Selectivity. It is hard for the Bank Group to delimit its convening activities, and exits are difficult. Addition of new convening programs and activities within existing issue areas occurs across many sectors. For example, the World Bank has shown agility in responding to emerging priorities, including on Ebola, forced displacement, and fragile situations. It had a justified rationale for engaging in nearly all the convening initiatives examined for this evaluation, yet its priorities have

sometimes been drifting. The challenges in remaining focused and selective must be seen against the backdrop of an increasingly large and demanding development agenda.

The multiplication of agendas strains internal capacity. Weak selectivity and limited resources were themes across many cases examined by the evaluation. Often the World Bank made relevant contributions, but impacts fell short because of insufficient attention, resources, duration, and country program links. Some prominent initiatives of both the World Bank and IFC appear understaffed. In interviews with staff and managers, budget constraints and the ensuing scarcity of staff resources were the most frequently cited barrier to convening success.

The World Bank has no formal organizational process for selecting and prioritizing convening. There are no formal criteria for selectivity. Most groups use a case-by-case approach to decide on what to convene and what role to play. Exits are difficult: Very few global engagements have exit strategies or sunset clauses. As a result, the World Bank must make a deliberate decision to exit or close, which is difficult to do because of vested interests and attached funding streams.

IFC has a centralized, top-down selectivity approach where senior management selects and approves convening initiatives. The centralized approach has kept IFC's convening portfolio small; aligned with stated Bank Group and IFC priority areas, including gender equality, climate change, and mobilizing private finance; and focused on business development. Evidence suggests IFC's focus and sustained attention in relatively few issues have helped achieve results.

Results orientation. The World Bank's 2014 operating model reforms strengthened global convening capacities in some ways. Global Theme Groups ensure coherence and lead on major convening agendas. Some Global Practices have created specialized global teams or have Global Lead positions who lead convening work streams.

However, oversight and accountability for convening work have room to improve. No system tracks the convening portfolio. Some convening initiatives lack explicitly stated objectives, and management lacks data and tools to monitor and manage convening portfolios over their life cycle and measure the results. Convening relies extensively on trust funds, which account for 64 percent of global engagement budgets. This can weaken the selectivity and accountability that the regular budget process otherwise would impose. Ongoing efforts to strengthen life-cycle management of trust funds and financial intermediary funds could be expanded to cover the broader convening portfolio, not just the financing instruments.

Global-country links. Successive corporate strategies since 2001 have emphasized the Bank Group's ability to link global work to country engagements. This ability is a comparative advantage that motivates donors to channel trust funds to the World Bank. Many global convening efforts need to be reflected in country work to be fully effective. Even so, both the World Bank and IFC have room to strengthen internal processes for linking global work with country operations.

The World Bank could improve the links between its global and country work. The Bank Group supports far more global issues and priorities than can practically be included in country programs. In practice, some Global Themes—such as Gender and Climate Change—receive consistent country

program consideration because these are tracked by corporate indicators. Some other global initiatives struggled to get traction in country programs because Regions and country clients had little say in the selection and design of those initiatives. Consulting with regional units in selecting global engagement priorities could be a pragmatic approach to channel client country needs and demands, and to filter out proposals that are unlikely to see much uptake in country programs.

Conclusions

Summing up, the Bank Group's comparative advantages give it strong convening power, which it uses on many development issues. The Bank Group meets the needs and demands of shareholders by convening on many relevant initiatives and, in so doing, stays highly relevant as a global actor. The high demand for Bank Group convening is grounded in the Bank Group's strong reputation and unique strengths. There are many examples of successful Bank Group convening efforts, including on the Equator Principles, Scaling Up Nutrition, the Consultative Group for International Agricultural Research, carbon finance, financial inclusion, development data, poverty measurement, river blindness, and several other global health partnerships.

However, the Bank Group can further improve its convening effectiveness. Based on the evidence and findings of this evaluation, the Independent Evaluation Group recommends that senior management act in three areas with strong and systemic influence on the Bank Group's convening performance: more selective scoping of Bank Group convening engagements and contributions, new or improved processes to manage convening initiatives over their life cycle, and stronger alignment with country programs.

Recommendation 1. Scope engagements and contributions to major global convening initiatives more deliberately. This could include the following:

- Setting up formal and explicit selectivity criteria that cascade from the corporate level to individual vice presidential units and Global Practices. These criteria should be used for deciding the entry, role, types of contributions, funding, and exit of major global convening efforts. Criteria may include relevance to corporate priorities; potential links to and support for country-level work; if the Bank Group's proposed role is based on its comparative strengths; and if the convening leads to a clear public good or global collective action.
- Make sure that global convening efforts have clear goals and exit plans and that the Bank Group's role(s) and contributions are clearly defined.

This recommendation applies to major convening initiatives as defined in box 4.1.

Recommendation 2. Enhance how the World Bank and IFC's internal systems and processes support managing major convening initiatives over their life cycle. This should include stronger internal systems to track, measure, and manage convening initiatives, for example by

- Monitoring periodically tracked indicators to measure progress and inform course corrections.

- Implementing periodic reviews. Conduct internal reviews of ongoing major convening initiatives periodically and promote timely exits. These reviews could cover relevance to current strategic directions, effectiveness, rationale for engaging, and resourcing.
- Introducing or improving self-evaluations of convening initiatives and Bank Group convening performance.

Recommendation 3. Improve links between the World Bank’s global and country work, for example by

- Consulting Regions more systematically when selecting major global convening initiatives.
- Improving how country programs assess their progress and results on major global issues.

Acting on the evaluation’s findings could improve the Bank Group’s impacts and reputation. The evaluation’s recommendations aim at three important outcomes: a Bank Group that is intentional about its roles, manages its contributions better, and fosters more links between global and country work. Beyond these recommendations, chapter 4 also sums up lessons and suggestions for other ways in which the Bank Group could strengthen its convening contributions. Through strong convening, the Bank Group assists its partners in achieving better development outcomes and protects and enhances its reputation.

management response

THE MANAGEMENT OF THE WORLD BANK GROUP institutions would like to thank the Independent Evaluation Group (IEG) for its informative report, *The World's Bank: An Evaluation of the World Bank Group's Global Convening*. We appreciate IEG's constructive dialogue and cooperation during the preparation of this report.

World Bank Management Response

This is the first systematic evaluation of this broad multidimensional topic of Bank Group's global convening. World Bank management would like to acknowledge the IEG team's effort in evaluating this important and challenging subject and welcomes the overall positive findings. The report draws important issues to management's attention in its effort to strengthen the Bank Group's contributions in global convening.

Management appreciates the report's recognition of the Bank Group's comparative advantage and strong reputation as a major global convener on a number of development issues. The report concludes that the Bank Group uses its comparative advantages and strong convening power to meet the needs and demands of stakeholders and shareholders by convening on many relevant initiatives and demonstrates agility in responding to new and emerging priorities. Management also appreciates the report's findings that the Bank Group often makes strong and relevant convening contributions and that there are many cases of effective Bank Group convening efforts, including various initiatives in climate change, health, nutrition, financial inclusion, and development data.

We note that the report deliberately takes an expansive approach to capture Bank Group's convening activities. It defines "convening" as "bringing together relevant actors to act collectively to address global or regional development challenges" and "convening activities" as "programs, partnerships and other initiatives that convene key players to act collectively." In applying these definitions, the report looks at instances where the Bank Group actively leads as main convener or co-convener and where it facilitates or support convening in multilateral forums led by others, without formal authority. It also includes the World Bank's analytical and "convening-like" support on a wide range of global issues (such as work related to the Group of 7 and Group of 20). The activities included in the evaluation range from sustained convening efforts for global public goods that need collective actions to flagship reports or data that could have "convening effects" internationally by playing an advocacy role or influencing policies and behaviors.

As a consequence of these expansive definitions, the report covers an extremely diverse set of activities. The list of 212 "Bank Group current or recent convening initiatives" (appendix L) includes many long-term partnership programs or platforms in which the Bank Group takes a leading or prominent role in convening and has sustained engagements with structured governance

mechanisms and resource requirements. At the same time, the list also covers internally driven initiatives or corporate priorities (for example, Maximizing Finance for Development and the Highly Indebted Poor Countries Initiative) as well as those independently managed and implemented by external entities for which the Bank Group only channels funds as a trustee of financial intermediary funds (FIFs; for example, Global Fund for AIDS, Tuberculosis and Malaria). In addition, the list includes the following:

- **Shorter-term initiatives and support or one-off international events or conferences:** for example, Lancet Commission on Health and Pollution; Addis Ababa Action Plan.
- **Reports and publications:** for example, flagship reports or studies such as World Development Reports, the Poverty and Shared Prosperity report, and the Pathway for Peace report.
- **Data and indexes:** for example, the Human Capital Project; Doing Business; the Global Financial Inclusion (Findex) database; the Women, Business and the Law index; and the Living Standards Measurement Study program.
- **Norms, standard, or analytical tools:** for example, the Environmental Social Framework and risk assessment tools such as Risk and Resilience Assessments.

This expansive approach encompasses the complexity and heterogeneity of Bank Group activities and contributions to convening activities, but it poses a challenge in extracting practical lessons about the Bank Group roles in such activities. A more differentiated analysis based on a typology of the Bank Group's roles and responsibilities, activities (including expected outcomes), financing sources, and duration would have yielded a more contextualized understanding and learning about different experiences, effectiveness, and constraints across the activities. The World Bank's responsibilities, degrees of influence, and access to resources are very different depending on the World Bank's role in a given convening initiative. An opportunity to provide more nuanced lessons learned about the intricacies and diversity of the Bank Group "convening activities," and its consequential "convening power," appears to have been missed.

Recommendations

Identifying major convening initiatives. Although the report's findings and conclusions are based on the 212 listed initiatives, IEG stated that its three recommendations address only what it calls "major convening initiatives," as defined in box 4.1—that is, "partnership programs and platforms with formal governance structures and other initiatives expected to have multiyear duration, substantial resource implications, sustained engagement from internal or external senior leaders or otherwise high visibility or reputational risk." The report does not identify which of the 212 listed initiatives fall under this category, making it difficult to determine the scope of the IEG recommendations, though it appears large initiatives financed through trust funds (often major multidonor trust funds) or FIFs would count.

Recommendation 1. Scope Engagements and Contributions to Major Global Convening Initiatives More Deliberatively.

In this context, management agrees that its major convening engagements (as defined in box 4.1) can be more selective and more relevant to country programs, recognizing that the ability of the Bank Group to shape its convening engagements depends critically on the role that it plays. When the World Bank itself convenes as the principal, it has broad authority to shape the convention, including objectives, participants, agenda(s), scope of activities, outputs, and duration. In these circumstances, the World Bank has a broad ability to ensure selectivity and relevance to country programs—and it can do more to ensure that such selectivity and relevance are assured.

In other instances, the World Bank plays a more limited role, for example, as a participant, an observer, or as an agent of other principals (for example, when the World Bank's shareholders, or the G7 or G20, ask the World Bank to convene a group on their behalf). In such cases, the World Bank may be chairing the convened group, but it does so borrowing the authority of its principals and operating within the framework that the principals established. This may give the World Bank the appearance of having more authority than it in fact has: although it is chairing the group, it is doing so within boundaries established by the principals, and so its own freedom to enter and exit the group; to shape the agenda, the membership, and the outcomes sought; and to exercise greater or lesser ambition, may be sharply confined. This is particularly true when representatives of the principals are themselves also participants in the convened group. In such circumstances, accountability and decision-making can be somewhat muddled, with the result that (among other things) the World Bank may not be able to ensure that its convening activities are sufficiently selective or relevant to the programs that it supports at the country level.

That said, where the World Bank has the ability to ensure selectivity and relevance to country programs, it will seek to use that ability more fully. Specifically, where possible, the World Bank will seek to articulate and apply more rigorously appropriate criteria for engaging with new major convening activities. These criteria could include consideration of such things as the World Bank's comparative advantage, its division of labor with other development partners, and the proposed activity's alignment with the World Bank's strategic priorities and its country programs.

It is worth noting that ongoing trust fund reforms explicitly aim to improve selectivity and enhance trust fund alignment with Bank Group strategic priorities. The Umbrella 2.0 programs aim to organize the World Bank's trust fund portfolio with fewer larger umbrella programs, each of which has a common overarching development objective that supports World Bank efforts to achieve its twin goals. At the same time, the FIF reform (as set out in the updated management framework of June 2019) includes: (i) strengthening the internal review process to provide earlier management guidance that fits with the World Bank's strategic priorities, comparative advantages, and financial modalities; (ii) enhancing guidance on risk management; and (iii) improving the internal accountability framework and guidance on Board approval for new FIFs. The appointment of a new Managing Director for Development Policy and Partnerships is expected to strengthen this effort.

Recommendation 2. Enhance How the World Bank and International Finance Corporation’s Internal Systems and Processes Support Managing Major Convening Initiatives over Their Life Cycle

Bank Group management views convening initiatives as tools to help achieve development results, and it evaluates the use of this tool, as such, only when there are compelling reasons to do so. As the IEG evaluation states, the exercise of convening power typically aims to help achieve some sort of outcome, including the outcomes identified in IEG’s conceptual framework (that is, shared understanding, shared solutions, or shared implementation). Because the exercise of convening power is not a result in itself but is always a means to other (development) results, the World Bank does not often evaluate the systems and processes that support its participation in convening activities. Instead, it evaluates whether and how effectively it is achieving the development results themselves. Such an evaluation may include an assessment of the tools deployed by World Bank to obtain the development results or it may not: it would depend greatly on the importance of the tool to the effort, the importance of the World Bank’s role in the use of the tool (is it the convener? is it convening as an agent of other principals? is it merely a participant or an observer?), its relative contribution to the observed success or failure, the wider applicability of lessons learned, and other factors.

That said, where the Bank Group plays a major role in the exercise of the convening power, and where that exercise is a key means to achieving important development objectives, the World Bank will aim (among other things) to improve the management of that convening initiative over its life cycle. This is evident, for example, in the ways that the World Bank manages the Annual and Spring Meetings, the International Development Association (IDA) Replenishment discussions, and large trust funds and FIFs. For example, trust funds have mostly been integrated into the World Bank’s operational systems and procedures: since March 2019, it has been possible to process requests and reports and monitor trust fund grants through the Operational Portal (rather than separate trust fund system); and under the Umbrella 2.0 trust fund programs, the World Bank will provide a single consolidated annual progress report on activities and results financed by all trust funds under each umbrella program and will regularly evaluate all programs. In addition, for FIFs, the World Bank will soon issue annual reporting on the portfolio and is already using risk assessment triggers to enhance management and Board attention to risk in individual FIFs that impacts the World Bank’s risk profile.

Recommendation 3. Improve Links Between the World Bank’s Global and Country Work

Management agrees that there is room to improve the links between the World Bank’s global and country work—in particular to enhance the relevance of global advocacy and partnerships to country-level development outcomes. Management notes that the links between global initiatives and country engagement vary across different global initiatives. In some cases, the Bank Group is engaged in global advocacy or other activities (for example, on tobacco control) that do not result directly in Bank Group activity at the country level; in such cases, thematic funding mobilized through convening may or may not become part of a Bank Group-supported country program, according to client demand, so it is not useful to ask country programs to assess their progress and results on the issues discussed. In other cases, including particularly the International Bank for Reconstruction and Development (IBRD) capital increase and IDA policy commitments, there is a formal understanding

with Bank Group shareholders that the Bank Group will exploit and, to the extent possible, elicit country-level demand for activities that will contribute to achieving the commitments made. Management closely monitors such commitments, and reports on progress toward achieving them through the reporting mechanisms established for example, under the IBRD capital package or the relevant IDA Deputies' Report(s). Similar approaches exist with respect to larger trust funds and FIFs.

Work is currently under way to ensure adequate and systematic coordination of the World Bank's global and country work under the new Global Practice reporting lines that became effective on July 1, 2020. Among other things, as part of the trust fund reform, guidance and procedures will be developed to ensure that Regions are involved in regular decisions on allocations to individual activities during the lifetime of Umbrella 2.0 programs, and Umbrella 2.0 programs will consolidate progress and results at the country level into their regular reporting.

International Finance Corporation Management Response

Management of the International Finance Corporation (IFC) welcomes the report by IEG: *The World's Bank: An Evaluation of the World Bank Group's Global Convening*. The report is the first comprehensive review of Bank Group's activities in global convening, which we find informative and balanced. IFC management welcomes the report's recognition of the key roles IFC has been playing in global convening for private sector development in emerging countries.

We are pleased with the report's assessment that IFC has achieved results through strategic and sustained attention on relatively few issues, including gender, climate change, and financial inclusion. The strength of IFC's convening power lies in its operational experience and investment expertise; it is multifaceted, spanning from work on regulatory issues related to private sector development, capacity building, and other technical assistance through IFC's advisory services, to mobilization of private capital and implementation of IFC's performance standards. Consequently, IFC's convening activities are a direct expression of its operational strategy and market experience.

IFC management acknowledges the report's two recommendations addressed to IFC. With respect to recommendation 1, IFC management recognizes that deliberative scoping of engagements and contributions to major global convening initiatives are both beneficial. Indeed, IFC has sought to build on the success of convening initiatives such as the Equator Principles, the Emerging Markets Private Equity Association, and the International Labour Organization–IFC Better Work Program, and expanded on these convening initiatives, including through the following:

- The Operating Principles for Impact Management and the Principles for Blended Concessional Finance, exemplifying IFC's convening on operational market standards.
- The rollout of innovative tools for assessing development impact (AIMM), which could be applied across institutions, and Country Private Sector Diagnostics, which are widely used.

- The development finance institutions (DFI) Collaboration Pilot program, which aims to enhance collaboration among DFIs and private sector operations of multilateral development banks working upstream in creating markets.
- Capital mobilization platforms, which promote the broader adoption of IFC's standards and practices, and the sharing of knowledge and experience among institutional investors.
- Guiding investors, development partners, and stakeholders in private sector development dialogues, including through forums such as the Development Finance Forum and Africa CEO Forum, including through the promotion of the Cascade approach, which prioritizes private sector development.

Regarding recommendation 2, IFC management recognizes that strong internal systems and dedicated resources ensure robust management of major convening initiatives over their life cycle. IFC management has been reorganizing the internal setup for global convening initiatives broadly in these directions. Alongside the creation of the Economics and Private Sector Vice Presidential Unit (VPU) and the increased focus on thought leadership globally, IFC has created a dedicated VPU for Partnerships, Communication, and Outreach, bringing greater coordination and efficiency to IFC's convening activities. The Partnerships, Communication, and Outreach VPU anchors a significant portion of IFC's systematic and core multilateral engagements in key development issues and the role of the private sector in supporting development. Although IFC management believes that these efforts are helping strengthen IFC's overall platforms for convening initiatives, IFC will further build on these efforts to augment delivery.

Concerning IFC's motivation for convening, as a leading development finance institution, IFC's principal objective in all its activities, including convening initiatives, is to mobilize the private solutions and investment with the aim to maximize sustainable development impact. As stipulated in the Articles of Agreement, "IFC was established to further economic development by encouraging the growth of productive private enterprise in member countries." IFC thus strives not only to support its clients with investments and advisory services and to create markets but also to exert leadership in convening others and join forces with partners to tackle critical development issues. IFC management strongly believes in collaboration and partnerships as powerful tools to address multifaceted development challenges. In this context, the following are additional illustrations of IFC's recent major convening efforts, complementing the report.

Aligned with Bank Group's *Forward Look*, IFC's 3.0 strategy, launched in December 2016, further promotes mobilization from new sources to support private sector solutions, as one of two pillars of the strategy. In this context, the Bank Group has also adopted the Cascade approach. The Cascade approach prioritizes private sector solutions where they can help achieve development goals, while preserving scarce public resources for where they are needed the most.

Creating Markets: The other pillar of IFC 3.0 strategy is a deliberate approach to market creation, especially in IDA and a countries experiencing fragility, conflict, and violence (FCV) and through upstream engagement. Because of this, and as part of the most strategic areas from the private

sector development points of view, IFC has been part of several important leading efforts regarding FCVs. This is one of IFC's top convening themes going forward. Partnerships are also at the center of the forthcoming FCV strategy.

- In 2008, IFC launched the Conflict-Affected States in Africa Initiative (CASA) to help Africa's fragile and conflict-affected situations rebuild their private sectors, create jobs, and attract investment. The donor-funded CASA initiative has been instrumental in helping IFC convene development partners on private sector solutions in the most demanding contexts.
- IFC leads collaboration among DFIs to catalyze private investment for FCV countries. IFC, in collaboration with the Oxford University and CDC Group, convened the DFI Fragility Forum on Private Investment in FCV. The DFI Fragility Forum was the genesis of the DFI Collaboration Pilots initiative.
- In select countries, IFC also leads or supports country-specific pilots to unlock investment bottlenecks. These aim to facilitate dialogue with governments and the private sector, help build robust project pipelines through upstream activities, and develop opportunities for coinvestments.
- In response to the forced displacement crisis, IFC increasingly partners with nontraditional organizations, such as the United Nations, exploring new ways it operates in FCV countries. One example is the collaboration with United Nations High Commissioner for Refugees on the report, *Kakuma as a Marketplace*, which assessed economic opportunities for the Kakuma refugee camp and provided a basis for a business challenge competition. Another example is the Partnership on Jobs and Education for Forcibly Displaced Persons and Host Communities in East Africa and in Middle East and North Africa ("Partnership for Improved Prospects"), established between the government of the Netherlands, IFC, the International Labour Organization, the United Nations Children's Fund, the World Bank, and the United Nations High Commissioner for Refugees. This partnership effort aims to help transform the way governments, the private sector, and other stakeholders respond to forced displacement crises.
- IFC is advancing thought leadership on FCV through the *Generating Private Investment in Fragile and Conflict-Affected Areas* report. This draws on academic research and IFC's experience with the private sector in FCV to derive lessons on how to engage with the private sector to foster growth, job creation, and stability.

Looking forward, IFC management will continue to convene a wide set of actors, including multilateral, bilateral, and private sector institutions and foundations, to move the needle in the discussions and initiatives to engage the private sector for development. In a time of increasing global challenges and growing ambitions from shareholders, IFC management reiterates its commitment to convening in this regard.

management action record

The World Bank Group Has Room to Scope Its Convening Engagements and Contributions More Selectively.

IEG FINDINGS AND CONCLUSIONS The Bank Group leads and supports many initiatives of varying size and duration. It had a justified rationale for engaging in nearly all the convening initiatives examined for this evaluation, yet its priorities have sometimes been drifting. Often the World Bank made relevant contributions, but impacts fell short because of insufficient attention, resources, duration, and country program links. IFC's convening is more focused and delimited than the World Bank's. IFC has achieved results through sustained attention on relatively few issues, including the Equator Principles and later initiatives derived from them.

IEG RECOMMENDATIONS Recommendation 1. Scope engagements and contributions to major global convening initiatives more deliberately. This could include the following:

- Setting up formal and explicit selectivity criteria that cascade from the corporate level to individual VPU and GPs. These criteria should be used for deciding the entry, role, types of contributions, funding, and exit of major global convening efforts. Criteria may include relevance to corporate priorities; potential links to and support for country-level work; if the Bank Group's proposed role is based on its comparative strengths; and if the convening leads to a clear public good or global collective action.
- Make sure that global convening efforts have clear goals and exit plans and that the Bank Group's role(s) and contributions are clearly defined.
- This recommendation applies to major convening initiatives as defined in box 4.1.

ACCEPTANCE BY MANAGEMENT Agree.

MANAGEMENT RESPONSE Management agrees that its major convening engagements (as defined in box 4.1) can be more selective and more relevant to country programs, recognizing that the ability of the Bank Group to shape its convening engagements depends critically on the role that it plays. When the World Bank itself convenes as the principal, it has broad authority to shape the convention, including objectives, participants, agenda(s), scope of activities, outputs, and duration. In these circumstances, the World Bank has a broad ability to ensure selectivity and relevance to country programs—and it can do more to ensure that such selectivity and relevance are assured.

In other instances, the World Bank plays a more limited role, for example, as a participant, an observer, or as an agent of other principals (for example, when the World Bank's shareholders, or the G7 or G20, ask the World Bank to convene a group on their behalf). In such cases, the World Bank may be chairing the convened group, but it does so borrowing the authority of its principals

and operating within the framework that the principals established. This may give the World Bank the appearance of having more authority than it in fact has: although it is chairing the group, it is doing so within boundaries established by the principals, and so its own freedom to enter and exit the group; to shape the agenda, the membership, and the outcomes sought; and to exercise greater or lesser ambition, may be sharply confined. This is particularly true when representatives of the principals are themselves also participants in the convened group. In such circumstances, accountability and decision-making can be somewhat muddled, with the result that (among other things) the World Bank may not be able to ensure that its convening activities are sufficiently selective or relevant to the programs that it supports at the country level.

That said, where the World Bank has the ability to ensure selectivity and relevance to country programs, it will seek to use that ability more fully. Specifically, where possible, the World Bank will seek to articulate and apply more rigorously appropriate criteria for engaging with new major convening activities. These criteria could include consideration of such things as the World Bank's comparative advantage, its division of labor with other development partners, and the proposed activity's alignment with the World Bank's strategic priorities and its country programs.

IFC management recognizes that deliberative scoping of engagements and contributions to major global convening initiatives are both beneficial. Indeed, IFC has sought to build on the success of convening initiatives such as the Equator Principles, the Emerging Markets Private Equity Association, and the International Labour Organization–IFC Better Work Program, and expanded on these convening initiatives .



Oversight and Accountability for Convening Work Have Room to Improve

IEG FINDINGS AND CONCLUSIONS The World Bank's 2014 operating model reforms strengthened global convening capacities in some ways, including by creating Global Themes to ensure coherence and to lead convening on major cross-cutting priorities on jobs, gender, FCV, climate change, and mobilizing finance. Some GPs created specialized global teams who often lead convening work streams. But the Bank Group does not have a monitoring system for its convening efforts. The number of activities is therefore not known, and managers lack data to inform decision-making. Some convening initiatives lack explicitly stated objectives, success cannot be measured easily, and managing units are not held accountable. There are ongoing efforts to strengthen life cycle management of trust funds and FIFs that could potentially be expanded to cover the broader convening portfolio, not just the financing instruments.

IEG RECOMMENDATIONS Recommendation 2. Enhance how the World Bank and IFC's internal systems and processes support managing major convening initiatives over their life cycle. This should include stronger internal systems to track, measure, and manage convening initiatives, for example by

- Monitoring periodically tracked indicators to measure progress and inform course corrections.
- Implementing periodic reviews. Conduct internal reviews of ongoing major convening initiatives periodically and promote timely exits. These reviews could cover relevance to current strategic directions, effectiveness, rationale for engaging, and resourcing.
- Introducing or improving self-evaluations of convening initiatives and Bank Group convening performance.
- This recommendation applies to major convening initiatives as defined in box 4.1.

ACCEPTANCE BY MANAGEMENT Agree.

MANAGEMENT RESPONSE Bank Group management views convening initiatives as tools to help achieve development results, and it evaluates the use of this tool, as such, only when there are compelling reasons to do so. As the IEG evaluation states, the exercise of convening power typically aims to help achieve some sort of outcome, including the outcomes identified in IEG's conceptual framework (that is, shared understanding, shared solutions, or shared implementation). Because the exercise of convening power is not a result in itself but is always a means to other (development) results, the World Bank does not often evaluate the systems and processes that support its participation in convening activities. Instead, it evaluates whether and how effectively it is achieving the development results themselves. Such an evaluation may include an assessment of the tools deployed by World Bank to obtain the development results or it may not: it would depend greatly on the importance of the tool to the effort, the importance of the World Bank's role in the use of the tool (is it the convener? is it convening as an agent of other principals? is it merely a participant or

an observer?), its relative contribution to the observed success or failure, the wider applicability of lessons learned, and other factors.

That said, where the Bank Group plays a major role in the exercise of the convening power, and where that exercise is a key means to achieving important development objectives, the World Bank will aim (among other things) to improve the management of that convening initiative over its life cycle. This is evident, for example, in the ways that the World Bank manages the Annual and Spring Meetings, the International Development Association (IDA) Replenishment discussions, and large trust funds and FIFs. For example, trust funds have mostly been integrated into the World Bank's operational systems and procedures: since March 2019, it has been possible to process requests and reports and monitor trust fund grants through the Operational Portal (rather than separate trust fund system); and under the Umbrella 2.0 trust fund programs, the World Bank will provide a single consolidated annual progress report on activities and results financed by all trust funds under each umbrella program and will regularly evaluate all programs. In addition, for FIFs, the World Bank will soon issue annual reporting on the portfolio and is already using risk assessment triggers to enhance management and Board attention to risk in individual FIFs that impacts the World Bank's risk profile.

IFC management has been reorganizing the internal setup for global convening initiatives broadly in these directions. Alongside the creation of the Economics and Private Sector Vice Presidential Unit (VPU) and the increased focus on thought leadership globally, IFC has created a dedicated VPU for Partnerships, Communication, and Outreach, bringing greater coordination and efficiency to IFC's convening activities. The Partnerships, Communication, and Outreach VPU anchors a significant portion of IFC's systematic and core multilateral engagements in key development issues and the role of the private sector in supporting development. Although IFC management believes that these efforts are helping strengthen IFC's overall platforms for convening initiatives, IFC will further build on these efforts to augment delivery.



The World Bank Could Improve the Links Between Its Global and Country Work.

IEG FINDINGS AND CONCLUSIONS Much of the global convening work needs to be embedded in country work to be effective. But global work sometimes fails to achieve country-level buy-in. There is no systematic corporate process for linking country and global work. The Bank Group supports far more global issues and priorities than its practically possible to include in country programs. In practice, some Global Themes such as gender and climate change receive consistent country program consideration because these are tracked by corporate indicators. Other issues are considered on a more ad hoc basis. There are often weak links between the World Bank's global partnership programs and its country programs. This can lead to missed opportunities for greater synergies between global and country work, global agendas that lack client ownership, and wide variation across Regions in how they express global priorities. Some global initiatives struggle to get traction in country programs. Consulting with regional units in selecting global engagement priorities could be a pragmatic approach to channel client country needs and demands, and to filter out proposals that are unlikely to see much uptake in country programs.

IEG RECOMMENDATIONS Recommendation 3. Improve links between the World Bank's global and country work, for example by

- Consulting Regions more systematically when selecting major global convening initiatives, and
- Improving how country programs assess their progress and results on major global issues.

ACCEPTANCE BY MANAGEMENT Agree

MANAGEMENT RESPONSE Management agrees that there is room to improve the links between the World Bank's global and country work—in particular to enhance the relevance of global advocacy and partnerships to country-level development outcomes. Management notes that the links between global initiatives and country engagement vary across different global initiatives. In some cases, the Bank Group is engaged in global advocacy or other activities (for example, on tobacco control) that do not result directly in Bank Group activity at the country level; in such cases, thematic funding mobilized through convening may or may not become part of a Bank Group-supported country program, according to client demand, so it is not useful to ask country programs to assess their progress and results on the issues discussed. In other cases, including particularly the International Bank for Reconstruction and Development (IBRD) capital increase and IDA policy commitments, there is a formal understanding with Bank Group shareholders that the Bank Group will exploit and, to the extent possible, elicit country-level demand for activities that will contribute to achieving the commitments made. Management closely monitors such commitments, and reports on progress toward achieving them through the reporting mechanisms established for example, under the IBRD capital package or the relevant IDA Deputies' Report(s). Similar approaches exist with respect to larger trust funds and FIFs.

Work is currently under way to ensure adequate and systematic coordination of the World Bank's global and country work under the new Global Practice reporting lines that became effective on July 1, 2020. Among other things, as part of the trust fund reform, guidance and procedures will be developed to ensure that Regions are involved in regular decisions on allocations to individual activities during the lifetime of Umbrella 2.0 programs, and Umbrella 2.0 programs will consolidate progress and results at the country level into their regular reporting.

report to the board from the committee on development effectiveness subcommittee

The Committee on Development Effectiveness met to consider the report entitled *The World's Bank: An Evaluation of the World Bank Group's Global Convening* and management's response.

The committee commended the Independent Evaluation Group's first evaluation of the World Bank Group's global convening as a valuable learning tool and timely input to inform the knowledge management agenda, trust funds and financial intermediary funds reforms, and the discussions on outcome orientation. Members welcomed the evaluation's finding that the Bank Group's reputation and unique strengths give it strong convening power to meet the demands of partners and shareholders and to stay highly relevant as a global actor. Members appreciated management's broad agreement with the evaluation's findings and recommendations and encouraged management to put in place measures that translate the evaluation's recommendations into actions to (i) ensure more deliberate scoping when engaging in major convening activities, (ii) enhance internal systems and processes to better manage the major convening activities, and (iii) improve the links between the World Bank's global and country work.

Members were pleased to learn about the focused convening role of the International Finance Corporation (IFC) with development finance institutions and market players on private sector solutions to create sustainable development impact, which is closely linked to IFC's expertise and with the objective of engaging others in IFC's creating markets strategy and the goals to mobilize capital. Members appreciated World Bank management's acknowledging of lessons to be drawn from IFC's deliberate approach to convening activities. Members also noted the important role that the new managing director for Development Policy and Partnerships will play in strengthening the World Bank's articulation and development of global work and, in particular, convening-related activities.

1

Introduction

MANY OF THE WORLD'S MAJOR development challenges do not respect national borders. International collective action is needed to provide policies, investments, and public goods that respond to global risks with proper scale, speed, impact, and coherence. The international community sees the World Bank Group as a fundamental leader and partner that can provide its technical and financial capabilities to global development responses. As such, the Bank Group has a major role as a global convener, which it uses strategically to advance its mission, enhance its reputation, and engage in ongoing policy discussions.

This evaluation assesses how well the Bank Group convenes international partners to foster collective action on global issues that are critical to its mission. The evaluation explores what global issues the Bank Group convenes on, what factors drive its convening choices, and what factors determine its convening effectiveness. The evaluation intends to inform discussions about the Bank Group's role as a major actor on global development policy issues at a time when demand for collective response to crises and emerging priorities is increasing but support for multilateralism from major powers is fragile. The Bank Group's 2016 Forward Look strategy promised to step up leadership on global issues (World Bank Group 2016). The 3.0 strategy of the International Finance Corporation (IFC) sets out a goal to be a thought leader in private sector-related matters, which arguably implies a global convening role. The capital increase package of \$13 billion approved in 2018 reinforced the importance of global work: "Due to its global reach and broad capabilities, the Bank Group is frequently called on to convene diverse actors, connect partners across regions and countries, and catalyze action on global agendas. The Bank Group is unique in being able to provide all these capabilities and do so at significant scale and efficiency" (World Bank Group 2018d, 6).

The evaluation's scope included all IFC and World Bank convening that fosters collective action on global development issues. There is no common definition of what activities constitute convening initiatives. The evaluation defines *convening*

as “bringing together relevant actors to act collectively to address global or regional development challenges” (see the glossary of key terms). Under this definition, convening activities comprise programs, partnerships, and other initiatives that convene key players to act collectively. As laid out in the approach paper and discussed with Bank Group management, the evaluation covers both official and unofficial convening; convening with and without formal authority; and instances where the Bank Group plays enabling, supporting, facilitating, or leading roles. For example, the Bank Group supports the Sustainable Development Goals led by the United Nations (UN) and other multilateral forums including the Group of Twenty (G-20). The scope of this evaluation was therefore broad. Convening leads to three broad types of collective action outcomes that this evaluation uses to define success: shared understanding, or changes in positions and attitudes; shared solutions, or negotiated changes in standards, policies, strategies, and financing practices; and shared implementation, or setting up funds, programs, and partnerships to finance and coordinate country work. The evaluation omits the Multilateral Investment Guarantee Agency based on information available to the Independent Evaluation Group (IEG) at the time of designing this evaluation. It also omits the Bank Group’s convening within individual countries—including convening around Country Partnership Strategies and donor coordination—to better focus on the Bank Group’s global convening role.

Methods

The evaluation’s conceptual framework focused on how, why, and with what results the Bank Group convenes. Figure 1.1 presents a simplified version of the conceptual framework focusing on the impetus or drivers of Bank Group convening initiatives; the Bank Group’s internal processes, capacities, and financial mechanisms that help it convene; and the collective action that results from successful convening. Convening activities and mechanisms support the achievement of collective action. This collective action can take many forms. At the first level, convening can foster shared understanding, bringing partners together around common attitudes, positions, or strategies. At the second level, convening can foster shared solutions in which partners align their policies, standards, behaviors, or financing mechanisms on a given issue. At the third level, convening can foster partners’ shared implementation of identified solutions, for example in the form of formal partnership programs or joint financing vehicles. Box 1.1 presents some of the major convening activities and mechanisms, and appendix A sets out the full conceptual framework.

Data collection and analysis followed a scorecard framework. The Bank Group exercises its convening power in many ways across a range of policy areas. To ensure breadth of coverage, the evaluation used the Sustainable Development Goals as a guide to important policy areas in which the Bank Group could convene. To understand the factors that influence the Bank Group’s convening in sufficient depth, the evaluation used a scorecard framework to systematically collect data across policy areas on the following dimensions: internal assets and capacities; convening roles, strategies, and mechanisms; pressing global collective action challenges, efforts by other actors to address that issue, and demand for Bank Group convening; and results in terms of its agility, reach, relevance, and effectiveness. Tools used to collect evidence included a structured literature review; a review of Group of Seven (G-7), G-20, and Development Committee communiqués; desk reviews of global

policy areas and initiatives; an analysis of data on staffing, budgets, trust funds, operational tasks, and financial intermediary funds (FIFs); a media and Twitter analysis; a stocktaking of the Bank Group's global programs and initiatives, and an analysis of Bank Group document downloads; and 210 semistructured interviews with external partners, global thought leaders, and current and former Bank Group staff and managers. These interviews, which proved highly valuable, focused either on a specific policy area or on cross-cutting, strategic questions. Table 1.1 shows how the interviews were distributed among these categories.

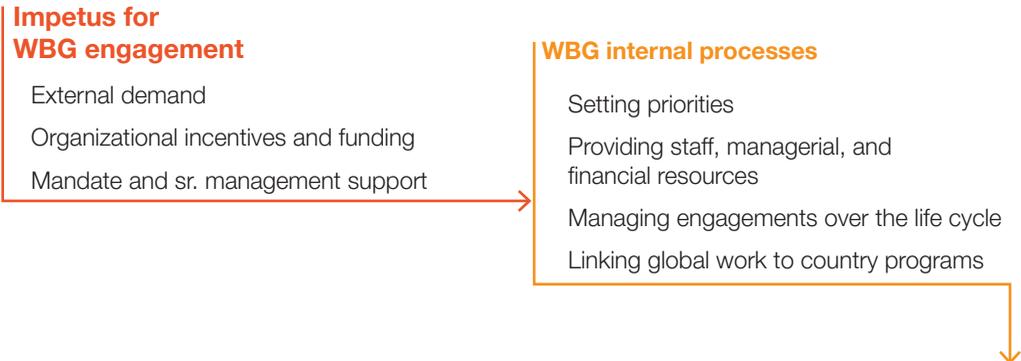


BOX 1.1 | Convening Activities and Mechanisms

- Formal global partnership programs, often supported by International Bank for Reconstruction and Development or International Development Association trust funds and financial intermediary funds, expand and diversify the World Bank Group's financial, technical, and analytical offerings. Many also serve as convening platforms. The Bank Group is engaged in more than 200 such programs.
- Financing. Financial intermediary funds and some trust funds, as financial vehicles, are the essential components around which large partnership programs are constructed and operate.
- Collaborative platforms offer leadership, coordination, and information sharing on a growing set of global issues. These are more informal than partnership programs and usually do not have dedicated financing. Examples include the Sustainable Mobility for All Partnership, the Global Commission on Adaptation, and the Global Preparedness Monitoring Board, which monitors the world's readiness for disease outbreaks and health emergencies.
- Data and research can inform debates and drive agendas. Bank Group top publications include the World Development Report, Doing Business series, flagship reports on poverty and climate change, and statistical publications.
- Advocacy, or expressing public support for or recommendation of a cause or policy. The Bank Group lends its voice to many causes. It has an active presence on social media, which it uses to generate broader support for its initiatives and connect with the public.
- Norms. International norms and standards can, when adopted, influence the behavior of an entire sector. The International Finance Corporation has propagated norms and standards on private sector development.

The choice of convening mechanism depends on the collective action goal to be achieved. Advocacy, data, and analytical work can foster shared understanding, influencing positions and attitudes. Adopting common norms, standards, and tools and creating common platforms can contribute to shared solutions. Financial intermediary funds and some trust funds support shared implementation.

FIGURE 1.1 | Conceptualizing Convening



Collective action		
Type of outcome	Convening processes & activities	If successful, WBG contributed to
Fostering shared understanding	Joint statements Joint task forces Data and analytical work	Effecting changes in attitudes and positions.
Fostering shared solutions	Aligning strategies and action plans Aligning policies and procedures Adopting common tools Standards and methodologies	Effecting changes in strategies, policies, financing, standards.
Fostering shared implementation	New partnerships and collaborative platforms Coordinated or aligned implementation of programs New financial mechanisms to finance investments in countries	Implementation of shared solutions. Development agencies act differently on the ground as a result.

Source: Independent Evaluation Group.
 Note: WBG = World Bank Group.

TABLE 1.1 | Interviews by Type (number)

Interview Type	Specific Policy Area	Cross-Cutting	Total
Internal	81	34	115
External	65	30	95
Total	146	64	210

Source: Independent Evaluation Group.
 Note: *Internal* refers to interviews with current World Bank Group staff and managers; *external* refers to all other interviews.

The evaluation analyzed the evidence in three ways:

1. **Triangulation.** Within each policy area, the evaluation mapped and triangulated the evidence from different data sources along the main dimensions of the scorecard. The appendixes present some of these findings.
2. **Coding.** The evaluation coded interviews in NVivo, a software for qualitative analysis. The coding process's first cycle used a coding scheme based on the scorecard dimensions; the second cycle built on the first cycle and reflected emerging findings. The evaluation used the findings from the NVivo coding to triangulate and analyze emerging patterns from the interviews.
3. **Analysis across policy areas.** The evaluation analyzed emerging findings from each policy area, compared them across the different policy areas using the scorecard dimensions, and analyzed them for broader patterns and findings. The evaluation used a series of workshops with team members, managers, and reference group members to discuss and refine these emerging findings.

This evaluation presents the synthesis that resulted from this combination of broad and deep analysis, triangulated using a variety of methods and data sources. Although one of its strengths is the broad coverage of the Bank Group's many and diverse global convening efforts, it also had a few limitations. It could not describe the cumulative impact of all convening efforts because of the many diverse convening initiatives and the lack of mechanisms for tracking, reporting, and evaluating them. For the same reason, the evaluation did not comprehensively assess the impact of all individual convening initiatives.

Building on the conceptual framework, this evaluation assesses why, what, and how the Bank Group convenes in chapter 2. Chapter 2 finds that the Bank Group's comparative advantages give it strong convening power, which it uses on many development issues. In so doing, it meets the demands of shareholders and stays highly relevant as a global actor. Chapter 3 unpacks the factors that shape the effectiveness of Bank Group convening. It finds that the Bank Group often makes strong and relevant convening contributions, and there are many examples of effective Bank Group convening efforts. The Bank Group is more likely to be effective when the external and internal contexts are favorable and when initiatives have clear objectives and are embedded in country programs, and the Bank Group sustains its engagement over time. The Bank Group has room to become a more effective convener through more selective scoping of its convening contributions, new processes to manage convening initiatives over their life cycle, and stronger alignment with country programs. Chapter 4 concludes and presents lessons, recommendations, and suggestions to help the Bank Group become a more effective convener. Appendixes present the analysis that informed the evaluation's findings.

2

Why, What, and How the Bank Group Convenes

highlights

- 1** The World Bank and the International Finance Corporation have strong convening power that they use to meet shareholders' needs and demands and stay relevant as global actors.
- 2** There is high demand for World Bank Group convening from many sources. This demand is grounded in the Bank Group's strong reputation and comparative advantages. Its comparative advantages in convening include global reach, country presence, ability to work cross-sectorally, ability to apply innovative financial instruments, operational and implementation expertise, ability to channel funding, a central place in international development networks, and (for the World Bank) data and research.

Why the Bank Group Convenes

The world's most pressing development challenges require coordinated global action. The development community has evolved into a complex, dynamic, and multipolar ecosystem with numerous public, private, and nonprofit organizations engaged in a wide range of development issues. Many development challenges cannot be addressed with simple single-sector, single-country, or single-organization solutions. Instead, solutions require collaboration and knowledge sharing among many sectors, countries, and organizations, as recognized in the 2030 Agenda for Sustainable Development. Thus, global convening is required to provide global public goods such as development data, shared business standards, protection for global environmental commons, and management of risks of pandemics and financial contagion. Convening is also needed to gain traction on many other global development issues that are not global public goods but still benefit from collective action, such as support for infrastructure and fragile countries. Action on these issues benefits from leadership, coordination, knowledge sharing, standard setting, awareness raising, mobilizing finance, and data collection and dissemination.

There is high demand for the Bank Group's convening. This was clear from interviews, case studies, and documentary evidence, including communiqués from the Bank Group–International Monetary Fund Development Committee, G-7, G-8, and G-20. A recent report by the G-20 Eminent Persons Group proposes that the World Bank Group play a coordinating and facilitating role among multilateral development banks on global public goods. It also calls on the Bank Group to help make the multilateral development banks work more as a “system” with harmonized practices and procedures (G-20 EPG 2018). There is an increased demand for IFC's convening role since the launch of the Sustainable Development Goals, especially on how to scale up private sector finance for development. Among the over 200 convening examples the evaluation reviewed, requests for convening typically came from developed countries, including governments, civil society, the G-20, and other multilateral organizations including the UN. Many donors leverage the Bank Group's convening power to address emerging priorities related to their development assistance programs. The 12 donors with the largest funding to World Bank–executed trust funds supporting global engagements (the budget category most closely associated with convening) are Japan, the United Kingdom, Norway, the Netherlands, Australia, Sweden, Spain, the Bill and Melinda Gates Foundation, Canada, Switzerland, Germany, and the European Commission. Providing platforms for donor-funded initiatives allows the Bank Group to add value, satisfy its authorizing environment, and enhance its reputation as a relevant organization. Explicit convening requests rarely came from developing countries, but there were exceptions—for example, requests for infrastructure financing support from the Intergovernmental Group of Twenty-Four on International Monetary Affairs and Development (G-24). Box 2.1 highlights another example.

The Bank Group often convenes on behalf of other multilateral bodies. World Bank support for multilateral responses to fragile countries and forced displacement was in response to broad demand from the European Union, G-20, G-7+, donor countries, and UN agencies. All nine FIFs established since fiscal year (FY)13 have their origins in multilateral forums. Three FIFs were born from G7/8 initiatives, two from the UN Framework Convention on Climate Change, and one each

from the G-20, the World Economic Forum, and the UN General Assembly. Requests from the G-20 are an important source of demand for Bank Group convening and give impetus to World Bank analytical and convening-like support on a wide range of global policy issues. The Bank Group is an observer at the G-20. The 17 leaders' communiqués available from all G-7 and G-20 summits held from 2010 to 2018 mentioned the World Bank by name 47 times. This included 14 mentions of the World Bank as an individual actor and 33 mentions as an actor partnering with other organizations, often the International Monetary Fund. These mentions either acknowledged the World Bank's work or called on the World Bank to complete future work, including the following: launch the Global Agriculture and Food Security Program (2010); establish a joint platform to strengthen health systems (2010); complete a tool kit on urban mass transportation infrastructure projects in medium-size and large cities and a sourcebook on public-private partnerships (2013); set up the Stolen Asset Recovery Initiative to lessen corruption (2007); launch the Global Infrastructure Facility (2014); serve as secretariat of the Global Infrastructure Connectivity Alliance (2016); develop a global crisis response platform (2016); establish, with partners, a new Platform for Collaboration on Taxation (2016). According to interviews, these data portray only the visible "tip of the iceberg" of the Bank Group's work with and on behalf of the G-20.

BOX 2.1 | The Sustainable Banking Network

The Sustainable Banking Network (SBN), led by the International Finance Corporation, is an example of a successful and effective convening initiative that originated in developing country demand. The SBN's impetus came in 2012 during the first International Green Credit Forum (hosted by IFC and the Chinese government), when banking regulators and associations from 10 emerging markets asked IFC to facilitate a global knowledge network on socially and environmentally sustainable banking. This request was based on IFC's reputation as a leader in social and environmental banking standards, stemming from its role in the Equator Principles. IFC uses its performance standards, the Equator Principles, and the Bank Group's sector-specific Environmental Health and Safety Guidelines as benchmarks when guiding SBN members. The SBN's strong relevance to current regulatory needs in emerging markets led it to grow quickly, becoming an important global player in regulatory reforms. Analysis in appendix B finds the SBN has been successful; it has 38 member countries, which cover 86 percent of banking assets in emerging markets.

Source: Engen and Prizzon 2018; OECD 2018; external and internal high-level interviews.

Many convening initiatives have internal impetus, driven by incentives to stay relevant, develop business, and address development challenges. Successive Bank Group presidents have historically shaped the directions and magnitude of global convening (box 2.2). Examples of initiatives with internal impetus from senior management include the open data, human capital, and impact investment projects. Internal impetus also often comes from staff spotting gaps and opportunities and promoting convening opportunities to management. Some well-known initiatives, such as the

Doing Business project and the Living Standard Measurement Surveys, started as staff initiatives, as did many smaller, more technical initiatives. The impetus for IFC to convene comes from its desire to generate business, cultivate its private sector networks, and share knowledge. Commonly, convening initiatives are born, internally, from a group seeking to expand its business and, externally, from donors' and partner organizations' interest in an issue.



BOX 2.2 | World Bank Group Convening in Historical Perspective

The World Bank's Articles of Agreement gave the World Bank and the International Monetary Fund jointly a mandate to promote trade and financial stability. The Articles of Agreement of the International Bank for Reconstruction and Development and the International Development Association both mandate cooperation with other relevant international organizations. However, the World Bank remained a project-based lender for decades, with little convening role of note.

In the 1960s, the World Bank extended its lending beyond large infrastructure projects to include agriculture and education, but its global influence remained limited. President George Woods (1963–68) started the push that would eventually increase the World Bank's convening power. Among other things, he engaged the World Bank in agricultural research.

World Bank president Robert McNamara (1968–81) helped create the Consultative Group for International Agricultural Research in 1971, which became the backbone of the global public agricultural research infrastructure. President Jim Wolfensohn (1995–2005) expanded the World Bank's global work significantly in the late 1990s. Examples include work on forests, debt relief, global health, biodiversity, and peace and stability. This expansion took the World Bank into many new issues beyond the economic and financial issues it had mostly worked on in its early decades. Much of this work has involved data, research, standard setting, and information sharing. The International Finance Corporation's Sustainability Initiative, including its Environmental and Social Framework, led to the Equator Principles in 2003, which 92 financial institutions in 37 countries have adopted.

By engaging on many global issues, the World Bank Group has established itself as a relevant global organization that can lead or contribute to global policy responses, thereby supporting an international community that has become increasingly attuned to the crises that result from neglecting to address global public goods. And since developing countries have easier access to development finance from many sources, some observers argue for the Bank Group to play a larger role on global public goods.

But it has not been easy to frame and delimit the global work. Successive strategy documents have wrestled with how to frame and manage the global work. *Beyond Economic Growth: Meeting the Challenges of Global Development* proposed a framework to manage engagement in global public goods (Soubotina and Sheram 2000). It identified

Continued

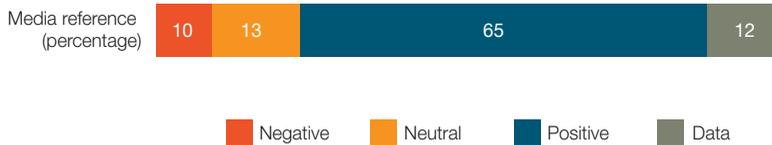
BOX 2.2 | World Bank Group Convening in Historical Perspective (continued)

six categories of global public goods of high relevance to the Bank Group: communicable diseases; development data, research and knowledge sharing; environmental commons; international financial architecture; trade and economic integration; and peace and security. The 2013 Bank Group strategy framed the discussion in the broader language of global engagements and contributions to the global development agenda. The 2016 Forward Look re-emphasized the Bank Group's role on global public goods, singling out climate change and crisis response, and its ability to work at the nexus of global and local issues.

Source: Independent Evaluation Group.

The Bank Group brings clear strengths and a strong reputation to its global work. The World Bank has the broadest mandate in the sometimes fragmented ecosystem of international development. Whereas the World Bank can offer data, project, policy, and convening work in many sectors, other organizations can offer only one form of work in one sector because of limited mandates or capacity. Leaders from external organizations almost unanimously called for the World Bank to do more on many topics. They were remarkably consistent in describing the World Bank's strengths and the reasons why they think it is crucial to involve the World Bank and bring its strengths to bear on the particular issues that mean much to them (box 2.3). IEG's analysis of mainstream, English-language international news media depicts the Bank Group as a trusted and valued actor on major development issues (the analysis did not cover other languages or less mainstream news media). These media sources rarely refer to the Bank Group's global work negatively (figure 2.1). Other external stakeholders further reinforce these positive views of the Bank Group's reputation, saying in interviews that the Bank Group's established expertise and experience in many areas increased the institution's credibility and enhanced its attractiveness as a convener. Even organizations that were sometimes disappointed by the outcomes of World Bank convening believe the solution is better convening, not World Bank withdrawal.

FIGURE 2.1 | Perception of the World Bank Group in Mainstream International Media



Source: Independent Evaluation Group media analysis (see appendix J).



BOX 2.3 | The World Bank Group's Strengths in Convening

Multiple sources of evidence were remarkably consistent in how they characterized the strengths of the World Bank and the International Finance Corporation (IFC). These include the following:

Both IFC and World Bank: Global reach, country presence, ability to work cross-sectorally, ability to apply innovative financial instruments, operational and implementation expertise, ability to channel funding to issues and countries, central place in international development networks, reputation, and access to global and country decision makers in the public and private sectors. Moreover, the World Bank Group's size makes it a "market leader," which gives it an advantage in setting standards.

IFC: Being an active investor itself in the markets, expertise in certain areas, and extensive relationships with private sector actors in emerging markets.

World Bank: Data, research, and knowledge (it has produced almost twice as many research papers as all the other multilateral development banks combined); its large size (it has about 11,000 staff compared with 9,000 in all the larger regional development banks combined); and relationships with ministries of finance.

World Bank–IFC synergies: Little evidence pointed to synergies as a core strength of the Bank Group, though the ability to engage both the public and private sectors has provided examples of benefits—for example, in work on carbon pricing, gender (including the Women Entrepreneurs Finance Initiative), principles for private capital mobilization, and off-grid energy.

Source: Engen and Prizzon 2018; OECD 2018; external and internal high-level interviews.

What and How the Bank Group Convenes

The Bank Group convenes with many partners on most sectors and issues relevant to development. It is hard to identify any single area of development in which the Bank Group does not participate. The World Bank convenes the most on health, finance, and climate change issues, based on budget data, the number of Bank Group partnership programs, and the number of mentions in interviews. But it also convenes in many other areas. G-7, G-8, and G-20 summit communiqués acknowledge the World Bank for its work on governance, inclusion, taxation, infrastructure, agriculture, trade and investment, pandemic insurance, economic policy, and regulatory reform. The World Bank has extensive external connections with a diverse set of actors and frequently partners with donors, foundations, UN agencies, other international financial institutions, and—to a smaller extent—civil society organizations. IFC partners with private sector actors, other multilaterals, bilaterals, and foundations.

The World Bank does not have a monitoring or tracking system for its convening efforts, and the precise number of activities is therefore not known. IFC shared an inventory of the 37 global initiatives

around which it convenes. These include initiatives in health, green bonds, blended finance, women in business, private capital mobilization, social and environmental standards, and finance for small and medium enterprises. The evaluation observed or was informed of an impressive number of World Bank convening initiatives and contributions in both scale and scope. Using diverse sources, the evaluation identified about 212 major initiatives (listed in appendix L). Figure 2.2 maps these initiatives to each of the Sustainable Development Goals. Convening initiatives are dynamic and evolving, and there is no standardized tracking or reporting system. Individual groups do not always have a clear picture of their convening initiatives, especially smaller ones. There is also no good estimate of the many Bank Group contributions to initiatives led by other organizations.

FIGURE 2.2 | Major Convening Initiatives by SDG or Group of SDGs



Source: Independent Evaluation Group analysis (see appendix L).

Note: SDG = Sustainable Development Goal.

The Bank Group is a more active convener on issues where key partners already share a common understanding of the need for a collective action solution than when interests diverge. Almost all the Bank Group convening initiatives examined involved building coalitions with partners already willing to work together toward a shared interest. For example, the Bank Group has been highly successful in convening partners to end malnutrition, control river blindness, and improve financial inclusion because it found partners who shared an interest in achieving these results. There are also examples from the past in which the Bank Group convened on politically sensitive issues where interests did not converge, for example, its advocacy on reducing rich countries' agricultural subsidies or developing countries' export bans after the global food crisis. Setting up and running the Multilateral Fund for the Implementation of the Montreal Protocol helped overcome divergent interests by establishing concessional financing mechanisms by which high-income countries bear a greater share of the costs of action. However, the Bank Group has not engaged in recent years in efforts to bridge positions between rich and poor countries on trade barriers or migration restrictions, despite these policies distorting product and labor markets and negatively affecting development outcomes. Climate change is an exception to this: The Bank Group has skillfully deployed its convening power over many years to bridge divergent interests (box 2.4). Convening engagements in policy areas such as displacement, migration, and trade restrictions can be contentious for the Bank Group because of political sensitivities.



BOX 2.4 | Bridging Divergent Interests for Climate Change Action

A decade ago, developed and developing countries had split positions on how to take action to reduce emissions in the developing world. Developing countries, which had much lower emissions than the developed world, felt they needed cheap carbon-based technology to achieve development goals and should not be held to the same emissions standards as wealthy carbon-emitting countries. To overcome these divergent positions, the World Bank Group framed climate change mitigation as a win-win development action that both reduces the harmful effects of climate change and enhances economic growth, and the Bank Group used knowledge, financing, and advocacy to help bridge positions. Over time, as the costs of low-carbon technology declined and developing country attitudes changed, the split has narrowed, and interests have converged to a degree.

Source: Independent Evaluation Group.

The World Bank has shown agility by responding to new and emerging priorities. In 2016, for example, it rapidly organized itself to engage in forced displacement (refugees and internally displaced people) issues, expanding its partnerships with UN and humanitarian agencies. Partners considered this support effective despite the World Bank's limited prior experience in forced displacement issues. The World Bank has also fostered several agile, coordinated responses to financial shocks and other crises. The World Bank's swift support to curb the Ebola epidemic in West Africa in 2014 is one such example. In fact, shareholders have come to expect and fund the

World Bank to respond to emerging priorities. Responding to emerging priorities also leads to multiplication of initiatives.

There are occasional tensions with other organizations over roles and mandates. All international organizations to some extent seek leadership on issues important to them and their authorizing environment, and development agencies are no exception. In some cases, organizational mandates are explicit, given by a UN Security Council resolution or a G-20 leaders' communiqué, but more often, mandates are implied or negotiated. The UN, for example, also provides global leadership, but its agencies have mandate limitations that hinder them from engaging multisectorally. Some of them also have weak reputations for effectiveness, according to interviews, creating demand for the Bank Group to convene and causing some duplication of convening efforts. A commonly held perception emerging from interviews with external partners was that the World Bank can sometimes overstep its mandate or claim agendas that other organizations are already working on; nutrition and labor issues are examples of this. Interviews also showed demand for the Bank Group to support efforts led by others. Some partners expressed a wish that the World Bank would be more comfortable as a constructive player within initiatives rather than always leading. The evidence suggests that instances of the World Bank playing a supporting rather than leading role do exist, perhaps more than in the popular perception, for example, supporting trade while respecting the World Trade Organization's mandate to lead; supporting global financial regulatory processes led by the Basel Committee on Banking Supervision; supporting many coalitions on the climate change agenda, including the One Planet Summits; co-convening global health initiatives with the World Health Organization; supporting the UN High Commissioner for Refugees on forced displacement responses and helping in the adoption of the Global Compact on Refugees; and partnering on data initiatives on education, forced displacement, rural and agricultural data, and many other issues. Perhaps it is inevitable that the Bank Group will face criticism from time to time given the many demands on its convening power, the keen sensitivities in other international organizations, and the many observant eyes watching its global work.

Analytical work can support shared understanding. The evaluation identified examples of analytical work that helped spur shared understanding and even policy changes on critical issues related to gender equality, forced displacement, environmental degradation, and ecosystem services and natural capital. This analytical work successfully tackled sensitive issues in social and economic development terms. For example, a joint report of the World Bank and the UN High Commissioner for Refugees used social and economic perspectives to inform global policy dialogues on development approaches in situations of forced displacement, and humanitarian partners especially valued these perspectives (World Bank 2017a).

Adopting negotiated norms and standards can influence the behavior of an entire sector and lead to shared solutions. Although the UN plays a major role in setting norms, the Bank Group has also led many organizations to adopt standards in many sectors. The Bank Group's 2010 Open Data Initiative, originally designed to create greater data transparency, also compelled the larger development community toward open data norms. The World Bank has also set technical norms and standards in different sectors, for example, on poverty measurement and development microdata

(World Bank 2018b). Within the Bank Group, IFC strategically focused on setting standards starting in 2003 with the Equator Principles, which set widely adopted business standards on social and environmental sustainability. IFC also helped set standards on green bonds, carbon pricing, blended finance, health codes of conduct, sustainable banking, corporate governance principles, and—most recently—operating principles for impact management for the impact investing industry. Standards create shared value for all market participants, including IFC, which as an investor also suffers when markets lack standards.

Collaborative platforms help many actors come together to tackle issues of joint interest. The Scaling Up Nutrition Movement is a highly successful platform. According to appendix G's review, it has proven its relevance and galvanized momentum in reducing malnutrition. Also, the International Health Partnership platform, convened jointly with the World Health Organization, has been successful in supporting the use of common health assessment tools by its partners and member countries, though it has done less in improving donor coordination. Sustainable Energy for All, a UN-led collaboration platform, helped establish a stand-alone Sustainable Development Goal on energy and establish energy access and environmental sustainability as dual goals. The stakeholder interviews reveal that the initiative helped reframe political debates around climate change, renewable energy, and developing countries, shifting what had been a contentious developed and developing country issue into a shared agenda.

The Bank Group provides a valuable service to the international community by hosting FIFs. FIFs are important vehicles to channel concessional financing for global issues. FIFs and some trust funds, as financial vehicles, are the essential components around which large partnership programs are constructed and operate. FIFs' largest added value is in financing shared implementation. Prominent development partners tend to view FIFs as a politically attractive option to advocate for international issues they perceive as critical. Seventeen new FIFs were created between 2009 and 2017—the World Bank drove the creation of three of these, international partners drove the creation of eight, and the World Bank and external partners mutually drove the creation of the other six. External partners typically ask the World Bank to host FIFs to benefit from its convening power and to use its systems and support services. By doing so, external partners can forgo the alternative of creating new organizations from scratch. Large FIF-supported programs have high public profiles, and some of them have come in for criticism.

The World Bank influences FIFs during the design and setup stages but plays a much smaller convening role in the ongoing operation of most FIF-supported programs. This influence stems from leading on building consensus among the founding partners, mobilizing financing, establishing the FIF or trust fund, and preparing the program's constitutive documents. Once FIFs are established, the governing bodies of the FIF-financed partnerships assume control. The World Bank is a voting member in only 6 of 24 FIF governing bodies, giving it little influence over the strategic direction of most FIFs. Therefore, the World Bank can do little if FIF programs develop in directions it views as undesirable.

3

Effectiveness of World Bank Group Convening and Its Constraints

highlights

1 The World Bank Group often makes strong and relevant convening contributions, and there are many examples of effective Bank Group convening efforts. The Bank Group is more likely to be effective when the external and internal contexts are favorable: The initiative addresses a crisis or urgent need, has strong demand, and is relevant to the Bank Group's core mandates and comparative advantages; the Bank Group has adequate resourcing and established expertise, can bring credible data and knowledge work, and can house the work in a dedicated unit. The Bank Group is also more likely to be effective when it has clear objectives, ensures buy-in and engagement of senior champions, embeds the initiative in country programs, and sustains its engagement over time.

2 The Bank Group has room to become a more effective convener. It is hard for the Bank Group to delimit which global issues and roles to pursue, and exits are difficult. The resulting multiplication of convening initiatives stretches the Bank Group's capacity and resources thin across many agendas. Further, internal changes in the World Bank and International Finance Corporation have improved their convening capacity, but oversight and accountability for convening work could be strengthened. For example, the absence of

a tracking system makes it hard to manage convening initiatives over their life cycle. Also, the Bank Group has no systematic corporate process for aligning country and global work, despite the ability to link global and country work being a pillar of its convening value proposition.

This evaluation does not provide an overall assessment of the cumulative impact of the Bank Group's convening efforts. This is impossible because of the vastness and variety of convening initiatives and the lack of tracking or reporting mechanisms. The evaluation did, however, assess convening effectiveness on a case basis. The yardstick for assessing effectiveness was the expected outcomes and the Bank Group's intended roles and contributions. The goal of convening is to foster collective action on important global issues and influence collective outcomes. The evaluation distinguishes three levels of influencing of collective outcomes: fostering shared understanding, shared solutions, and shared implementation. Many issues requiring collective action take decades to resolve and are shaped by complex factors beyond the Bank Group's control, with multiple stakeholders, roles, and stages for the Bank Group to engage. There are instances where the Bank Group influenced shared understanding and contributed to shared solutions, but the outcomes sought depend on wider political action beyond the Bank Group's control, such as efforts to address climate change. The evaluation therefore did not review many long-term outcomes. This being said, the evaluation observed many effective Bank Group convening initiatives. Successful cases are mentioned throughout the report and its appendixes.

This chapter starts by analyzing the common elements typically present in successful convening initiatives. These relate to getting the internal and external context right and adopting strong convening behaviors. It then proceeds to analyze the constraints to convening success: factors that, if addressed, would render the Bank Group a more successful convener. These factors are weak selectivity, internal processes that do not fully support managing for results, and uneven links to country programs.

Common Elements of Successful Convening

Most successful convening efforts share certain contextual characteristics. The evaluation identified common factors of success by examining the successes and failures across many cases and issue areas and found that these factors relate to both the convening topic and characteristics of the Bank Group's approach. Building on the dimensions of the scorecard framework, box 3.1 lists the factors that, when present, predict convening success. The Bank Group is frequently strong in these factors, but not always. Lack of success can be attributed to several reasons: financial and staff resources are finite, sustained engagement is costly, country programs can absorb only so many priorities, and achieving political alignment requires political capital.

As box 3.1 shows, a favorable external context exists when an initiative can add significant value by addressing an important problem, crises, or urgent development needs; is relevant to the Bank Group's core mandates and comparative advantages; and has strong demand. Demand from stakeholder groups, including donors, clients, and other key actors, is needed to gain traction and can also help ensure donor resourcing. For example, the external context was favorable when the World Bank established the Climate Investment Funds. Donors and client countries had strong demand for climate finance, and the World Bank was well positioned to bring other multilateral development banks together (appendix D). The implication is that the external environment should be considered explicitly when selecting when and how to convene.


BOX 3.1 | Factors of Convening Success**External context**

- High potential added value by addressing an important problem
- Availability of donor financing
- Responds to crises or current urgent needs
- High relevance with clear connections to the World Bank Group's core mandates and goals
- Credibility among external stakeholders
- High demand from multiple stakeholder groups, including donors and clients

Internal context

- Adequate internal resourcing
- Established expertise and experience
- Data and knowledge work that can inform and persuade
- Structural units, such as Global Practices or Global Theme Groups, dedicated to that topic
- Internal institutional coherence
- Negotiated political alignment among major stakeholders
- Clear Bank Group comparative advantages

Convening behavior

- Clear goals and objectives
- Co-creating solutions with partners rather than imposing its own solutions
- Buy-in and engagement of senior champions
- Operationalization in country programs
- Sustained engagement

Source: Independent Evaluation Group.

Internal context factors matter for the Bank Group's ability to make strong convening contributions. The Bank Group is more likely to be effective at convening around issues with these internal

characteristics: resourcing; established expertise and experience; data and knowledge work that can inform and persuade; structural units, such as Global Practices (GPs) or Global Themes, dedicated to that issue; and institutional coherence, or the ability to “speak with one voice.” Bank Group positions on some issues, including jobs, worker rights, and cocoa and palm oil production, have shifted over time depending on the unit that leads. Internal context factors tend to be more favorable for issues in which the Bank Group has a well-established, long-standing presence and has therefore gained experience, credibility, and external networks. For example, the Bank Group played a successful role in creating carbon markets in the mid-2000s under the Kyoto Protocol mechanisms, and this experience established a track record and credibility that has helped support ongoing convening efforts around carbon finance.

Success is more likely when convening efforts have clear objectives, buy-in and engagement of senior champions, operationalization in country programs, and sustained engagement. The evaluation’s desk reviews, interviews, and reviews of prior evaluations show that one of the more commonly stated factors of success was a clear and shared understanding of the convening effort’s goals and objectives. Additionally, most successful convening efforts involve senior internal champions to engage high-level external partners, secure internal resources, and set incentives for staff and management. The World Bank often has stronger buy-in to initiatives when it develops solutions jointly with partners rather than seeking to impose its own solutions. As the head of a major partner organization said, “The World Bank’s weakness is due to its strength. That weakness is an attitude: We believe in partnership, we believe in convening, and we are in charge. This is a recipe for ineffective partnership in today’s world.” The Global Partnership on Oceans (appendix D) and efforts on sustainable infrastructure are examples of instances where more inclusive partnering behaviors may have yielded better outcomes (as suggested by interviews and desk reviews). Finally, sustained engagement over many years is usually a necessary though insufficient condition to generate transformative results. The Bank Group’s flagship programs are usually long-lived and build staff expertise and external networks and reputation over time (see box 3.2). Evidence also suggests that some short-lived engagements leave interventions without the necessary depth and consistent attention to achieve the intended outcomes. Of course, not all sustained efforts yield the desired results, and sometimes it is better for the Bank Group to exit from such engagements rather than persisting.

The Bank Group has room to become a more effective convener. Shortcomings of Bank Group convening efforts can be related to factors specific to each initiative and to three systemic factors. First, it is hard for the Bank Group to delimit its convening activities, and exits are difficult. Second, although internal changes in the World Bank and IFC have improved aspects of convening capacity, corporate processes and systems could better support managing convening initiatives over their life cycle. Third, the Bank Group lacks processes, mechanisms, and incentives to link its global priorities and its country programs. The remainder of this chapter discusses each of these factors in turn.



BOX 3.2 | Sustained Initiatives with Transformative Impacts

Many of the World Bank Group's proudest achievements have long roots back in time. Examples of sustained and successful engagement include the International Finance Corporation's support for the Equator Principles and the World Bank's support for the Consultative Group for International Agricultural Research, river blindness responses in Africa, and multiple climate change initiatives, including on carbon finance and catalyzing carbon market creation. Additionally, the Independent Evaluation Group's evaluation of financial inclusion finds that the Bank Group's long history of convening international partnerships allowed it to advance the financial inclusion agenda (World Bank 2015a). In development data, engagement sustained over decades has built the World Bank's deep capacity and credibility as a financier, technical adviser, and data curator.

Duration matters. Not only does it take time to create success in any endeavor but also when a unit stays engaged on a topic over many years, it tends to gradually grow its partnerships and reputation, deepen its expertise and staff capacity, and expand and innovate its product offerings. For example, the World Bank's expertise and leadership in data collection and poverty measurement grew over decades (World Bank 2018b). Flagship data offerings such as Findex, Doing Business, and poverty measurement enhance the Bank Group's convening power but also require long-term repeat effort to yield full value.

Source: Independent Evaluation Group.

Internal Selectivity Processes

The expansion of the Bank Group's convening efforts is intimately related to an increasingly large and demanding development agenda. As the World Bank has scaled up its engagement on the Sustainable Development Goals, disruptive technology, Mobilizing Finance for Development, financial inclusion, disability, forced displacement, ocean plastics, female entrepreneurship, road safety, gender-based violence, and other issues, it has often expanded its convening activities in those areas. Addition of new convening programs and activities within existing issue areas occurs across many sectors, including urban issues, human development, and climate change. The Bank Group's attempts to selectively convene occur against the backdrop of this expanding development agenda. For this evaluation, *selectivity* means the selection of convening topics, mechanisms, roles performed by the Bank Group, and depth of its contributions according to a set of priorities, desired outcomes, and other criteria.

IFC has a centralized, top-down selectivity approach. In IFC's approach, senior management selects and approves convening initiatives. IFC's convening efforts align with the Bank Group and

IFC's priority areas, including gender equality, climate change, and mobilizing private finance for development. More recently, IFC has also started to convene on fragility, conflict, and violence issues. The centralized approach has kept IFC's convening portfolio small, allowing it to provide consistent support on a smaller number of priorities. IFC tends to convene with a well-defined mandate in narrow areas, such as setting standards for blended finance. Its convening tends to have clear beginnings and ends and be linked to business development, that is, either growing an existing businesses area or expanding into a new one. Interviews show that external partners appreciate IFC's focus and sustained attention in specific areas, and they believe that this helps IFC achieve results.

The World Bank has no formal organizational process for selecting and prioritizing convening. The Bank Group's Board of Executive Directors approves only specific convening initiatives in exceptional cases: when the reputational risk is high or when the convening requires funding from the Bank Group's net income (its operating surplus). Senior managers champion some high-profile initiatives, and the External and Corporate Relations Vice Presidential Unit (VPU) oversees the World Bank's engagement with the G-20. Apart from this, selecting convening activities is largely at the discretion of individual business units, who use a case-by-case approach to selectivity in what to convene, how to do it, and what role to play. Factors that influence decisions on selectivity include the availability of trust funds, internal incentives, and the priorities of senior champions. In contrast, organizations such as the International Monetary Fund and the World Economic Forum that, like the World Bank, are seen as strong conveners, appear to have tighter approaches to selectivity than the World Bank does. Not having a formal process can make the World Bank slow to achieve internal coherence and make decisions. For example, delays were substantial when the World Bank considered whether to support the International Finance Facility for Education. These delays were caused by conflicting views among different World Bank units on the relevance of the facility and the lack of a process to arbitrate among these views (appendix H).

There are no formal criteria for selectivity. Although the Bank Group has explicit selectivity criteria for which priorities to pursue in its country programs (the Country Partnership Frameworks), no such criteria exist for the global work. In interviews, managers generally converged on criteria that should be used to prioritize convening activities. These conditions include whether the activity is aligned with corporate priorities; whether the activity supports operational, country-level work; whether the Bank Group's proposed role is based on its comparative strengths; and whether the convening leads to a clear public good or global collective action. These conditions broadly align with common sense management principles but are not required or consistently applied.

The World Bank has no exit requirements for convening efforts, and exits are difficult. The World Bank rarely explicitly disengages from global convening efforts, even when those efforts underperform or become less relevant. For example, an IEG evaluation found that the World Bank remains engaged in some health-related global initiatives that have lost their relevance mainly to maintain relationships with partners (World Bank 2018e). Very few global engagements have exit strategies or sunset clauses. As a result, the World Bank must make a deliberate decision to exit or close, which is difficult to do because of vested interests and attached funding streams. Some

parts of the World Bank have a disciplined approach to reviewing engagements and exiting the lower-performing ones, but this is not the norm (box 3.3). Some interviews discussed long-term “low intensity” partnerships that place demands on managerial attention.

BOX 3.3 | Selectivity in the Social, Urban, Rural, and Resilience Global Practice

The Social, Urban, Rural, and Resilience Global Practice had a structured, disciplined approach to convening. The primary criterion for selecting engagements is whether the engagement links to operations. A partnerships unit within this Global Practice used a tracking dashboard to understand the scope and purpose of partnerships, and to monitor progress on products delivered by partners or in cooperation with partners. Partnerships that do not deliver are put aside, though they might be reengaged in the future. To minimize proliferation, the Global Practice bundled smaller initiatives into larger umbrella approaches and redirected some convening requests to other partners who might be better suited to lead.

Source: Independent Evaluation Group.

The World Bank’s reliance on trust funds to finance convening initiatives weakens selectivity, though ongoing trust fund reforms could rectify this. Trust funds finance 64 percent of all global engagement budgets. IEG reviews of some trust funds have found that, over time, they have lost some of their relevance to the World Bank’s own work as the trust funds’ and the World Bank’s priorities in the sector drifted apart (appendix C). IEG’s reviews of trust funds and partnership programs have found many examples of weak selectivity (World Bank 2015b). Ongoing trust fund reforms aim to channel trust fund resources to fewer but larger umbrella funds that are better aligned with the World Bank’s priorities. These reforms could impose greater discipline on fundraising, making noncore trust fund resources more strategic, less decentralized, and better aligned with internal processes.

The multiplication of agendas strains internal capacity. In environmental issues beyond climate change, weak selectivity and limited resources resulted in an engagement in many convening initiatives but substantial and sustained commitments only in a few areas (appendix D). The evaluation’s reviews of education and nutrition also found that limited resources constrain the World Bank’s convening capacity. In examples across different policy areas, the evaluation found that only a few people staffed several prominent initiatives. In interviews with staff and managers, budget constraints and the ensuing scarcity of staff resources were the most frequently cited barrier to convening success. Staff from GPs were emphatic that allocations of the World Bank’s administrative budget for convening are insufficient and unpredictable from year to year, making it hard to plan multiyear engagements. Trust funds are essential to finance convening efforts.

Thin resources spread across many agendas was also a theme in the review of the World Bank’s contribution to global financial regulation. The World Bank is engaged in many global financial regulatory forums and is widely seen as the natural representative of developing country concerns. It performs upstream convening roles, to represent developing countries’ needs among the wealthy

nations that dominate the global financial standard-setting process, and downstream, to help developing countries implement global standards domestically. It has achieved the most influence when it has sustained efforts over many years and produced flagship data and knowledge products such as Findex, often enabled by trust funds. The World Bank has little formal authority in global regulatory forums, which circumscribes the influence it can achieve in some areas of financial standard setting. Small and unpredictable global engagement budgets combined with shifting priorities have been another factor. The World Bank could play an even greater role by providing cutting-edge knowledge to standard setters, aggregating data from client countries, and facilitating cross-country learning in proportional standard implementation.

The issues around weak selectivity and thinly spread resources are widely understood. Both external and internal interviewees perceived an absence of strategic selectivity and a tendency to respond to emerging demands and opportunities. The World Bank's upper and middle management suggested that the World Bank is not strategically selective. Managers were clear about why that is so; as one senior manager said, "When we don't show up to a meeting, all hell breaks loose.... It's seen as a problem if no one from the World Bank comes. If we go [to the meeting], we are seen as going everywhere. There is no winning solution." In interviews, staff and managers indicate they have too many commitments to perform their expected global convening roles effectively. Said one World Bank director, "We have a limited bandwidth and lack of staff time. We are so thinly spread and overcommitted. When the time comes to set up an instrument to turn convening into something real, finding the people is really hard. Everyone is tied up already." Another manager said, "In each business line, we need to pick a few key platforms to focus on. Nothing in my GP has the full weight of the institution." Donor representatives interviewed for this evaluation are also aware that their frequent requests for World Bank convening contribute to proliferation. Said a senior aid official, "Donors set up pet projects of questionable value that drive fragmentation. The World Bank is complicit by choosing to accept the funds."

Managing Global Engagements for Results

The World Bank's 2014 operating model reforms have strengthened global convening capacities in some ways. The reforms had many goals, one of which was to strengthen the Bank Group's capacity for global work. Reforms created GPs, which created greater sector identity and direction. GPs create and curate sector knowledge to transfer across Regions; some GPs have created specialized global teams, and many have Global Lead positions, who often lead convening work streams. The reforms also created Global Themes to ensure coherence and to lead convening on major cross-cutting priorities on jobs; gender; fragility, conflict, and violence; climate change; and mobilizing finance. Reforms also created a "global engagement" budget line for convening, partnerships, and knowledge management (box 3.4). These reforms enabled the World Bank to think and operate more globally, though they also created vertical silos that can hinder collaboration. This was the conclusion of IEG's evaluation *Knowledge Flow and Collaboration under the New Operating Model* (World Bank 2019a).


BOX 3.4 | Global Engagement Budgets Vary Substantially across Groups

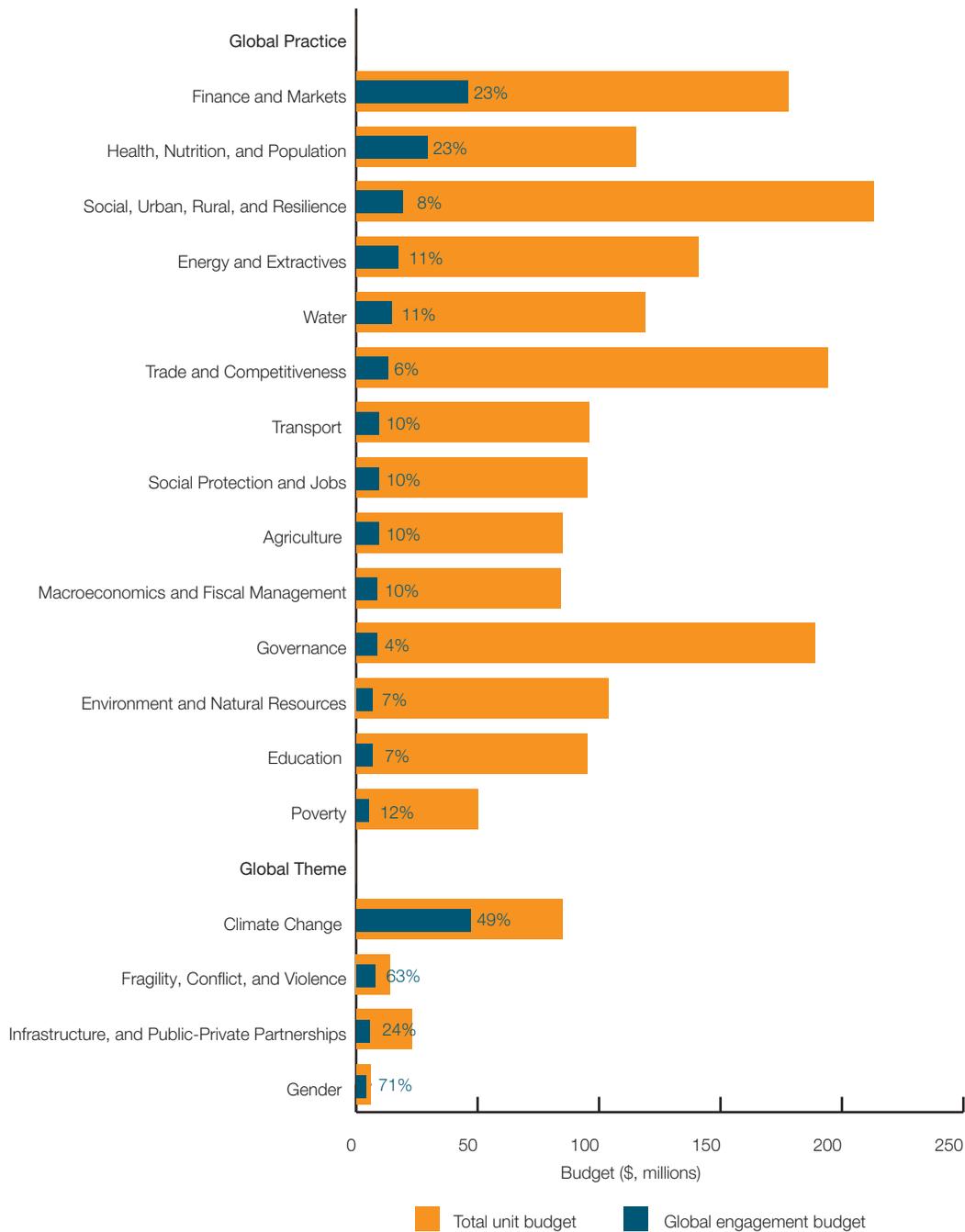
The three World Bank units that convene the most, according to data on global engagement budgets, are the Finance, Competitiveness, and Innovation Global Practice (GP); the Health, Nutrition, and Population GP; and the Climate Change Global Theme. Admittedly, global engagement budgets are weak proxies for global work because they also fund knowledge management but exclude management time.

Global engagement budgets make up, on average, 11 percent of GPs' total budgets and 47 percent of Global Themes' budgets. This is not surprising because Global Themes concentrate more on global work than GPs do. The relative importance of global engagement budgets varies from 23 percent of the total budget for the Health, Nutrition, and Population GP and the Finance, Competitiveness, and Innovation GP to just 4 percent for the Governance GP and 7 percent for the Environment and Natural Resources GP (figure 3.1). This small allocation for the Environment and Natural Resources GP is surprising given the importance of environmental commons, suggesting that factors other than global public goods drive allocations.

Source: World Bank budget data.

Global engagements rely on trust funds. The share of the World Bank's operating budget going to global engagements has been constant at about 13 percent in recent years, while the share going to country engagements increased from 61 to 66 percent (figure 3.2). The FY20–22 budget outlook foresees continued increases in country engagement budgets with “more marginal” increase in the global engagement World Bank budget. The total global engagement budget of the five Global Themes is about the same as the country engagement budgets for India or Indonesia. The developed countries and private foundations that demand the Bank Group's global convening also finance much of it; trust funds account for 64 percent of global engagement budgets compared with 42 percent of country engagement budgets (figure 3.3). The World Bank's annual global engagement budget (for activities without a specific country identification) averaged \$255 million from FY16 to FY18, whereas the annual country engagement budget averaged \$1.22 billion.

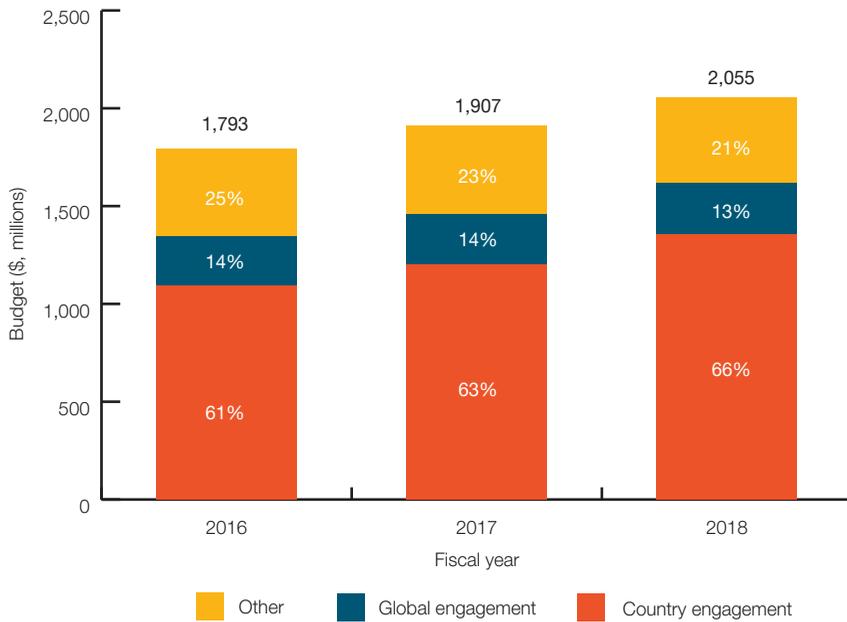
FIGURE 3.1 | Global Engagement Budget Allocations for Global Practices and Global Themes, FY16–18



Source: World Bank budget data.

Note: Excludes Knowledge Management Global Theme. Global Practices structure and names are as of July 28, 2017. FY = fiscal year.

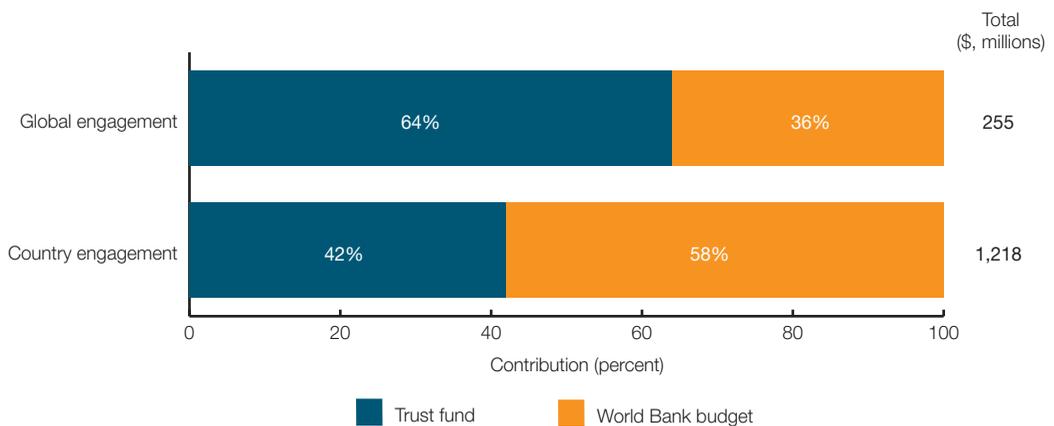
FIGURE 3.2 | Size of Global Engagement and Country Engagement Budgets, FY16–18



Source: Independent Evaluation Group, based on World Bank budget data.

Note: *Country engagement* includes funding for preparation and supervision work relating to financial services (such as lending, grants, and guarantees), knowledge services (such as Advisory Services and Analytics), and single-country convening services (such as country strategy and partner coordination and mobilization). The *global engagement* envelope includes funding for global engagement activities without a specific country identification, including work on global public goods, global knowledge services, global convening services, and global programs administrative services. *Other* includes the following spending categories: International Finance Corporation, program and practice management, and inter-Global Practice collaboration. Data for 2015 are unreliable because of changes driven by internal reforms. Global engagement was not tracked separately before 2015. FY = fiscal year.

FIGURE 3.3 | Trust Fund Contributions to World Bank Global Engagement and Country Engagement, Average for FY16–18



Source: World Bank budget data.

Note: FY = fiscal year.

IFC has created a centralized approach to global convening but with limited capacity. Although industry departments used to lead, most of IFC's global convening is now led by the Economics and Private Sector VPU, established in 2015. The VPU recently established a thought-leadership unit, which has led IFC's recent global convening initiatives related to mobilizing private finance, industry standard setting, and impact investment standards. In addition, IFC's Partnerships and Multilateral Engagement Unit under the Partnerships, Communication, and Outreach Vice Presidency convenes some of IFC's global initiatives, coordinates IFC's engagements with other organizations, and seeks to strengthen IFC's engagements with external entities. IFC's best-known convening initiative is the Equator Principles, which is 15 years old. Major IFC convening initiatives have been rare since then, with few major convening efforts of note other than the Sustainable Banking Network. The advantage of having few initiatives is that it allows IFC to maintain its focus and sustained attention to convening objectives, but the disadvantage is that it limits IFC's reach and influence and diminishes IFC's leadership as a convener. Additionally, very few IFC staff work on convening—one full-time staff member is assigned to the Sustainable Banking Network, and only one or two work on each global gender initiative. In the climate business unit, four full-time staff focus on all global engagements, and three or four staff work on impact investment, a major and highly visible new initiative. IEG estimates that convening efforts account for only 2 percent of IFC staff time, and staff's terms of reference do not usually mention convening activities (appendix B).

Oversight and accountability for convening work have room to improve. In the absence of a tracking system, managerial attention to the convening portfolio is uneven and less systematic. Senior management oversees and stays engaged with major initiatives, such as those linked to corporate priorities or major funding vehicles like the International Development Association's special funding windows. Additionally, formal partnership programs have periodic donor reporting and external evaluations. However, there is much less oversight of convening initiatives when they are managed below the corporate level, at the department or VPU levels. This occurs because convening initiatives lack explicitly stated objectives, success cannot be measured easily, and managing units face relatively weak accountability for their performance.

How Global Work Links to Country Work

This section examines the relationship between the Bank Group's global convening and its country work in broad strokes. Country work is the Bank Group's traditional core business and refers to all Bank Group activities implemented at the individual country level, including project finance, policy dialogue, and knowledge and advisory work. Clients for this work are national governments and the citizens they represent. The Bank Group's organizational culture and loyalties are oriented toward country work, partly as a reflection of the Bank Group's larger business model, which relies on loan repayments to finance operating costs. As such, it would be fair to say that although the Bank Group's global convening is important, it is a secondary business line and not a primary one. Accordingly, staff and institutional incentives tend to favor country work over global convening work.

Staff and managers in the GPs and Regions and in IFC do not consistently see successful global convening work as a promotion path. By contrast, Global Theme Groups cannot book lending and therefore have stronger staff and institutional incentives to engage in global convening. The Bank Group Board's oversight and the incentives that flow from Board attention reinforce this by focusing much more on country work than on global work.

The Bank Group's ability to link global convening efforts to its country programs is a major part of its added value as a convener. Successive corporate strategies since 2001 have emphasized the Bank Group's ability to work at the country-global nexus, linking global work to country engagement. Once global engagements are present in country engagements, the Bank Group's core operational machinery works toward supporting implementation. For example, the World Bank's global efforts to improve road safety are more credible because those efforts can be mainstreamed into transport sector lending projects. Interviews for this evaluation confirm that the Bank Group's ability to operationalize global issues in country programs is a comparative advantage that sets it apart from other international organizations and motivates donors to channel trust funds to the World Bank.

The World Bank has room to better align its global engagements (led by senior managers and Practice Group VPUs) and country engagements (led by Regional VPUs). Regional and country units have influence and veto power over which global priorities get embedded in the country program. But they have little say in selecting global engagement priorities in the first place. IFC, for its part, has recently created mechanisms whereby global teams transmit global priorities to operations and country strategies. Before this, IFC had no clear mechanism to link global work to country operations, which could lead to missed opportunities for greater synergies between global and country work, global agendas that lack client ownership, and wide variation across Regions in how they express global priorities.

The Bank Group has not made clear the types of links it expects between its global convening efforts and its country programs, though corporate indicators offer implicit guidance (see box 3.5). Neither strategy documents nor senior management have articulated the kinds of links or country uptake the Bank Group expects for different convening priorities. The Board and managers provide little guidance to global programs housed within the World Bank on how to interact with country operations; therefore, practices differ widely. At a practical level, country programs can incorporate only a few global priorities at a time because of the need to prioritize client demand, limited envelopes for country lending, limits to the client's absorptive capacity, and the need for a coherent and focused country program. In response, World Bank country directors say they can realistically support only four to six corporate agendas in country programs and must ignore or de-emphasize other global issues beyond this level. Moreover, there is no formal process to integrate global work into country programs; operational units have discretion. The indicators to monitor the inclusion of gender, climate change, and citizen engagement in lending are the closest thing to corporate guidance that operational units have regarding which priorities they are expected to act on. By shaping staff incentives, these corporate indicators instruct operational units to prioritize gender, climate change co-benefits, and citizen engagement in lending.



BOX 3.5 | Linking Global Convening to Country Programs

This evaluation was unable to collect systematic data on how and how much the World Bank Group operationalizes global issues. The diversity of the Bank Group’s global engagements and the multifaceted types of links that exist between the global work and its country programs make it complicated to collect such data comprehensively. No official typology of links exists, but a starting point could be the following list.

The Bank Group operationalizes global work at the country level through financial and nonfinancial support by

- Financing projects that support global convening priorities using concessional and nonconcessional resources;
- Providing data, analytics, technical assistance, capacity building, policy advice, and convening support to individual countries that assist them in advancing global convening priorities;
- Assisting policy coordination and cooperation across countries;
- Sponsoring financial innovations—for example, regional insurance pools and issuance of green bonds; and
- Creating new tools, data, or analytics that are used in Bank Group–financed projects in countries.

However, not all global work requires links to country operations. For example, global advocacy, standard setting, and cross-country development data curation are forms of global work that can be successful without being operationalized in country programs.

Source: Independent Evaluation Group, building on the implementation update for the Forward Look (World Bank Group 2018).

Global work sometimes fails to achieve country-level buy-in. Although there are data limitations, as explained in box 3.5, this evaluation examined some cases in which insufficient ownership of global work by Country Management Units and client countries limited the success of global engagements. Trust fund donors reported in interviews that they expected the World Bank to integrate trust fund priorities into country programs but were frustrated that this did not always occur. There is also uneven integration of FIFs into country programs, in part because of the transaction costs for the Bank Group units and developing country clients seeking to access these funds (World Bank 2018a). IEG’s partnership reviews have often found that many global programs operate with weak links to country programs, though some are set up in a way that promotes better linkages:

- A 2018 IEG partnership review of the Global Program for Social Accountability, which provides grants to civil society organizations to enhance their social accountability activities, found weak

links between the program's grants and the Bank Group's country-level lending products (World Bank 2018c).

- A 2017 IEG partnership review of the Sub-Saharan Africa Transport Program found that the program's relevance to the Bank Group's own work in the African transport sector had faded over time. The program's links with the Bank Group's country operations were stronger in the 1990s, when both the program and the Bank Group were focusing largely on the same issue: improving road infrastructure and creating road agencies and road funds for road maintenance. The links became weaker as the program shifted its focus to other transport issues. The program has not had sufficient resources to generate and disseminate knowledge about transport issues in Africa and work with the Bank Group's country operations to implement the policy decisions it has helped achieve (World Bank 2017b).
- IEG's reviews of the World Bank's engagements with the Global Fund to Fight AIDS, Tuberculosis and Malaria and with Gavi, the Vaccine Alliance, showed strong interest from both these organizations for stronger integration of their programs at the country level, but neither reached an explicit agreement with the World Bank on how to pursue synergies at the country level (World Bank 2011a; World Bank 2014a). The Gavi review, specifically, pointed to missed opportunities for the World Bank to engage more in health sector finance and analytical work related to immunization. Since 2015, the country-level collaboration with these two FIFs, particularly Gavi, has improved, though it is still of uneven quality (World Bank 2018e).
- The mandates and strategies of the Bank Group and the Global Environment Facility remain highly compatible and mutually relevant. However, difficulties in managing the combined World Bank and Global Environment Facility project cycles and other issues have reduced the relevance of their partnership significantly (World Bank 2013).
- The Global Facility for Disaster Reduction and Recovery is, by contrast, well integrated in World Bank operations, partly because of close alignment of goals, staff, processes, and managerial structures between the facility and World Bank operations (ICF International 2016).
- The Global Financing Facility for Women, Children and Adolescents, established in 2015, aims to build strong country-global linkages. It operates at the country level alongside the World Bank in about 30 International Development Association countries and has an integrated model of donor coordination, financing, and implementation. The partnership also strives to bring country experience to relevant global platforms, such as UHC2030 and the Partnership for Maternal, Newborn & Child Health for better coordination and learning.

4

Conclusions and Recommendations

THIS EVALUATION CONCLUDES that the Bank Group's comparative advantages give it strong convening power that it uses on many development issues, often effectively. The Bank Group meets the needs and demands of shareholders by convening on many relevant initiatives and, in so doing, stays highly relevant as a global actor. The high demand for Bank Group convening is grounded in the Bank Group's strong reputation and unique strengths. These strengths include data, knowledge, networks, global reach, and financial and fiduciary capabilities. There are many examples of effective Bank Group convening efforts. For example, the Bank Group's convening helped place climate change at the center of the international development agenda. This was backed by leadership, sustained prioritization (since 2008), internal incentives, dedicated units set up for the purpose, resources commensurate to the challenge, and operational work at the country level.

The Bank Group can further improve its convening effectiveness. First, the Bank Group does not find it easy to delimit which global issues and roles it wants to pursue. New issues and new demands arise often, and there is a large pool of prior commitments. Exits are notoriously difficult, and there are rarely sunset clauses or other principles to assist in ending or exiting less relevant initiatives. The resulting multiplication of convening initiatives stretches the Bank Group's capacity and resources thin across many agendas. Some of its contributions have been subpar, and some initiatives have not delivered as expected. Second, there is a lack of data and tools to monitor and manage convening portfolios over their life cycle and measure the results. Combined with extensive trust funding, this makes it hard for managers to

be truly results oriented in the global work. Third, there is no corporate process for aligning country and global work apart from corporate indicators for gender and climate change co-benefits. This leads to missed opportunities for greater synergies between global and country work, global agendas that lack client ownership, and wide variation across Regions in how they express global priorities.

Based on the evidence and findings of this evaluation, IEG recommends that senior management act in three areas with strong and systemic influence on the Bank Group's convening performance: more selective scoping of Bank Group convening contributions, new processes to manage convening initiatives over their life cycle, and stronger links with country programs. IEG also offers lessons and suggested actions (see box 4.2).

The Bank Group has room to scope its convening engagements and contributions more selectively. The Bank Group leads and supports many initiatives of varying size and duration. It had a justified rationale for engaging in nearly all the convening initiatives examined for this evaluation, yet its priorities have sometimes drifted. Often, the World Bank made relevant contributions, but impacts fell short because of insufficient attention, resources, duration, and country program links. IFC's convening is more focused and delimited than the World Bank's. IFC has achieved results through sustained attention on relatively few issues, including the Equator Principles and later initiatives derived from them.

Recommendation 1. Scope engagements and contributions to major global convening initiatives more deliberately. This could include the following:

- Setting up formal and explicit selectivity criteria that cascade from the corporate level to individual VPUs and GPs. These criteria should be used for deciding the entry, role, types of contributions, funding, and exit of major global convening efforts. Criteria may include relevance to corporate priorities; potential links to and support for country-level work; if the Bank Group's proposed role is based on its comparative strengths; and if the convening leads to a clear public good or global collective action.
- Make sure that global convening efforts have clear goals and exit plans and that the Bank Group's role(s) and contributions are clearly defined.

This recommendation applies to major convening initiatives as defined in box 4.1.

Oversight and accountability for convening work have room to improve. The World Bank's 2014 operating model reforms strengthened global convening capacities in some ways, including by creating Global Themes to ensure coherence and to lead convening on major cross-cutting priorities on jobs; gender; fragility, conflict, and violence; climate change; and mobilizing finance. Some GPs have created specialized global teams, which often lead convening work streams. But the Bank Group does not have a monitoring or tracking system for its convenings. The number of activities is therefore unknown, and managers lack data to inform decision-making. Some convening initiatives lack explicitly stated objectives, success cannot be measured easily, and managing units are not held accountable. There are ongoing efforts to strengthen life-cycle management of trust funds and FIFs, which could be expanded to cover the broader convening portfolio, not just the financing instruments.



BOX 4.1 | Defining “Major Convening Initiatives”

This evaluation’s three recommendations apply to major convening initiatives only. This occurs because it does not make sense to create new administrative processes for smaller and more ad hoc initiatives. Major convening initiatives could be defined as partnership programs and platforms with formal governance structures and other initiatives expected to have multiyear duration, substantial resource implications, sustained engagement from internal or external senior leaders, or otherwise high visibility or reputational risk.

Source: Independent Evaluation Group.

Recommendation 2. Enhance how the World Bank and IFC’s internal systems and processes support managing major convening initiatives over their life cycle. This should include stronger internal systems to track, measure, and manage convening initiatives, for example by

- Monitoring periodically tracked indicators to measure progress and inform course corrections.
- Implementing periodic reviews. Conduct internal reviews of ongoing major convening initiatives periodically and promote timely exits. These reviews could cover relevance to current strategic directions, effectiveness, rationale for engaging, and resourcing.
- Introducing or improving self-evaluations of convening initiatives and Bank Group convening performance.

This recommendation applies to major convening initiatives as defined in box 4.1.

The World Bank could improve the links between its global and country work. Much (though not all) of the global convening work needs to be embedded in country work to be effective. But global work sometimes fails to achieve country-level buy-in. There is no systematic corporate process for linking country and global work. The Bank Group supports far more global issues and priorities than can practically be included in country programs. In practice, some Global Themes—such as Gender and Climate Change—receive consistent country program consideration because these are tracked by corporate indicators. Other issues are considered on a more ad hoc basis. There are often weak links between the World Bank’s global partnership programs and its country programs. This can lead to missed opportunities for synergies between global and country work, global agendas that lack client ownership, and wide variation across Regions in how they express global priorities. Some global initiatives struggle to get traction in country programs, in part because Regions and country clients had little say in the selection and design of those initiatives. Consulting with Regional units in selecting global engagement priorities could be a pragmatic approach to channel client country needs and demands, and to filter out proposals that are unlikely to see much uptake in country programs.

Recommendation 3. Improve links between the World Bank’s global and country work, for example by

- Consulting Regions more systematically when selecting major global convening initiatives.

- Improving how country programs assess their progress and results on major global issues.

Acting on the evaluation's findings could improve the Bank Group's impacts, reputation, and division of labor. Senior management action on the evaluation's recommendations could help the Bank Group be more intentional about its roles, manage its contributions better, and foster links between global and country work. IEG also offers lessons and suggested actions (box 4.2). These lessons and suggestions did not rise to the level of recommendations but could still help the Bank Group make stronger convening contributions. Through stronger convening, the Bank Group can assist the international community in achieving better development outcomes. It can also protect and enhance its reputation. Bank Group convening efforts are often highly visible. They are often tied to politically prominent requests, sometimes linked to major funds, and usually involve partnerships with political leaders and executive-level representatives from partner organizations. The Bank Group's reputation suffers when it does not ensure that its engagements are adequately resourced, does not consistently follow up on major convening events, or allows new priorities to supersede ongoing initiatives in which external partners have already invested. Having more reliable mechanisms to connect the global work to country work would satisfy its global partners, who often seek out the Bank Group because of its ability to do just this. Finally, convening efforts with greater specialization and complementarity with other organizations may strengthen the multilateral system. The Bank Group is often seen as the natural leader and coordinator of others. The Bank Group could take steps to contribute to ongoing efforts to strengthen multilateral coordination by reviewing overlaps and complementarities when deciding how and whether to engage and by continuing to participate in efforts to coordinate the global system.



BOX 4.2 | Lessons and Suggestions

Lessons:

- Convening is more likely to be effective if the issue has strong links to the World Bank Group's mandates and goals; the Bank Group has a comparative advantage relative to other actors; and there is high demand from both donors and clients for Bank Group engagement, for example, because of a crisis or urgent need.
- Being intentional about the goals of the Bank Group's convening and the scope of its engagement can be a primer for effective convening. Champions of global initiatives often set lofty goals. Many external convening requests are open ended, with no clear end time or delimitation in scope. The Bank Group can mitigate against open-ended convening engagements by setting clear goals and being intentional about its roles and contributions.
- Convening on politically sensitive issues where shareholders have divergent interests is hard but potentially rewarding. Success requires determination, sustained efforts over many years, and skillful coalition building. There can be significant development results from bridging divergent positions, for example, on trade, taxation, corruption, migration, climate change, or policy distortions.

Continued


BOX 4.2 | Lessons and Suggestions (continued)

- The Bank Group performs at its strongest when it brings to the table adequate staffing, established expertise, credible data and knowledge work, a dedicated unit to perform the work, internal coherence, support and engagement of senior champions, and willingness to operationalize the topic or initiative in its country programs.
- Humility pays off. Partners seek out the Bank Group for its strengths but appreciate when its representatives listen and engage them in co-creating solutions rather than seeking to impose their own solutions.
- The World Bank needs to exercise its influence carefully when considering and setting up new financial intermediary funds (FIFs). This influence includes deciding to refrain from creating new FIFs when alternative solutions are possible. The World Bank has only limited influence on the ongoing operation of most FIF-supported programs and can therefore do little if programs develop in directions it perceives as undesirable.

Suggestions:

- Consider improving the year-to-year budget predictability for global convening efforts, especially those that rely on the World Bank administrative budget. This would allow units to better plan staff allocation across the initiatives they are engaged in.
- Consider setting up a repository of Bank Group support to other organizations such as the G-20 to retain institutional memory and document the extent of such support.
- Consider discussing with the Bank Group Board of Executive Directors how and how often to engage them on the Bank Group's global convening efforts. This may include discussing how often to revisit the overall goals of the Bank Group's global work and modalities for approving new initiatives.
- Consider conducting a review of the Bank Group's ability to finance and implement global public goods projects in client countries. FIFs and trust funds are the default way to channel concessional finance for global issues, but the Bank Group could still do more to develop relatively untied funding vehicles for global issues. A first step in this direction is the new Global Public Goods Fund that will be financed from a portion of International Bank for Reconstruction and Development's surplus, initially \$45 million per year. An aim of this fund is to complement the existing architecture for financing global public goods provision in countries served by this institution. The proposed review should consider the future need and demands for global public goods financing and the Bank Group's roles and financing instruments.

Source: Independent Evaluation Group.

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APPENDICES

The World's Bank

An Evaluation of the World Bank Group's Global Convening



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EVALUATION GROUP

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Appendix A. Methodology and Data Sources

Evaluation Questions

This evaluation's objective was to assess when and how effectively the World Bank Group exercises convening power on global issues. This led to two lines of inquiry: (i) How well is the Bank Group's convening power grounded in its mandate, strategy, and relative strengths? and (ii) How effectively has the Bank Group exercised its convening power on global issues? These two lines of inquiry shaped the plan and process of the data collection and analysis, and the recommendations (box A.1).

Box A.1. Steps of the Approach

- Defining the universe of issues
- Selecting the levels of analysis
- Identifying the dimensions of the scorecard
- Finding proxy measures/variables
- Identifying sources of information
- Planning for data collection
- Planning for data analysis

Source: Independent Evaluation Group.

Methodological Design

The evaluation design comprised eight evaluation components: literature reviews; desk reviews of G-7/ G-20 Communiqués and Development Communiqués; desk reviews and case studies of global policy areas and initiatives; reviews of evaluation, strategy, and budget documents; interviews with sources internal and external to the Bank Group; media analysis; Twitter analysis; and a stocktaking of the Bank Group's global programs and initiatives. The evaluation adopted a multilevel and mixed methods design for collecting and analyzing data. The Independent Evaluation Group (IEG) team discussed the draft approach paper at a workshop with stakeholders and collaborated with IEG's Methods Advisory Function to develop the methodology.

The definition of *convening* and the evaluation's scope were integral elements of the design. Bank Group management, in consultations and written comments, emphasized the importance of reviewing different "means and channels the Bank Group uses to influence others to foster shared understanding and help create consensus for collective action." They requested attention to the "[Bank Group's] role in multilateral forums where it may not be the formal convener (for example, G-7/G-20) or where it acts as co-convener (for example, heads of [multilateral development banks]). In some instances, the [Bank Group] facilitates the dialogue or serves as an interlocutor, and in others it simply supports activities driven by other organizations (for example, [Millennium Development Goals and Sustainable Development Goals were] led by the [United Nations Secretary-General])." In line with

this, the evaluation adopted a broad scope, including enabling, supporting, facilitating, and leading roles, with and without formal authority.

Multilevel Design

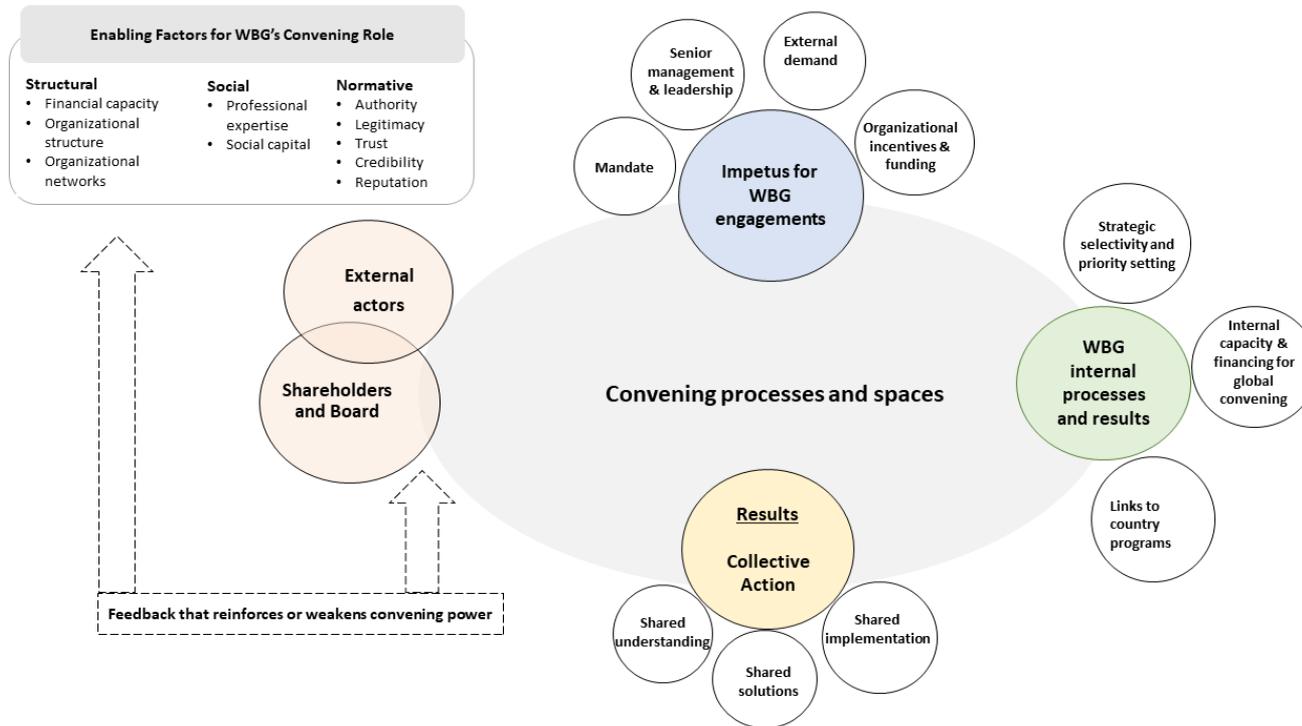
The Bank Group exercises its convening power in multiple ways on a range of global issues and using a range of mechanisms. The evaluation conducted literature reviews to understand and conceptualize how the Bank Group exercises its convening power and simplified this conceptualization into a conceptual framework in the form of a systems map (figure A.1). By conceptualizing an area such as convening that has not been much evaluated, the systems map is in itself a valuable contribution, one which helped the evaluation's analysis. Elements of the systems map are referenced throughout the report and include the following:

- The sources of Bank Group's convening power. The World Bank Group, with its global mandate and country presence, is presumably well placed to ensure that global commitments and priorities translate into action in the field. As a global multilateral development bank, the Bank Group has assets and capacities that enable its convening power. It has institutional and structural assets, such as financing, fiduciary and implementation capacity, and organizational structure. Those assets are complemented with analytical and research capacity, social capital, membership in social networks, trust, reputation, credibility, authority, and legitimacy.
- External actors and internal champions stimulate Bank Group convening engagements with an expectation that the institution can help foster collective action around important global issues. The impetus or stimulus for Bank Group convening can come from external and internal actors. The mandate and the most pressing development challenges of the day set the broad stage on which member countries, the private sector, civil society organizations, and foundations lobby the Bank Group to advance agendas on which they see an urgent need for collective action. Internally, the motivation to convene can stem from organizational incentives to remain relevant in the changing organizational ecosystem, senior management's proactivity, or motivated staff responding to perceived gaps in knowledge and leadership.
- Any collective action is a result of a collaborative effort. But for the Bank Group to convene effectively requires that it has supporting internal structures, processes, and capacities. These include (i) establishing a clear understanding of why the issue is a priority, what and how the institution can contribute, and how the issue links to country programs; (ii) ensuring that the Bank Group's human, financial, and knowledge resources and social capital enable timely and effective contributions; and (iii) internally establishing principles and processes for engagement.

Appendix A
Methodology and Data Sources

- Depending on the desired outcome the Bank Group convenes for—shared understanding, shared solutions, shared implementation, or some combination of these—the Bank Group and partners use different modalities to convene (see also table A.1).
- It can be assumed that successful convening strengthens the Bank Group's social capital and legitimacy and increases the likelihood it will be tapped to convene in the future. The feedback from other participants of collective action also allows the Bank Group to learn, adapt, and adjust its convening strategies.

Figure A.1. Systems Map of World Bank Group Convening for Collective Action



Note: Board = World Bank Group Executive Board of Directors; WBG = World Bank Group.

Table A.1. Indicative Convening Processes and Activities for Collective Action

Collective Action Goals	Convening Processes and Activities	What Does Success Look Like?
Fostering shared understanding	<ul style="list-style-type: none"> • Information sharing • Joint statements and declarations • Joint task forces • Multiparty agreements • Data and analytical work 	If successful, the World Bank Group contributed to effecting changes in attitudes and positions.
Fostering shared solutions	<ul style="list-style-type: none"> • Aligning strategies and action plans • Aligning policies and operational procedures across organizations • Establishing clear roles and division of responsibilities • Adopting common tools, standards, and methodologies 	If successful, the Bank Group contributed to effecting changes in strategies, policies, financing, standards.
Fostering shared implementation	<ul style="list-style-type: none"> • New partnerships and collaborative platforms • Coordinated or joint resource mobilization • Coordinated or aligned implementation of programs • New financial mechanisms to finance investments in countries 	If successful, the Bank Group contributed to the implementation of shared solutions. Development agencies act differently in the field as a result.

Source: Independent Evaluation Group.

To systematically evaluate the Bank Group’s convening power from multiple perspectives, the evaluation adopted a scorecard approach. Since there are multiple factors and dimensions that influence the Bank Group’s convening power, it was crucial that the evaluation adopt a framework that would cover many issues at a sufficient depth to understand these factors and mechanisms. The scorecard allowed the evaluation to cover a wide range of issues and engage in a deeper analysis on some of the issues. The scorecard guided the evaluation’s design, data collection, and analyses, including the design of the interview templates.

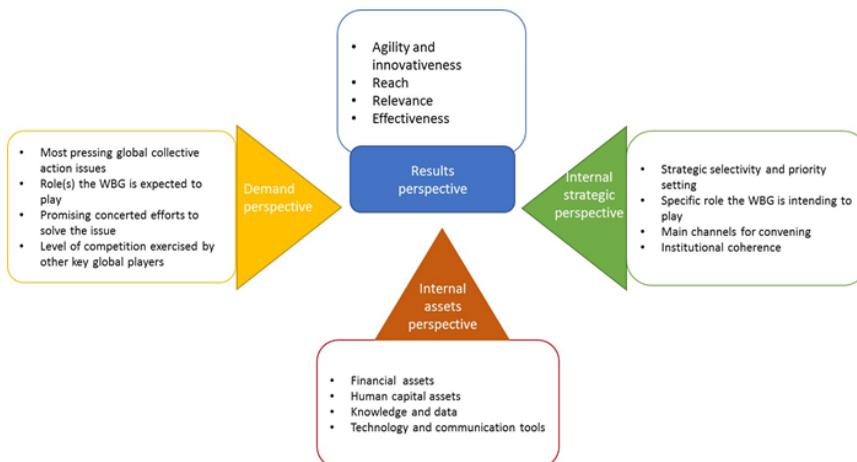
The scorecard method was designed in the following way:

1. Universe of issues: The scorecard used the Sustainable Development Goals (SDGs) to define and categorize the evaluation’s universe, or scope, of global issues. This not only ensured the evaluation’s comprehensiveness but also kept the scope of the task manageable. In addition, the SDGs set the internationally agreed-on agenda for the next 15 years for the global community, and not just for the Bank Group; using them, hence, allowed the evaluation to evaluate areas where the Bank Group has not been heavily engaged.

2. Level of analysis: The evaluation comprised three levels of analysis: SDG level, issue level, and initiative level. The SDGs are the broadest level, with each SDG containing several issues; issues are the next level with each issue containing several initiatives. For example, for SDG 2: No Hunger, undernutrition was an issue, and the Scaling Up Nutrition Movement was an initiative within that issue. The SDG- and issue-level data collection was mostly systematic, and the evaluation conducted these two levels of analysis for all SDGs, bundling the SDGs when the issues overlapped. The initiative-level data collection was, however, focused on fewer SDGs, which were selected based on emerging findings from data sources that highlighted the preponderance of Bank Group involvement in certain global issue areas over others. The team discussed these issue areas and selected the SDGs for conducting in-depth case studies that included an initiative level.

3. Dimensions of the scorecard: The conceptual framework and evaluation questions articulated in the approach paper determined the scorecard's dimensions. The evaluation condensed and translated the systems map's factors, drivers, actors, capacities, and processes, as in figure A.1, into four composite dimensions, which formed the basis of the assessment. The dimensions were internal assets, strategy, demand, and results. For each dimension, the evaluation defined proxy variables (see step 4) and identified evidence sources (see step 5). Figure A.2 depicts the dimensions of the scorecard as designed at the outset of data collection.

Figure A.2. Scorecard Dimensions



Note: WBG = World Bank Group.

4. Proxy variables: For each dimension, the evaluation identified proxy variables, questions associated with the variables, and associated information sources. The scorecard dimensions and the proxy variables are depicted in table A.2.

Table A.2. The Scorecard's Proxy Variables

Composite Dimensions	Main Dimensions	Explanation
(A) Internal assets perspective	A1. Financial assets dedicated to exercising convening power at the global level	Volume of financial resources mobilized and spent on convening activities at the global level (combining core budget and trust funds)
	A2. Human capital assets dedicated to exercising convening power at the global level	Extent to which the World Bank Group mobilizes staff expertise and time to work on exercising convening power at the global level, including dedicated staff (for example, communication staff, external relation staff, global leads, Global Themes vice presidencies, partnership staff) as well as leverages other staff expertise and time to contribute to convening activities
	A3. Knowledge and data leveraged for exercising convening power at the global level	Extent to which the knowledge base, learning products, and data work of the Bank Group are mobilized to contribute to Bank Group engagement on global issues
	A4. Technology and communication tools dedicated to collaborating and influencing the international community	Extent to which the Bank Group is using technology and communication tools, including social media, to work together with the international community
(S) Internal strategic perspective	S1. Strategic selectivity and priority setting of the Bank Group in deciding when to lead, when to support, and when to withdraw from exercising convening power	Extent to which there is a deliberate attempt at preventing the proliferation of engagements in the area A list of specific global collective action issues the Bank Group is setting out to solve
	S2. Specific role the Bank Group is intending to play and specific objectives the Bank Group set in solving most pressing global collective action issue(s)	Extent to which the Bank Group has articulated explicit objectives, laid out a plan for exercising a specific role (sets of roles) over a specific timeline (short or long as appropriate), and monitors its progress in achieving the objective
	S3. Main channels Bank Group uses to exercise its convening role to solve most pressing global collective action issue(s)	Type of convening activities the Bank Group is carrying out and extent to which it is exploiting different channels or avenues depending on the opportunity space (for example, putting out data sets and publications, acting as secretariat of partnership, engaging in a standard-setting process, engaging in coalition building and advocacy, engaging in a fundraising campaign, leading a high-level taskforce, organizing a high-level event)
	S4. Institutional coherence in exercising convening power	Extent to which the various Bank Group entities align or orchestrate their efforts at convening to "speak with one voice"
(D) Demand-side perspective	D1. Most pressing global collective action issue(s) the Bank Group is expected to contribute solving	Most pressing collective action issues that prevent or slow down progress on achieving the (for example, lack of agreement on the problem, lack of agreement on the solution, lack of capacity or funding to

Composite Dimensions	Main Dimensions	Explanation
(R) Results perspective		implement the solution, lack of data to track progress) to which the Bank Group is expected to contribute (if any)
	D2. Roles the Bank Group is expected to play in solving most pressing global collective action issue(s) based on perceived comparative advantage and legitimacy	Specific role the Bank Group is expected to play (providing a safe space for dialogue, honest broker, crowding in other actors, overcome information asymmetries, connect networks, act as a risk taker, and so on)
	D3. Most promising concerted effort(s) to solve pressing global collective action issue(s)	Most promising recent, ongoing, or upcoming efforts (taskforce, initiatives, high-level meeting, agreement, protocol) in which the international community is engaged to solve the collective action issue
	D4. Level of competition to Bank Group exercising its convening power by other legitimate global players	Other key stakeholders involved in solving the specific collective action issues and who can complement or compete with the Bank Group
	R1. Agility and innovativeness of Bank Group convening efforts to adapt to the dynamic nature of the collective action issues	Extent to which the Bank Group convening effort adapted to evolving needs in a dynamic way Extent to which the Bank Group balanced long-term and short-term convening initiatives
	R2. Reach of Bank Group convening efforts to address most pressing global collective action issue	Extent to which the Bank Group convening efforts reached the right set of stakeholders, including civil society and private sector actors
	R3. Relevance and visibility of Bank Group convening efforts to address most pressing global collective action issue	(external) Perceived adequacy of Bank Group convening efforts given the demand and its comparative advantage (internal) Perceived adequacy of Bank Group effort given internal constraints and trade-offs
	R4. Effectiveness in solving most pressing global collective action issues (influencing others, fostering common understanding, developing shared solutions, and so on)	Extent to which the Bank Group is perceived to have significantly contributed to solving global collective action issues (by enhancing shared understanding or solution) Extent to which the Bank Group achieved its objectives

5. Identifying information sources: The evaluation comprises multiple data collection methods, using the following sources for information:
 - a. Literature reviews: The evaluation conducted two types of literature reviews: (i) on various conceptualizations associated with power, influence, and collaboration; and (ii) on various evaluative methods. The objective of the first type of review was to develop a conceptual framework to assess convening power. In this review, the evaluation looked for three types of information: research documents on convening power's conceptual aspects and related concepts, such as influence; methods used to study concepts

similar to convening power; and research with substantive findings (for example, from case studies) on convening power's impacts on international development. This literature review informed the definitions and the preparation of a conceptual framework for the evaluation. The second type of literature review was much shorter and reviewed potential methods, such as stakeholder analyses, Delphi panels, and bibliometric analyses, to use for the evaluation. Through these reviews, the evaluation selected a few additional methods for the evaluation, such as media analysis and other methods (listed below), to improve data and build validity.

- b. G-7, G-20, and Development Committee communiqué review: To understand the extent and nature of G-7/G-8 and G-20 leadership requests for Bank Group convening, the evaluation analyzed communiqués and declarations from summits that took place from 2010 to 2018. In total, 17 communiqués were available, with 14 mentioning the World Bank, World Bank Group, or multilateral development banks at least once. The evaluation also analyzed Development Committee communiqués from the 2013–18 period to identify requests for the World Bank Group to take a definable convening action related to one of the SDGs. This contributed to the evidence base to measure external demand for Bank Group convening. More specifically, the findings fed into the scorecard's demand-side variables, especially D1, which is global collective action issues where the Bank Group was expected to play a role, and D2, which is the nature of those roles.
- c. Desk reviews of global policy areas and initiatives: The evaluation engaged in a comprehensive and systematic analysis of Bank Group convening in selected global policy areas and initiatives. This analysis involved the preparation of in-depth case studies for each policy area selected. Drawing from the composite dimensions of the scorecard, the evaluation prepared a list of questions that it sought to answer systematically for each policy area. These questions covered topics such as demand for Bank Group convening; roles performed by Bank Group in its convening initiatives; internal Bank Group capacities, its strategies, and its selectivity; external contextual factors that either enable or impede Bank Group convening; noteworthy aspects of the organizational and development ecosystem that the Bank Group operates in; internal or initiative-specific factors that contribute to the success or failure of Bank Group convening; and the agility, reach, relevance, visibility, and effectiveness of selected Bank Group convening initiatives within a policy area. The team focused its analysis using these questions to arrive at emerging findings for each policy area. These desk reviews informed all scorecard dimensions, including results perspective.
- d. Evaluation, strategy, and budget document review: The evaluation reviewed the following IEG evaluations: *Annual Review of Development Effectiveness Shared Global Challenges* (2008), *World Bank Group's Response to the Global Economic Crisis—Phase I* (2010), *Trust Fund Support for Development: An Evaluation of the World Bank's*

Trust Fund Portfolio (2011), *World Bank's Involvement in Global and Regional Partnership Programs: An Independent Assessment* (2011), *World Bank Group and the Global Food Crisis: An Evaluation of the World Bank Group Response* (2013), *Responding to Global Public Bads: Learning from Evaluation of the World Bank Experience with Avian Influenza 2006–13* (2014), *Opportunities and Challenges from Working in Partnership: Findings from IEG's Work on Partnership Programs and Trust Funds* (2015), *Mobile Metropolises: Urban Transport Matters—An IEG Evaluation of the World Bank Group's Support for Urban Transport* (2017), and *Data for Development: An Evaluation of World Bank Support for Data and Statistical Capacity* (2017). The evaluation looked at the following Bank Group strategy documents: *IFC Strategy & Business Outlook FY18–20, Creating Markets and Mobilizing Private Capital* (2017), and Bank Group strategic documents, including the Forward Look (2007, 2013, 2016). The evaluation also obtained and reviewed data on global engagement budgets and spending by Global Practice and Global Theme. These data informed the internal perspective of the scorecard framework.

- e. Interviews: Interviews provided data for the scorecard's demand, results, and internal strategy perspectives. The evaluation developed semistructured interview templates based on the scorecard's proxy variables, and conducted 210 interviews, out of which 202 were coded. Out of the 202, 113 were with sources that were internal to the Bank Group, and the rest were with external sources. 143 interviews focused on SDG-specific topics and 59 were on cross-cutting issues.

Out of the SDG-specific interviews, 80 were with internal Bank Group sources and 63 were external sources, including think tanks, universities, and civil society organization representatives. The process of coding comprised two cycles: the first cycle used a coding scheme drawn from the scorecard and the systems map; the second cycle used a coding scheme that reflected findings that emerged from the first cycle and consolidated codes based on emerging narratives from interviews. Two coders carried out the coding of interviews; they collaborated with each other to ensure greater intercoder reliability. Appendix K presents key interview findings.

- f. Media analysis: The evaluation conducted a media analysis to assess how international print and online media sources presented the Bank Group's role across various global issues. The evaluation used this analysis in two ways: first, as an additional source of data to triangulate and validate findings from other data sources on the scorecard dimensions in specific SDGs on an issue level; and second, to gain an insight into how Bank Group is widely perceived by international news media on a range of global issues. The evaluation selected seven SDGs to analyze World Bank convening and two SDGs to analyze International Finance Corporation (IFC) convening. The evaluation combined SDGs with similar goals into single analytical categories since media sources do not usually mention the Bank Group in terms of SDGs, but rather in terms of the issues

reflected within the SDGs. The evaluation selected these SDGs based on emerging findings from other data sources that highlighted the preponderance of Bank Group involvement in certain global issue areas over others. The evaluation discussed these issues areas and selected the SDGs for conducting a media analysis.

The evaluation selected media sources based on their diversity of origin and broad coverage of global and international development issues. The evaluation used international media sources over those in individual client countries since the former cover topics that are more global in scope. In addition, the evaluation used only English-language media sources. For the World Bank, sources included: Al Jazeera, Devex, *The Economist*, *The Guardian*, and SDG Knowledge Hub. For IFC, sources were the same except the *Financial Times* replaced *The Economist*. The period for the analysis was January 1, 2013 to October 31, 2018. The evaluation also compared the World Bank's and IFC's roles across selected issues. The evaluation used a set of SDG-specific keywords in Boolean search operations to select articles. The objective was to choose 40 articles from each media outlet using the common criteria of "relevance." The evaluation intended to make the number of articles chosen for each keyword equal for all keywords, but for some keywords and media outlets, the number of articles was fewer than 10 depending on the keyword's specificity and whether media outlets mentioned keywords in conjunction with IFC or the World Bank. For other keywords, article numbers were well above 40. In addition, some SDG issues were interrelated such that the number of articles for each SDG was not uniform; the objective was to choose between 250 and 350 articles.

The team uploaded the selected articles into NVivo, a qualitative research software, and coded mentions of the Bank Group as "positive," "data," "neutral," and "negative." Positive mentions refer to the Bank Group favorably; data mentions refer to Bank Group-produced data and studies; neutral mentions refer to the Bank Group neither favorably nor unfavorably; and negative mentions refer to the Bank Group in explicitly unfavorable terms. Each article could have multiple mentions. The team compared the types of media mentions of the World Bank and IFC across the selected SDGs, and identified issues that the media mentioned favorably, unfavorably, or in neutral terms in the selected SDGs. The analysis also compared data mentions of Bank Group across the selected SDGs. Appendix J presents key findings.

- g. Twitter analysis: The evaluation conducted a Twitter analysis to assess the reach and visibility of the Bank Group on Twitter and to compare its connectedness in its social networks on selected issue areas with that of key actors (by virtue of their mandate and comparative strengths) in said area. Based on prior desk reviews and consultations with SDG champions and experts, the evaluation first compiled an initial list of key actors, such as multilateral development banks, the United Nations, partnerships, and

- c. Cross-SDG analysis: The evaluation analyzed emerging findings from each SDG, compared them by each composite dimension, and analyzed them for broader cross-SDG patterns and findings.

Table A.3. The Scorecard Approach: Data Collection and Analysis Framework

Dimensions	Internal Assets Perspective	Internal Strategic Perspective	Demand Perspective	Results Perspective
Data collection and analysis methods	Desk reviews of staffing and budget documents	Corporate documentation on organizational roles Bank Group strategy documents Synthesis of evaluative evidence on Bank Group partnerships and trust funds Stocktaking of global convening initiatives or events related to the SDG(s) and Bank Group roles Semistructured interviews with key informants	Structured literature review Semistructured interviews with key informants Twitter analysis for select SDGs to map online reach and positionality of Bank Group and key stakeholders. Desk review of documents reflecting external demand (for example, G-7/G-20 documents, Development Committee communiqués) Media data analysis Stocktaking of global convening initiatives or events related to the SDG(s) and key Bank Group roles	In-depth case studies Semistructured interviews with key informants Review of prior IEG evaluations Media data analysis Twitter analysis

Source: Independent Evaluation Group.

Note: IEG = Independent Evaluation Group; SDG = Sustainable Development Goal.

The research’s breadth allowed the evaluation to generalize findings, and the research’s depth provided context. To balance trade-offs between the breadth and depth, the evaluation covered the SDG level (especially through desk reviews and financial asset analysis) at a relatively superficial level, which enabled broader coverage, and it covered issues requiring a deeper understanding through semistructured interviews, among other methods. To ensure the generalizability of findings, the evaluation looked for convergence among various sources, and checked whether emerging findings were aligned with broader findings in the academic and evaluative literatures.

The evaluation sought to improve construct and internal validity by using triangulation methods described above that were intended to offset biases. The evaluation cross-checked sources of evidence within a given methodological component and also with sources from other methodological components; for example, the evaluation corroborated quantitative and qualitative findings from Twitter and media analyses with findings from interviews and desk reviews.

The major analytical categories that eventually informed the report emerged in dialogue between the conceptual framework (systems map and scorecard) and the evaluation's data and analysis. These categories include

- Institutional mandates;
- Impetus for the initiative;
- Convergence of stakeholders' interests;
- Role of the Bank Group (leading or supporting);
- Intraorganizational collaboration;
- Types and extent of links to country programs;
- Types of convening contributions or mechanisms: financing, advocacy, norm setting, collaborative platforms, data and knowledge, and formal partnership programs (see box 1.1); and
- Collective action outcomes: shared understanding, shared solutions, and shared implementation.

The report presents the synthesis that resulted from this combination of broad and deep analysis, triangulated using a variety of methods and data sources. While one of its strengths is the broad coverage of the Bank Group's many and diverse global convenings, it also has limitations. For example, the evaluation has not been able to describe the cumulative impact of all Bank Group convening efforts. The evaluation had a few other limitations, including the following:

- For reasons mentioned earlier, the evaluation did not comprehensively assess the impact of all individual convening initiatives. It did so for select issue areas and brought in existing evaluative evidence on many others.
- The benchmarking of the Bank Group's convening power against other organizations is not comprehensive and conclusive. The comparative analysis carried out for this evaluation is limited in scope in terms of both the number of

SDGs where the evaluation conducted such a comparison and the number of key actors that the evaluation compared Bank Group's convening power against within each SDG.

- The media and Twitter analyses look at only English-language news media articles and social media messages. Therefore, the evaluation cannot conclude if results would have been the same were it to use news media and social media reports in other languages.
 - The evaluation balanced breadth and depth in its analysis. The evaluation used the scorecard approach to collect data systematically and comprehensively across SDGs at a general level to ensure broad coverage. Once getting to issue and initiative levels, the data collection became more in-depth but covered only selected SDGs. Hence, no similar depth of analysis applied systematically across all SDGs. The report covers the in-depth results of Bank Group convening only in selected global policy areas.
8. To ensure construct validity, the evaluation used a number of proxy variables for each scorecard dimension and collected data by different methods and used multiple data sources (see table A.3). The evaluation applied this systematically across all data sources.

Appendix B. The International Finance Corporation's Convening Power

The International Finance Corporation (IFC) is a highly effective, but not highly active, convener. IFC has several comparative advantages as a global convener, namely its global coverage, technical capacity, proximity to the World Bank, status as a market investor, ability to mobilize finance, and private sector networks in emerging markets. IFC tends to convene on topics close to its corporate priority areas, including gender, climate change, and Maximizing Finance for Development (MFD). Convening on these priority areas has traditionally been to set industry standards or mobilize private capital, but IFC is increasingly attempting to convene to share knowledge, as mapped out in recent IFC and World Bank Group strategies. IFC has a top-down approach to determine convening activities, meaning senior management strategically selects in which areas IFC will convene. This selectivity, combined with central coordination, results in IFC's convening efforts being focused, timebound, and small in scale. The compact nature of these initiatives allows IFC to give sustained attention to convening efforts with clear objectives and end dates, though it lacks a monitoring and evaluation system and has limited staff and resources for convening. Because of this, partners say IFC's convening efforts are useful, relevant, and appreciated. That said, IFC does not convene often. Its best-known convening initiative was the Equator Principles 15 years ago. Since then IFC convened in many small-scale initiatives, but major IFC convening initiatives have been rare.

What the International Finance Corporation Convenes On

IFC has a set of comparative advantages for convening private sector development stakeholders in developing countries. First, IFC has an explicit focus to engage the private sector in development in client countries. Second, IFC is part of the World Bank Group, giving it access to development decision makers and vast amounts of knowledge and data. This collaboration with the World Bank makes IFC more effective in convening public and private sector actors. For example, this collaboration is leveraged by World Bank support in gender and climate change issues, as demonstrated by the We-Fi platform and the One Planet Summit, respectively. Third, IFC has credibility within the private sector because, as an investor, it takes financial risks and understands the challenges of market players. Fourth, IFC is a global institution with expansive networks in emerging markets. And, fifth, IFC staff have high technical capacity in finance and private sector solutions. These comparative advantages make IFC a natural candidate to convene around global challenges in development finance.

IFCs convenes on topics close to its core business and its corporate strategy. IFC is the largest global development institution that focuses exclusively on the private sector in developing countries. It makes loans and equity investments to private sector entities, mobilizes third party resources, and offers advisory services. In addition, IFC works with the private sector to build sustainable businesses. It also seeks to pursue thought leadership, in part to prepare for future business. IFC's priority areas are closely linked to the Bank Group strategic priorities but have a private sector focus. IFC's corporate

Appendix B The International Finance Corporation's Convening Power

priority areas include gender; climate change; fragility, conflict, and violence; and MFD. Within these areas, IFC pursues initiatives where it has a comparative advantage and see clear market needs and investment opportunities. That said, IFC's convening around fragility, conflict, and violence issues is more recent, including organizing a recent development finance institution forum in Oxford, publishing a report on private investment in fragility, conflict, and violence, and exploring partnerships with the United Nations High Commissioner for Refugees and others. IFC's recent convening efforts in all priority areas tend to focus on mobilizing private capital but they also mobilize through knowledge sharing and standard setting.

IFC convenes effectively around gender issues, but at a limited scale. IFC's gender focus areas are child care, women in business, and women's working conditions. For example, IFC works with the World Bank to conduct research and publish case studies that provide evidence on women in business. Moreover, IFC led or contributed to several private sector partnership initiatives, such as She Works, Digital2equal, the WINvest coalition, and the Banking on Women program. SheWorks, a global private sector partnership, brought together 13 companies from different regions and sectors—including the Global Compact, International Labor Organization, and Economic Dividends for Gender Equality—to share knowledge and best practices in women's employment. According to the SheWorks team, IFC first conducted a gap and needs assessment that concluded there was interest in this area. Then, over 18 months, the team coordinated knowledge exchanges among participating companies and produced a report, *SheWorks Knowledge Report: Putting Gender-Smart Commitments into Practice*, sharing the companies' practical gender-related experiences (IFC 2016). Another recent example is the 2017 Bank Group's We-Fi initiative, which convened 14 governments, 8 multilateral development banks (MDBs), and many other public and private sector stakeholders to address financial and nonfinancial constraints for women. For its part, IFC helped conceptualize, produce content, and set up the governance structure of the initiative. IFC also contributed to Economic Dividends for Gender Equality,¹ a process through which companies become certified for good gender practices. IFC's role was to convene emerging market partners to attain the certification. External interviews suggest IFC's gender convening efforts are positive and influential, but still very small scale. They say, on average, only one to two IFC employees work on any given convening initiative.

IFC convenes on IFC's climate change agenda, another core business. According to IFC's climate strategy, it intends to lead private sector businesses in addressing select climate change issues, including green finance, smart cities, green buildings, clean energy, and climate-smart agriculture (IFC 2016). Climate finance investments are one of IFC's key performance indicators. About 36 percent of IFC's fiscal year 2018 investments were in climate-related areas, which is above the 28 percent key performance indicator target. In addition to financing, IFC allocates about one-third of the climate finance unit's work for convening initiatives. IFC's climate convening brings public and private sector stakeholders together through working groups and international forums. Examples include the One Planet Summit, Climate Business Forum, Innovate4Climate, Carbon Pricing Leadership Coalition, and Green Loan Principles Working Group. IFC and the World Bank often coordinate in this space, such

as in the One Planet Summit (box B.1). This collaboration allows the Bank Group to bring together the public and private sectors. The desk review and interviews find that the Bank Group is a strong convener in the climate space because of its financing, credibility, technical capacity, and ability to deliver on tasks.

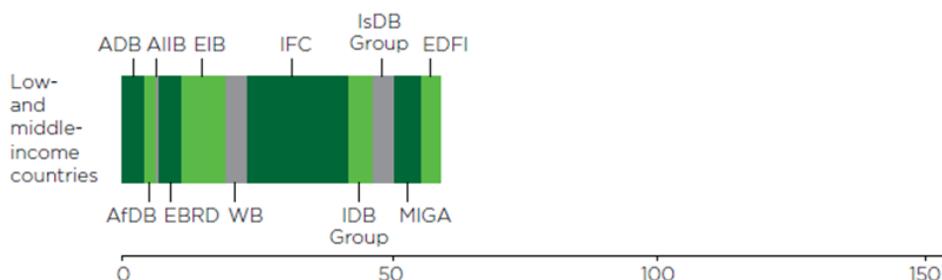
Box B.1. One Planet Summit

The World Bank Group played a key role in the One Planet Summit. The World Bank and International Finance Corporation's climate change units organized the event, which was held in 2017 in Paris and co-hosted by the United Nations and French government. The summit built on the signing of the Paris climate agreement from the 21st Conference of the Parties two years earlier and brought together about 50 heads of state, other government leaders, multilateral development banks, businesses, policy makers, philanthropists, and international financial institutions. The one-day summit allowed governments to reaffirm their nationally determined contributions to decrease national carbon footprints. The event called for solutions to address climate change through 12 international commitments. Although the summit was planned as a one-time event, there was a follow-up event in September 2018 in New York City. From the International Finance Corporation's perspective, the additional purpose of these events was to inform and connect people. It is still uncertain whether government commitments will be honored, but at the very least the One Planet Summit helped create momentum for action.

Source: Interviews and the One Planet Summit's website.

IFC has assumed a greater convening role around private capital mobilization. The "Cascade" is the World Bank Group's approach or "operating system" to support the MFD agenda, that is, to systematically leverage private sector finance and expertise for development. The MFD agenda through the Cascade is crucial to IFC 3.0's strategy to create markets and has led to many demands on IFC's convening. To maximize private sector investment and finance for development, IFC has proactively engaged stakeholders through several convening initiatives. For example, IFC helped coordinate business consultations as a member of the steering committee for the Financing for Development Conference in Addis Ababa in July 2015. In another example, IFC partnered with the World Bank to convene MDBs to jointly prepare the note, "From Billions to Trillions: Transforming Development Finance." The note lays out a vision for the collective role of the MDBs on this agenda. IFC wrote the private sector chapter with the European Bank of Reconstruction and Development. The MDB Task Force on the Catalyzation of Private Finance chaired by IFC agreed on a shared definition of private capital mobilization and blended finance principles and methodology. IFC also published a report, with other MDBs, that used a joint framework to measure MDBs' private investment mobilization. In another effort, IFC, at the G-20's request, launched a toolbox for MDBs to support private sector initiatives. Despite these efforts, the MFD agenda and its implementation through the Cascade approach are relatively new, so it is too early to judge the impacts of these convening initiatives. The amount of private capital mobilized by MDBs is modest (about \$59 billion) considering the "billions to trillions" of dollars they aim to mobilize (figure B.1). Although IFC is committed to MFD and the Cascade approach, articulated in several recent IFC strategy documents, including *IFC Strategy and Business Outlook FY20–22*, several interviews for this evaluation raised concerns over the limited progress by the MDBs toward the ambitious goal so far.

Figure B.1. Total Private Capital Mobilization in Low- and Middle-Income Countries by Institution (\$, billions)



Source: IFC 2017a.

Note: ADB = Asian Development Bank; AfDB = African Development Bank; AIIB = Asian Infrastructure Investment Bank; EBRD = European Bank for Reconstruction and Development; EDFI = European Development Finance Institutions; EIB = European Investment Bank; IDB = Inter-American Development Bank; IFC = International Finance Corporation; IsDB = Islamic Development Bank; MIGA = Multilateral Investment Guarantee Agency; WB = World Bank.

How IFC Convenes

IFC convenes through setting market standards. IFC has been recognized as a market standard setter since banks started adopting the IFC-influenced Equator Principles for social and environmental sustainability in 2003.² The Equator Principles emerged out of IFC's social and environmental safeguard policies from the 1990s and IFC leadership's prioritization of this agenda in the 2000s. These principles were the most notable, but not the only, example of IFC convening through standard setting. IFC also led or participated in setting corporate governance principles, Operating Principles for Impact Management, the Sustainable Banking Network (SBN), and other standards related to green bonds, health codes, better work, carbon pricing, blended finance, and impact investments. The potential success of these initiatives derives from IFC's global reach, recognized technical capacity, and credibility as an investor. Since IFC is also a market investor, it often sets standards for itself, and in turn, other market players or the public follow suit and adopt similar standards. To facilitate this, IFC provides guidance to institutions to adopt the standards.

IFC most commonly convenes partners through conferences. One example of this type of convening is IFC's annual health conference, which began as a small-scale initiative to share knowledge, create business opportunities, and improve networking among private investors. Over time, as IFC positioned itself as a convener, it professionalized the conference planning process by transferring management to independent parties and creating a conference coordinator position. In 2004, IFC founded the Emerging Market Private Equity Association, whose annual private equity conference has spun off and remains the industry's most important gathering. Another good example of convening through conferences is the Small and Medium Enterprises Finance Forum, established in 2012 by the G-20

Global Partnership for Financial Inclusion and managed by IFC. It serves as a knowledge center for data, research, and best practice in small and medium-size enterprise finance. It includes a global membership network of 140 members from 60 countries representing hundreds of financial institutions, technology companies, and development finance institutions. The most recent addition to this type of convening is the Bank Group–led investor Forum. With IFC's active engagement, the first forum was held during the G-20 summit in 2018, bringing together high-level decision makers with CEOs to set an agenda globally for scaling up private investment.

IFC hopes to convene more around knowledge, but currently this is not a major convening mechanism. The World Bank is well known for its knowledge and data contributions in nearly every theme, but IFC's contributions are much more modest. They produce fewer knowledge products on only a narrow set of themes, including gender, climate change, and financial inclusion. The Independent Evaluation Group's analysis of Bank Group document downloads shows no IFC documents were among the top 100 downloaded reports. However, interviews with external stakeholders show this knowledge work is useful and of high quality. Moving forward, IFC foresees convening private sector partners through intellectual leadership as an important aspect of IFC's 3.0 strategy. IFC 3.0, IFC's current corporate strategy, along with the Forward Look 2016, a broader Bank Group–level strategy, aim to strengthen IFC's knowledge and convening role. This is not entirely new: as early as 2012, IFC had a stated goal to be a thought leader in private sector matters, which requires convening partners, and IFC's earlier corporate strategies also comprised a global convening role (IFC 2006; IFC 2012). That said, convening was never a prominent activity within IFC's strategy. Instead, IFC convened in reaction to market demands and challenges, but never as a major business line. That said, IFC's current articles of agreement open the door to more than a financier role (IFC 2018a).

How IFC Decides Its Convening Efforts

IFC has a top-down approach to determine its convening activities with central units coordinating activities. This approach enables IFC's senior management to select and approve convening initiatives strategically. In most cases, this task falls to the Economics and Private Sector Development Vice Presidential Unit or the Global Engagement and Outreach team. The vice presidential unit coordinates and collaborates with other international financial institutions and houses IFC's thought-leadership unit. The unit, which is still growing and increasing its capacity, leads IFC's knowledge efforts by analyzing private sector development economics and setting industry standards in MFD and impact investments. Previously, IFC relied on the World Bank or external parties for research and analytics. Many of the Economics and Private Sector Development's knowledge and standard-setting efforts are used to convene partners. In addition, a few years ago IFC's partnership function moved to a new vice presidential unit. IFC Management's intention is to give more coherence and VP-level direction to partnership activities. Under this vice presidential unit, IFC's Partnerships and Multilateral Engagement team convenes some of IFC's global initiatives and coordinates IFC's engagements with other organizations. The team also coordinates global initiatives between departments and is responsible for professionalizing IFC's engagements with external entities including the G-7, G-20, United Nations,

World Economic Forum, MDBs, development finance institutions, the Organisation for Economic Co-operation and Development, and other global organizations. In the context of convening, it seems this top-down, coordinated approach works well.

Convening Effectiveness

IFC's convening efforts are useful, relevant, and appreciated by partners, making them successful. Partners found SBN is a good illustrative example of IFC's convening success and effectiveness. The goal of SBN is to guide members in adopting socially and environmentally sustainable banking standards. The idea for SBN emerged in 2012—during the first International Green Credit Forum, hosted by IFC and the Chinese government—when banking regulators and associations from 10 emerging markets requested IFC to facilitate a global knowledge network on socially and environmentally sustainable banking. This request was based on IFC's reputation as a leader in social and environmental banking standards, acquired because of its key role in promoting the Equator Principles. As a result, IFC agreed to set up SBN and serve as its secretariat and technical adviser. In this role, IFC guides members in adopting sustainable banking practices, such as social and environmental risk management, in financed projects and supporting climate-friendly and socially inclusive businesses (IFC 2018c). IFC uses performance standards, the Equator Principles, and the Bank Group's sector-specific Environmental Health and Safety Guidelines as benchmarks when guiding SBN members. The network is voluntary and has 38 member countries, which cover 86 percent of banking assets in emerging markets. The voluntary membership reflects the strong commitment from member countries to commit to social and environmental sustainability. Interviews with IFC staff show the network was established because of a strong need from countries to address social and environmental issues, not simply because IFC was ambitious and had available funds. SBN's strong relevance to current regulatory needs in emerging markets led it to grow quickly, becoming an important global player regulatory reforms. For example, in 2016, SBN became a key partner to the G-20's Green Finance Study Group. In addition, SBN established a framework to systematically measure sustainable finance policy impacts in member countries. So far, 22 member countries have adopted the framework, which covers about 80 percent of banking assets in emerging markets (IFC 2018c).

IFC convening efforts have been effective because they are focused, time bound, and small in scale. Focused convening specifically means the scope of the initiative is narrow and well defined. A good example of this focus was IFC's standard setting in blended finance, which is used specifically to crowd in private sector financing. In 2017, 23 development finance institutions, under IFC's leadership, adopted a set of enhanced principles for blended concessional finance for private sector projects. These principles focused IFC's convening on crowding in resources by setting the rules of the game, improving efficiency, ensuring transparency, and decreasing the risk of crowding out commercial capital. Time bound convening means that initiatives have clear beginnings and ends. For example, IFC convened around increasing women's participation in the labor force by promoting employer-supported child care. This initiative had a limited 18-month timeline. Small-scale convening means initiatives are limited in size and have confined impacts. Examples of small-scale convening include

IFC events such as the Climate Business Forum, the Energy Infrastructure series, and the Health and Education Conference. Each year, these one- to two-day events improve awareness and shared understanding on various topics. In interviews, external partners repeated they appreciate the focused, time bound, and small-scale approach to convening because it brought sustained attention to its priority areas. IFC interviews suggest this can be attributed to the institution's top-down and coordinated approach to managing convening initiatives. They argue that this helps IFC achieve results in areas it chooses to pursue. Interviews also attribute IFC's convening success to its comparative advantages, namely its global coverage, technical capacity, proximity to the World Bank, status as a market investor, ability to mobilize finance, and private sector networks in emerging markets.

Convening Shortcomings

IFC does not convene often on major initiatives. IFC shared an inventory of 30 initiatives with the evaluation. The inventory shows IFC convenes in health, green bonds, blended finance, women in business, private capital mobilization, social and environmental standards, and finance for small and medium-size enterprises. Yet, IFC's best-known convening initiative was the Equator Principles, which is 15 years old. Since then, major IFC convening initiatives have been rare. One example is the SBN; another is the recent Operating Principles for Impact Management. Other than those, there are few major convening efforts of note. The advantage of fewer major initiatives is that it allows IFC to maintain its focus and sustained attention to convening objectives, but the disadvantage is that it limits IFC's reach and influence.

IFC lacks a strong monitoring and evaluation system for its global convening efforts. IFC has robust monitoring and evaluation systems for its investment and advisory operations, but much like the World Bank, lacks performance metrics for its convening efforts. Some IFC teams assess convening effectiveness using proxies such as market use or standard adoption, but this is not systematic and does not measure the precise and direct impacts from convening.

IFC has limited resources for convening. IFC allocates resources for convening when opportunities arise but does not have a clear budget allocation for global engagement efforts. There are no clear guidelines on which IFC resources will fund convening efforts. Most convening initiatives are funded from IFC's internal budget (especially for mainstreaming, standard setting, and MDB cooperation), but some convening initiatives are funded by external donors and clients (especially for gender studies, SBN, and public goods more generally). The confined role of trust funds is in marked contrast to the World Bank and contributes to the relatively scarce resourcing of IFC's convening.

IFC has limited staff to carry out convening efforts. Interviews with staff reveal that very few staff are involved with convening. For example, in the gender unit, on average, only one to two staff work on each global initiative. In the climate business unit, about four full-time staff focus on all global engagements. For the higher-profile impact investment convening, only three to four staff are involved. One full-time staff member is assigned to SBN. Moreover, the Independent Evaluation Group

estimates that convening efforts account for only 2 percent of IFC staff time and convening activities are not usually mentioned in staff's terms of reference.³ IFC teams indicate that convening work requires them to mobilize staff from other parts of IFC.

IFC's business culture and internal incentives are not conducive to scaling up IFC's global convening role. Trends suggest IFC is gearing to increase its role in global convening. This trend is supported by the establishment of new strategies, new business units, and changing corporate narratives. However, IFC's business culture and internal incentives are transaction oriented, and global convening is not considered a separate business line. Therefore, if IFC truly wants to expand its convening, it will need to strengthen links between convening and operational work. This would mean operational cross-support and joint task forces with both operational and convening staff because currently there are no clear mechanisms to link global convening initiatives with operations. Moreover, any enhancement to convening efforts would also require more dedicated staff and staff time. According to interviews, staff incentives to convene are weak. Staff performance is measured based on investment commitments, not convening success. As a result, staff and management are inclined to focus on investment opportunities with quick returns and clear incentives, not on convening.

Moving Forward

Recent developments in the development finance landscape compel IFC to be a more active convener. There is an increasing recognition of the private sector's role in development, which is articulated in the Hamburg Principles, Paris Agreement on climate, Sustainable Development Goals, and Addis Ababa Action Agenda, among others. In this landscape, the need to convene public and private sector players around development goals and development finance has become more widely recognized. This has increased demands on IFC's convening and given it opportunities to show global leadership. To deliver on the Bank Group's 2016 Forward Look strategy and IFC 3.0's goal of creating markets and Maximizing Finance for Development would be consistent with IFC engaging in bigger, bolder initiatives, with a more diverse set of partners. IFC's goal of providing thought leadership—providing knowledge and solutions to the private sector—requires convening global partners. These strategies and the recent establishment of the Thought Leadership and Global Engagement and Partnership units reflect IFC's intention to strengthen its convening role in private sector development. Regardless of the size that IFC chooses for its convening initiatives, it has room to improve its monitoring and evaluation systems to better manage its convening portfolio. IFC may also consider creating budget codes for global convening efforts to better track how much it spends on these efforts.

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¹ <http://edge-cert.org/>

² <https://equator-principles.com/about>

³ Given that the convening initiatives of the International Finance Corporation (IFC) do not have a separate budget entry, the Independent Evaluation Group calculated an approximate share for such initiatives among overall IFC staff time charges. The majority of the initiatives are under the Economics and Private Sector Development Vice Presidential Unit, therefore the unit's project time charges are taken as basis (Economics and Private Sector Development Front Office, Global Macro and Market Research, Climate Business, Blended Finance, Gender Secretariat). From idesk, SAP portal's time reporting system, Global Level (called as World in the SAP system), nonoperational (called as Other in the SAP system) staff charges to Economics Department projects are filtered for fiscal year 2018. These charges are divided to all IFC staff time charges in fiscal year 2018.

Appendix C. Convening via Trust Funds and Financial Intermediary Funds

This appendix assesses the World Bank Group's use of International Bank for Reconstruction and Development (IBRD) or International Development Association (IDA) trust funds and financial intermediary funds (FIFs) to support its global convening activities. The assessment synthesized relevant evaluative findings on FIFs and selected trust funds, reviewed internal documents related to ongoing trust fund reforms, and carried out a small number of interviews with World Bank colleagues in the Development Finance and Legal Vice Presidencies. This assessment's scope is limited to global and regional Bank Group convening that is supported by World Bank-administered trust funds, whether IBRD/IDA trust funds or FIFs. Such trust funds are typically associated with global or regional partnership programs (GRPPs) in which donors pool their financial contributions to achieve objectives more effectively by working together in partnerships.

This report finds that trust funds and FIFs provide important convening opportunities for the Bank Group. This is because trust funds and FIFs, as financial vehicles, are the essential components around which GRPPs are constructed and operate. Then, the more roles the World Bank plays in establishing or implementing each program, the more convening influence the World Bank exercises in relation to the program's objectives, operations, and strategic directions. The World Bank serving as the program's legal entity and housing the program's management unit (secretariat) are key and consequential decisions for Bank Group convening that often go together. External partners typically ask the World Bank to play these two roles to benefit from the Bank Group's convening power and use its systems and support services. By doing so, external partners can forego the alternative of creating new organizations from scratch.

About FIFs and Trust Funds

The Bank Group typically plays a number of convening roles both in the initial establishment and in the ongoing operation of FIF or trust-funded GRPPs. The World Bank generally plays several leading and indispensable roles in the initial establishment of GRPPs, including building consensus among the founding partners, mobilizing financing, establishing the FIF or trust fund, and preparing the constitutive documents and other legal agreements for the program. The World Bank also frequently plays other roles, in addition to the trustee, during programs' ongoing operations: (i) as the legal entity; (ii) as the governing body's chair (mostly in the case of IBRD/IDA trust funds), voting member, or nonvoting observer; (iii) as home to the secretariat; (iv) as an implementing agency; and (v) as the organizer of global and regional knowledge forums associated with the program. That is, Bank Group convening in the establishment of a FIF or trust-funded program creates additional opportunities for convening during the subsequent governance, administration, and implementation of the program.

FIFs

The Bank Group has become the default trustee for large FIF-supported global partnership programs. In these cases, such as the Green Climate Fund (GCF) and the Global Fund to Fight AIDS, Tuberculosis and Malaria (Global Fund), the World Bank provides a trusteeship service to the international development community that may have little relevance to the World Bank's own day-to-day operations. However, the Bank Group may be the only organization capable of providing such trusteeship services. When the GCF issued a competitive tender in 2018 seeking organizations to serve as its permanent trustee, there were no other bids, including from other multilateral development banks (MDBs). There was simply no other organization that met the program's requirements and had the capacity to serve as the permanent trustee. Based on this experience with the GCF (and earlier experiences with the Global Fund), the demand for World Bank trusteeship of major FIF programs will likely remain. To protect against the proliferation of FIFs, the Bank Group has resisted pressures to establish some new FIFs by allowing, in limited cases, some IBRD/IDA multidonor trust funds (MDTFs) to have FIF-like attributes, called "Transfer Outs." These are MDTFs where the Bank Group is the dominant implementing agency, but with limited transfers to other implementing agencies and without the supervision usually associated with recipient-executed trust funds (RETFs).

FIF-supported programs tend to be large programs that mostly finance country-level investments. FIFs currently support 11 climate programs, 4 health programs, 3 agriculture programs, 3 humanitarian relief or transition programs, and 1 program each in education, gender, and infrastructure. These contribute a significant share (25 percent) of the RETF grants prepared and supervised by the World Bank. Two FIF programs support applied research—the Consultative Group for International Agricultural Research to improve agricultural technologies and the Coalition for Epidemic Preparedness Initiative to improve vaccines for communicable diseases (box C.1). Seven FIFs use innovative, nongrant financing mechanisms. Most of the other programs have designated implementing agencies, including the World Bank, that are responsible for preparing and supervising FIF-financed investment projects. The designated implementing agencies generally include other MDBs and United Nations agencies. Several programs—the Global Environment Facility, the Adaptation Fund, the Global Partnership for Education, the Middle East and North Africa Transition Fund, and the Green Climate Fund—also allow a direct access approach that accredits regional and national entities to prepare and supervise investment projects. The Adaptation Fund has so far accredited 28 national and 6 regional direct access entities out of 46 implementing entities. The GCF has so far accredited 30 national and 11 regional direct access entities out of 75 accredited entities.

Box C.1. Consultative Group on International Agricultural Research

The Consultative Group for International Agricultural Research (CGIAR) provides the strongest historical record of World Bank convening. Since 1971, when World Bank president McNamara initially convened CGIAR at the request of the Ford and Rockefeller Foundations, CGIAR's purpose has been to scale up the development of improved varieties of wheat, rice, and other food crops for developing countries. The World Bank has been a founding donor and core funder of CGIAR and has chaired the CGIAR's Consultative Group meetings since that time. It also housed the CGIAR

Appendix C Convening via Trust Funds and Financial Intermediary Funds

Secretariat until 2009. In 2009, CGIAR became its own independent legal entity (an international organization under French law), moved its secretariat to Montpellier, France, and underwent governance changes. The two World Bank vice presidents who chaired the CGIAR in 2009 and 2016 spearheaded the major CGIAR governance reforms adopted in those years. The World Bank still chairs the CGIAR System Council, the strategic decision-making body of the CGIAR system, by virtue of the World Bank's historical convening role.

Source: Independent Evaluation Group.

The large FIF-supported programs tend to have a high public profile. They are largely supported by prominent donors and often initiated at G-7, G-20, or International Monetary Fund–Bank Group Annual and Spring Meetings. Prominent development partners tend to view FIFs as a politically attractive option to advocate around international issues they perceive to be critical. For example, the Middle East and North Africa Transition Fund responded to the Arab Spring, and the Global Concessional Financing Facility responded to the Syrian refugee crisis in Jordan and Lebanon.

Some FIFs are externally driven by external donors, others are internally driven by the World Bank, and some are mutually driven. The following are examples of each:

- Externally driven. The AgResults Initiative in 2010 was externally driven, in this case by Canada, with additional support from Australia, the Gates Foundation, the United Kingdom, and the United States. Canada advocated for a response to the 2007–08 food price crisis that went beyond humanitarian efforts and called for a pull-financing approach that would provide incentives and rewards for the private sector to achieve predefined development results (such as resolving specific market failures) that would benefit smallholder farmers. As the trustee, the Bank Group housed the interim secretariat from March 2011 to June 2013 during the scoping, preparation, and initial implementation phases and then managed the competitive procurement for the permanent secretariat.¹
- Internally driven. The Pandemic Emergency Financing Facility (PEF) was internally driven under the leadership of then World Bank president Jim Yong Kim in response to the international development community's failure to respond quickly to the 2014 West African Ebola outbreak. The PEF was designed to fill the pandemic response funding gap that typically occurred during the investigation, assessment, and response periods before large-scale disaster and humanitarian relief could be mobilized. The PEF is essentially an innovative financing insurance facility that provides IDA-eligible countries with up to \$425 million of coverage through the world's first pandemic bonds and swaps, and approximately \$60 million through a cash window, for an initial three-year period to cover the infectious diseases most likely to cause major outbreaks. The PEF was developed in collaboration with the World Health Organization and other partners, and formally launched at the G-7 summit in May 2016.
- Mutually driven. Donors and the Bank Group mutually drove the establishment of the Middle East and North Africa Transition Fund. Formally established in December 2012, this fund

arose out of the G-8 meeting in Deauville, France, in May 2011 in response to the first stirrings of the Arab Spring in Tunisia and the Arab Republic of Egypt. The Fund supports Middle East and North Africa countries that were engaged in political and economic transitions toward “free, tolerant, and democratic societies.” Subsequently, the finance ministers of Deauville Partnership countries, particularly the United States and France, decided to explore a new transition fund that would provide grants, technical assistance, and knowledge exchanges to strengthen regional institutions and implement home-grown reforms. Pursuant to this decision, the World Bank was able to establish the Middle East and North Africa Transition Fund in record time for a number of reasons. First, as an observer at the G-8 meetings, the World Bank could respond quickly to G-8 requests. Second, every donor country was a World Bank member, enabling Washington-based executive directors and alternates to work together to move the process forward. Third, the World Bank already had downstream relationships with all the transition countries, who were both the World Bank’s members and clients. Fourth, the World Bank, along with the European Bank for Reconstruction and Development, had experience working with the transition economies of Central and Eastern Europe after the fall of the Berlin Wall in 1989.

The World Bank’s convening role in the ongoing operation of FIF-supported programs is often diminished by its limited role in FIF governance structures, which are independent by nature. The Bank Group is a voting member of only 6 of 24 FIF governing bodies to avoid conflict of interest, but the Bank Group is a nonvoting observer on almost all FIF governing bodies by virtue of being the trustee, implementing agency, or host to the secretariat. Also, the World Bank has been a donor to only three programs—the Consultative Group for International Agricultural Research, PEF, and the Global Infrastructure Facility—giving it little influence, and therefore convening power, over the strategic direction of most FIFs. In these cases, FIF programs primarily act as additional resources for Bank Group lending programs in the respective sector. However, these resources, which are typically grants rather than loans, can be valuable even though they are small compared with the Bank Group’s own lending resources.

The World Bank has more influence on FIF programs when it is an implementing agency, but this influence has proven difficult to sustain. The experience of the six Global Environment Facility (GEF)–related programs suggests that maintaining influence, even as an implementing agency, is challenging. For example, in the 1990s, the World Bank routinely collaborated with the GEF Secretariat and the other two implementing agencies, the United Nations Development Programme and United Nations Environment Programme, to prepare various policy and strategic documents. But over time, as the GEF Secretariat and the number of GEF agencies grew, the secretariat’s role in preparing GEF policy and strategy documents has become increasingly dominant. Today, the situation has evolved into one where the World Bank and the other agencies largely review and comment on documents produced by the GEF Secretariat, rather than contribute to the documents’ initial preparation.

Appendix C Convening via Trust Funds and Financial Intermediary Funds

The World Bank has the most influence, and therefore convening power, when the FIF's secretariat is located in the Bank Group. For example, the 2014 independent evaluation of the Climate Investment Funds found that the Bank Group's Administrative Unit—and the program manager specifically—had provided strong leadership. The Climate Investment Funds Administration Unit institutionalized a platform, called the MDB Committee, which supported strong MDB collaboration. The evaluation also found that MDB collaboration through the Climate Investment Funds led to broader MDB coordination on climate issues.

However, there are exceptions to this influence. The World Bank currently houses the secretariats of 18 of 27 FIFs, but the GEF Secretariat—which is located in the World Bank, administers the 5 GEF-related FIFs, and houses the Adaptation Fund—is functionally independent of the Bank Group's own organizational structure. This leaves only 10 programs with secretariats in the Bank Group where the program manager is appointed by and reports to a senior Bank Group official, in addition to the program's governing body. Moreover, of these 10 programs, the Global Partnership for Education (GPE) established a degree of independence similar to the GEF Secretariat. The GPE was initially founded in 2002 as the Education for All–Fast Track Initiative and supported by an IBRD/IDA trust fund, but the name was changed to GPE in 2011 and established a FIF for donor contributions. Then, the GPE Board took several steps to separate its secretariat from the Bank Group, including appointing a secretariat CEO in 2013, relocating the GPE housing arrangement from the Human Development Vice Presidential Unit to the Development Finance Vice Presidential Unit, and introducing a competitive hiring process for GPE staff that does not give preference to World Bank staff.

Trust Funds

World Bank–executed trust funds (BETFs) finance a notable share of its administrative expenses. BETF disbursements currently represent about one-quarter of total administrative expenditures, while RETFs represent less than 10 percent of loan disbursements. The increasing share of BETFs in the Bank Group's administrative expenses responds to donor pressures to target countries' aid resources more narrowly on specific issues. This may distort World Bank priorities if not managed strategically and proactively.

BETF resources are used at the World Bank more for upstream activities than for downstream activities. Upstream activities include applied research and proof of concept activities, while downstream activities refer to project preparation and implementation support activities. Recent reviews of the Nordic Trust Fund, the Korea–Bank Group Partnership Facility, and the Global Facility for Disaster Reduction and Recovery found that the majority of BETF grants (from 57 to 79 percent) supported upstream activities, with the grants contributing most of the funding (often 100 percent) for these upstream activities. Nonetheless, a significant share of the grants (from 21 to 40 percent) supported downstream activities while contributing smaller shares (from 12 to 32 percent) to these activities.

The Bank Group has considerable influence over how IBRD/IDA trust funds are allocated. IBRD/IDA trust fund programs are typically governed by a steering committee, in which the Bank Group plays a dominant role (generally chairing), and managed by a full-time or part-time secretariat in the Bank Group. The trust fund's donors typically play a strategic role in the program, contributing to its overall direction and reviewing its performance from year to year. The donors generally play a smaller role in allocating trust fund resources among individual activities, and usually approve an entire work program for the coming year, typically on a no-objection basis. Hence, so long as the program is transparent to donors and aligned with the World Bank's sectoral, thematic, or country strategies, the Bank Group retains considerable sway over the allocation of trust fund resources for individual activities.

The Bank Group uses trust funds to convene nationally, subnationally, regionally, and globally. Since this evaluation focuses only on the global and regional levels, examples of each are provided below:

- Global convening. The family of carbon finance funds based in the World Bank probably represents the Bank Group's most significant IBRD/IDA trust fund-related global convening role. In the early 2000s, the Bank Group developed the Prototype Carbon Fund to test using markets to operationalize the Kyoto Protocol's Clean Development and Joint Implementation mechanisms. After 2005, the Bank Group developed and expanded carbon markets. However, this success was not sustained beyond 2012 because of external factors, such as the after-effects of the global economic downturn in 2007–08 and the expiration of the Kyoto Protocol's first commitment period in 2012. Although the World Bank supported efforts to stabilize the carbon market, this was not enough to stem the decline in carbon reduction credit prices or “save” the market. Today, carbon pricing by itself will not be sufficient to mitigate climate change as the world transitions from the Kyoto Protocol to the 2015 Paris Agreement. Moving forward, the Bank Group must find new ways to support the next generation of carbon markets under the Paris framework. The Bank Group's comparative advantages in this effort include deep expertise, institutional memory, the ability to mobilize and channel resources, and the ability to integrate finance with technical know-how and international convening power.
- Regional convening. The MDTF for the Comprehensive Africa Agriculture Development Programme (CAADP) and Strengthening Economic Management in the Caribbean are examples of IBRD/IDA trust fund-related convening at the regional level. The MDTF for CAADP helps accelerate Africa-wide CAADP processes by improving the enabling environment for African agricultural programs and policies at national, regional, and continental level through six continental and four regional African organizations. Strengthening Economic Management in the Caribbean aims to improve economic management, regional integration, and competitiveness in 12 Caribbean countries. Notwithstanding some achievements, the outcomes' sustainability is questionable in both programs. The 2016 evaluation of the CAADP MDTF found that the MDTF had considerably increased coordination at different levels, particularly among African lead institutions and among sectors. However, common to many partnership programs, the contributing donors

had different implicit objectives for the MDTF, which created tensions. As a result, only some donors were willing to contribute to a follow-on facility when the MDTF closed in 2016. The Independent Evaluation Group's (IEG) 2015 Partnership Review of Strengthening Economic Management in the Caribbean found the program created high expectations that were difficult to meet because of limited financial resources relative to the program's objectives.

Challenges to Effectiveness

World Bank task teams face coordination challenges when preparing FIF-supported investment projects. World Bank-implemented projects funded by FIF-supported programs, whose secretariats function independently of the Bank Group (like the GEF) or are located outside the Bank Group (like the GCF), essentially follow two parallel project cycles: the FIF-specific cycle and the Bank Group's standard project cycle. Each FIF-specific cycle has distinctive features that can hinder or facilitate linkages with the Bank Group's country operations. For example, IEG's 2013 evaluation of the Bank Group's GEF partnership confirmed that requiring two parallel review and approval processes significantly increased project preparation times. The evaluation also found that the degree of blending of GEF and IBRD/IDA financing in World Bank-implemented projects remained below expectations since GEF's establishment in 1991. More recently, a 2017 background paper for the Sixth Overall Performance Study of the GEF found that project preparation times improved during GEF's most recent replenishment period (GEF-6 from fiscal years 2014–18) by introducing a cancellation policy and consolidating all GEF Project and Program Cycle Policies into one document. The background paper also found that the Project Cycle Harmonization Pilot between the World Bank and GEF, initiated in November 2012 to better integrate the two organization's individual project cycles, was working well.

The proliferation of FIFs has created additional reputational risks for the Bank Group to manage. This risk arises from the higher profile and greater publicity associated with FIFs, and from the potential misunderstanding that the World Bank, as trustee, is not legally or fiduciarily responsible for overseeing the use of investment funds, except when the World Bank is the implementing agency for specific projects. This helps explain why the Bank Group's role as the trustee of large FIF-supported partnership programs remains controversial within the World Bank, even when the secretariat is located within the World Bank.

Establishing effective linkages between trust-funded programs and Bank Group country operations remains challenging for both RETF- and BETF-supported activities. IBRD/IDA trust funds that support RETF grants should have strong linkages to the Bank Group's country operations if their RETF grants form part of the Bank Group's Country Partnership Framework and are programmed like other Bank Group lending. Such is the case for the State and Peacebuilding Fund, which provides RETF grants to fragile, conflict-, and violence-affected countries. However, a 2018 IEG partnership review of the Global Program for Social Accountability, which provides RETF grants to civil society organizations to enhance their social accountability activities, found weak linkages between its RETF grants and the Bank Group's country-level lending products. A 2016 IEG partnership review of the Sub-Saharan

Africa Transport Policy Program (SSATP), which provides BETF grants, found that the SSATP's relevance to the Bank Group's own work in the African transport sector had faded over time. The SSATP's linkages with the Bank Group's country operations were stronger in the 1990s when both the program and the Bank Group were focusing largely on the same issue—improving road infrastructure and creating road agencies and road funds for road maintenance. The linkages became weaker as SSATP shifted its focus to other transport issues such as trade, rural transport, urban mobility, ports and shipping, and railway restructuring and management. The program has not had sufficient resources both to generate and disseminate knowledge about transport issues in Africa and work with the Bank Group's country operations to implement the policy decisions it has helped achieve.

The World Bank is also currently addressing a number of other issues to improve its engagement with trust funds and FIFs. Refer to box C.2 for information on the Bank Group's ongoing reforms to trust funds and FIFs.

Box C.2. Ongoing Trust Fund and Financial Intermediary Funds Reforms

There is a current reform process taking place for trust funds and financial intermediary funds (FIFs). These reforms are largely a continuation of 2013 efforts to achieve two main objectives: (i) reduce the fragmentation and customization of trust funds, and (ii) improve the management of FIFs over their entire life cycles from initial identification to exit.

The first attempt, during the 2013 reforms, to establish a framework for umbrella trust funds (UTFs)—called Umbrella 1.0—was largely unsuccessful, with only four UTFs being established. The design of this first approach turned out to be too rigid: UTFs had to be aligned with sector priorities and were permitted only one type of governance model. However, Umbrella 2.0's design is more flexible in both of these respects. Global Practices are only required to identify objectives to anchor new UTFs, and the governance arrangements are more flexible. There is more opportunity for individual UTF donors to indicate nonbinding regional or country preferences by creating separate windows in the UTF. Donors that still require individual trust funds for tracking purposes—notably the United States and European Union—can establish “associated trust funds,” while sharing the same results, reporting, and governance frameworks.

This assessment foresees few major issues related to achieving Umbrella 2.0's objectives:

- Keeping governance discussions at the strategic level and retaining World Bank Group control over trust fund allocation to individual activities. This will require transparent allocation processes that provide donor confidence through meritorious allocations that are aligned with agreed-on strategic directions.
- Aggregating results from individual trust funds to the umbrella program level. This requires the challenging task of classifying activities, outputs, and outcomes into categories that can be aggregated.

The current FIF reforms aim to improve the World Bank's FIF engagement in a number of areas. These include an improved framework for reaching upstream agreements; better selectivity by improving FIFs' value propositions; improved designs, including clearer understandings of the Bank Group's roles and associated risks; greater consideration of Bank Group corporate perspectives over each FIF's full life cycle by regularly screening existing FIFs; and more due diligence when establishing new FIFs to address concerns about aid effectiveness and creating long-term donor commitments.

Source: Independent Evaluation Group.

¹ The permanent secretariat was won by Deloitte Consulting LLP in Arlington, Virginia, starting in July 2013.

Appendix D. Convening on Climate Change and Environment

The World Bank Group has a strong reputation and successful track record as a global convener on climate change. The Bank Group's global convening on climate change includes mobilizing financing for climate action, creating markets for climate instruments or in climate-relevant industries, and building common understanding and raising awareness of governments and development actors on climate change issues. The main factors of success for climate change convening have been sustained support for global climate change action as a corporate priority, creation of a specific structural unit to enable climate action with substantial resourcing, internal institutional alignment, and incentives created through climate finance targets and indicators. The Bank Group has had less impact through convening around non-climate-related environmental issues than for climate change. The main reasons for this have been the difficulty of convening in the environment space, priority setting and selectivity difficulties within the World Bank, and limited resources allocated to nonclimate convening. The Bank Group has implicitly chosen to prioritize climate change over other environmental challenges, and this is reflected in the much greater impact from global convening on climate change.

Climate Action

The Bank Group has a strong reputation and successful track record as a global convener on climate change. The Bank Group does not have a specific mandate to fight climate change the way it does poverty, but it recognizes climate change as a major threat to poverty reduction efforts and has played a key role in placing climate change at the center of the international development agenda. Climate change action is a true global public good and global action can avert climate change-related shocks to development. As such, a large part of the Bank Group's climate work is through global engagement. The Bank Group has often been successful in this work, and according to interviews has become one of the most important and influential international organizations.¹

The Bank Group's climate change convening helped overcome initially divergent interests among countries. A decade ago, developed and developing countries had differing stances on whether and how to reduce emissions in the developing world. Developed countries called for global emissions reductions, while many developing countries, which had fewer emissions, felt they needed access to cheap carbon-based technology to continue their development and should not be held to the same emissions standards as wealthy carbon-emitting countries. Without a consensus among shareholders, the Bank Group found it difficult to act on this issue. To overcome these divergent positions, the Bank Group used analytical work and advocacy to frame climate change mitigation as a win-win development action that both reduces the harmful effects of climate change and enhances economic growth. Over time, as the costs of low-carbon technology declined and developing country positions changed, rich and poor country interests have converged to a degree.

The Bank Group's global convening on climate change includes mobilizing financing for climate action, creating markets for climate instruments or in industries that contributed to climate action, and building common understanding and raising awareness of governments and development actors on climate issues. The Bank Group has mobilized resources for climate change investments through its own direct country financing, trust funds, and private financing. The Climate Investment Funds (CIFs), described below, are the most notable example of the Bank Group using its convening power to mobilize climate financing. The Bank Group used its long engagement in carbon finance under the Kyoto Protocol to create markets for carbon assets and remains engaged on the design of future carbon instruments. The Bank Group has used analytical work to show the need for building climate change action into development action, for example, by identifying the economic and poverty consequences of failing to act.² The Bank Group has also built an evidence base on showing that tackling climate change can be done in a way that is consistent with growth and that provides new economic opportunities.³ It has identified carbon pricing mechanisms as being a critical element of climate change mitigation and has worked toward a shared understanding of good practices. The Bank Group convenes or engages events, platforms, and partnerships to shape the global climate change agenda, such as the One Planet Summit and the Carbon Pricing Leadership Coalition:

- Mobilizing the CIFs: The World Bank successfully led the creation of the CIFs in 2008 to provide a mechanism for concessional climate finance. At the time there was no other large-scale climate finance mechanism and little experience of cooperation among donors, multilateral development banks (MDBs), and client countries on these issues. The World Bank proposed and built acceptance for a model which met donor desires to channel money through MDBs to support large-scale climate change projects in client countries. These partners were successful in building political consensus and a joint governance structure and in raising \$8 billion. Internally, the World Bank used a joint multiunit team to unite the institution behind the approach of working jointly with other MDBs. The CIFs also had strong connections, driven by large provisions of concessional financing, to the World Bank's country programs. Donors saw the CIFs as a means to influence MDBs to shift their lending portfolios toward low-carbon activities by demonstrating the feasibility of these projects. The Bank Group and other MDBs have since substantially increased their projects with climate change benefits. The CIFs were fully committed, with over 300 projects across 72 countries. The World Bank hoped that leading the CIFs would allow it to host future climate financing mechanisms, or that the fund would be recapitalized, but this has not occurred.⁴
- Carbon Finance: The Bank Group played a successful convening role in creating carbon markets in the mid-2000s under the Kyoto Protocol mechanisms (World Bank 2018). The Bank Group established a track record on carbon market creation and credibility which increases its ability to continue convening carbon finance efforts. The Bank Group assumed multiple roles, including catalyzing and developing carbon markets; innovating and developing carbon finance tools and methodologies; building client country capacity to design and implement carbon finance projects; providing data and knowledge on carbon

markets and carbon pricing; exercising thought leadership, including conceptualizing carbon markets; and convening partners. The World Bank brought key players together for dialogue and consensus building around key aspects of climate policy and carbon pricing through Conference of the Parties (COP) side events, high-level commissions, annual meetings and platforms, and global and regional forums. It also used networks and partnerships with United Nations, multilateral, and private sector organizations to share knowledge and jointly identify solutions to technical challenges. The World Bank also ensured private sector participation in the design of the first carbon instruments, though this participation was not sustained because of uncertainties related to regulatory processes and the post-2012 market crisis, which undermined private sector confidence in carbon market mechanisms.

- One Planet Summit: The Bank Group played an important role in shaping the One Planet Summit. The event was held in Paris and hosted by the French government in 2017, as a one-year follow-up to the 2016 Paris United Nations Framework Convention on Climate Change COP. The World Bank and International Finance Corporation influenced the event's agenda to promote a theme of leveraging finance and influenced the design of the event to create opportunities for investors and clients to generate deals for projects with climate benefits. In interviews, Bank Group staff and external stakeholders argued that the event had a positive political impact at a high level, and that it established organizational connections and drove investor interests in new technologies. It also created a platform for policy commitments, including by the Bank Group, which pledged to “no longer finance upstream oil and gas”(World Bank Group 2017). In interviews with stakeholders, they said the summit pushed stakeholders to make commitments but also that these commitments were not tracked jointly and not always acted on.⁵ Some external stakeholders also said that many of the commitments at the summit were not additional commitments and likely would have been otherwise announced at the COP that would come a few months later. Some Bank Group staff noted that costs of engaging the summit required substantial investments of staff time and resources, which were difficult to find.
- Carbon Pricing Leadership Coalition: The World Bank used the Carbon Pricing Leadership Coalition to raise the profile of carbon pricing on the global agenda. Established in 2015 during the Paris climate COP, the coalition was a high-level partnership of senior leaders and ministers from client country and donor governments, CEOs of major companies, and leaders of key nongovernmental organizations. The coalition had ambitious goals of pushing the world to expand carbon pricing to double the share of emissions covered by carbon pricing by 20 percent, and to double it again in the next decade. The World Bank convened the creation of the coalition, though the coalition was self-governed, with the World Bank providing secretariat support but the coalition supporting its other activities. This shared governance arrangement reduced the World Bank's resource burden for maintaining the coalition. According to interviews, the coalition was effective in its early years at advocating for carbon pricing as part of a climate change solution. The seniority of the coalition

members allowed the coalition's messages to gain traction in international policy discussions. The World Bank's credibility in this area was bolstered by its previous experience on carbon pricing and its analytical work that framed carbon pricing as providing economic benefits. However, after the first two years, the coalition's high-level participants did not stay engaged and were replaced by lower-level officials, so coalition meetings began focusing on lower-level technical discussions, losing focus on the initial goals. The coalition's lack of a results framework, which was never finalized, diminished its accountability for achieving collective action. The coalition became a platform for knowledge sharing, rather than for achieving results, and partially duplicated the function of other platforms, particularly the Partnership for Market Readiness.

Factors of Success for Climate Change Convening

The Bank Group provided sustained support for global climate change action as a corporate priority. In the early 2000s, the Bank Group supported carbon finance efforts under the Kyoto Protocol and new renewable energy sources before climate change had become a major development issue. In the late 2000s, the Bank Group's engagement broadened with the launch of its first climate change strategy in 2008 and the release of the *World Development Report: Development and Climate Change in 2010*. The Bank Group's senior management and shareholders made climate change a top priority through the 2010s. From 2012 the new Bank Group president emphasized the importance of climate change as a development issue and the need for the Bank Group to address it.⁶ International Development Association deputies made climate change a special theme from 2011, which signaled climate change as a strategic priority for countries that it assists. Senior management and the Board of Executive Directors gave climate change a prominent place in the top Bank Group corporate strategies.⁷ Collectively, these actions created a favorable authorizing environment for the Bank Group to carry out substantial global convening on climate change.

The Bank Group created a specific Climate Change Global Theme unit in 2014 with a clear institutional mandate for global engagement and substantial resources.⁸ The Global Theme was established as part of the 2014 reforms to the Bank Group operating model and has a mandate both to carry out global climate change work and to support Bank Group country-level climate change operations. The Global Theme unit has led Bank Group global engagements on climate change including analytical and knowledge work and awareness raising. It also has developed Bank Group action plans on climate change, manages its climate finance indicators, and supports inclusion of climate change in Bank Group country strategies and operations. The operational model of the Global Theme allows it to focus on climate change as a long-term strategic engagement, without facing the short-term pressures to develop and deliver client country operational work. However, some staff in Global Practices (GPs) raise concerns that the Global Theme's ties to country engagement are too weak, because it is not dependent on country engagement budgets for resourcing, and because some of its staff lack experience of World Bank operations—and that this weakens the effectiveness of its global engagement. The Climate Change unit was allocated a large staff, including 210 staff members in 2018, and a substantial budget, which enabled its success. The Climate Change unit's budget for

global engagements, which includes global convening work, averaged \$41.4 million over fiscal years 2016–18. This was larger than the global engagement budget of any single GP or all the other Global Themes combined. This global engagement budget constituted 49 percent of the Climate Change Global Theme’s total budget. Most of this global engagement budget, 71 percent, is financed by trust funds, with the remaining 29 percent financed by the World Bank’s administrative budget. These figures do not count a separate International Finance Corporation Climate Business Unit, which works closely with the main Climate Change Global Theme.

The Bank Group has used its climate change action plans to establish internal alignment and institutional support. In 2016, the Bank Group released the Climate Change Action Plan, which was updated and expanded in 2019, to outline the institution’s climate change–related goals and priorities. The action plan served as a platform to rally Bank Group institutions and units behind a common vision of climate change action. The Climate Change Global Theme led an inclusive process to engage operational units and jointly develop the action plan, which led to shared ownership of the document rather than a single unit’s strategy. This allowed the Bank Group to speak in one coherent voice on climate change issues, hence bolstering its position when convening external partners by avoiding internal dissension.

The Bank Group established climate finance indicators and targets, which created powerful internal incentives to establish climate change projects. Starting in 2011, the Bank Group began tracking its climate-related financing, and, a few years later, established Bank Group–wide targets for climate finance within the 2016 Climate Change Action Plan. The president and senior management team used the targets and data from this tracking system in their Board of Executive Directors and external communications. This created accountability mechanisms for meeting targets that cascaded down to individual GPs and Country Management Units.⁹ These targets created pressure for operational units to develop climate change projects in country engagements, which they did. Interviews with external stakeholders show that both the climate finance indicators and the climate project portfolio boosted the credibility of the Bank Group as a leader on climate change issues, showing that the Bank Group was “walking the talk.” They also created fertile ground in which the Bank Group could operationalize convening efforts at the country level.

Environmental Sustainability

There is need and demand for the international community to convene on environmental issues beyond climate change. These issues include pollution, biodiversity loss, resource degradation, and the depletion of global commons. These issues are caused by externalities that require collective actions and responses. These environmental problems undermine development: World Bank analytical work has shown the economic costs of environmental degradation and the economic value of maintaining natural capital and ecosystem services.¹⁰ There is strong interest from donor countries to promote environmental action in developing countries, especially on global or transnational environmental issues, and these donors offer trust funds to support this work. The World Bank is well

Appendix D Convening on Climate Change and Environment

positioned to support this work given its global reach, technical and intellectual credibility, and ability to finance and operationalize action.

Yet, the World Bank has had less impact through convening around non-climate-related environmental issues than for climate change. (On environmental issues other than climate change, the International Finance Corporation has convened primarily on environmental and social governance, especially through the Equator Principles and the Sustainable Banking Network, discussed in appendix B.) Interviews with donors, development partners, and other stakeholders on environment were nearly unanimous at noting a wide gap between World Bank convening on climate change versus other environmental issues, and some World Bank managers reiterated this point. The World Bank's environmental convening includes many engagements on a wide range of topics, but few substantial efforts with large-scale resources, support from Bank Group senior management, and sustained commitment. Moreover, the World Bank has sometimes struggled to convert its environmental ambitions into results, as was the case of the Global Partnership in Oceans (described in box D.1). Interviews and other sources identified three main reasons for this: the difficulty of convening in the environment space; priority-setting difficulties within the World Bank; and limited resources. Each is described in turn below. In interviews, a few stakeholders also argued for other reasons for lower impact of environmental convening.¹¹

It is challenging to convene within the environment space. The strong interest from donor countries on environmental issues is not always matched by client country governments. Clients have often been uninterested in requesting World Bank financed environmental programs other than through concessional financing because they often favor investments perceived as more directly productive (see, for example, World Bank 2017). This makes it more difficult for the World Bank to operationalize global environmental convening work in country engagement, which in turn makes the convening work less effective and frustrates donor desires for country-level action. Also, the environmental development ecosystem is complex and fragmented, having many nongovernmental organizations with different interests and approaches.¹² Many of these stakeholders have limited ability to deliver environmental improvements directly, and as a result seek to influence the World Bank to deploy stakeholder priorities within World Bank projects. This complexity and competing agendas make it difficult to achieve shared understanding or collective action. Convening effectively on environmental topics is also difficult because generating environmental improvements often requires changes in behavior by large numbers of small actors, who are difficult to coordinate.

Box D.1. Global Partnership on Oceans

The World Bank was successful in using the Global Partnership on Oceans to raise awareness on oceans issues but unsuccessful in translating this into action. The World Bank launched the partnership at the 2012 World Oceans Summit with an ambitious call from President Zoellick for the world to support ocean health with \$1.5 billion in new financing. The partnership triggered supportive statements from world leaders and generated ideas for sustainable oceans investments. But, the partnership lacked a plan for achieving this financing or an action plan for follow-up. The partnership did not articulate detailed goals, nor the role of the World Bank or other partners. In interviews, World Bank managers noted that the World Bank was justifiably criticized by external stakeholders for a top-down approach to the partnership where the World Bank took leadership with expectations that other stakeholders would fall in line. The World Bank expected partners to provide financing, but it had not developed the institutional relationships with these partners before the launch to generate buy-in, nor had it delivered the data and analytics needed to persuade funders that oceans should be a financing priority. The World Bank also had not generated the connections with or ownership from Country Management Units, which would be needed to generate country-level operations. Seeing little progress from the partnership on mobilizing finance, the World Bank withdrew from the partnership and it was discontinued. Interviews with external stakeholders and World Bank staff indicated that the failure of the partnership damaged the World Bank's reputation on ocean issues and led to disillusionment from environmental nongovernmental organizations who had high expectations after the initial launch. As the World Bank now seeks to reengage in the sector with a new multidonor trust fund, PROBLUE, it is seeking to place greater emphasis on partnerships and connection to investment programs.

The World Bank has found it difficult to set priorities for and limit the scope of its global engagement on environmental sustainability. The World Bank is involved in convening work on many environmental issues, including natural resources, pollution, oceans, and environmental safeguards, among others,¹³ and participates in many international events and conferences. Environmental sustainability is unquestionably relevant to the World Bank's poverty alleviation mandate, but the connections between environmental action and poverty alleviation are sometimes long term and difficult to quantify, especially in financial terms. There is a renewed global consensus on the importance of addressing environmental challenges, both because of their direct link to poverty for people depending on natural resources for their livelihoods, and because of the existential threat they pose to humanity. Yet it has been difficult to set priorities across environmental agendas. The World Bank has often been motivated to convene on environmental topics because of the importance of the topic and the perceived weakness of other actors; "If not us, then who?" remarked one World Bank manager. The World Bank's reliance on trust funds and incentives to pursue donor interests have also motivated engagement. More recently, the World Bank has reformed and streamlined its environmental trust funds and established a suite of trust-funded global partnerships: PROBLUE, for the Blue Economy; PROGREEN for terrestrial ecosystems; the Global Program for Sustainability for tools to measure natural capital and inform decision-making; and the forthcoming PROCLEAN on pollution management.

In interviews (done before the above-mentioned trust fund consolidation) many staff argue that the World Bank's environmental convening efforts are spread too thinly across these endeavors and that consolidation is needed. This has consequences on the quality of the World Bank's environmental

convening, with external interview sources saying they value the World Bank's involvement and technical expertise but are often disappointed by results even for some of the World Bank's largest and most sustained global environmental efforts, such as the Forest Carbon Partnership Facility described in box D.2. Some external stakeholder interviews also criticized the World Bank's decision to engage in areas, such as ocean plastics, that they argue are not the most important environmental issues and where other actors are already engaged. But, at the same time, these external stakeholders say they would like to see more environmental convening from the World Bank in many other areas.¹⁴ With current resources, it would not be possible for the World Bank to convene effectively across all these areas.

Box D.2. Forest Carbon Partnership Facility

The Forest Carbon Partnership Facility has sought to establish a results-based payment mechanism for reducing greenhouse gas emissions caused by deforestation and land degradation through emission reduction credits. It intended to build policies and systems in countries to enable them to generate verified emission reduction credits and then to provide payments for these credits. The World Bank established the program in 2007 in response to significant international demand, including a specific request from the 2007 G-8 summit after advocacy from the government of Germany, which hosted the G-8.

The World Bank successfully convened partners to establish the program in the face of a challenging political environment. Initially, the emission reduction credit approach faced opposition and protests from many environmental and indigenous groups. The large number of relevant stakeholders also made it difficult to build consensus. The World Bank successfully responded to these challenges by instituting an inclusive governance structure that included donor and client countries, the private sector, and civil society. The World Bank consulted frequently with indigenous peoples and forest users. These efforts led to acceptance and support by a wide array of stakeholders.

Early on, there was also some internal discord within the World Bank as Country Management Units felt they were not sufficiently consulted or involved and did not always see forest action as a country engagement priority. This discord was partially mitigated as staff responsible for country operations were transferred from the carbon finance unit to the Environment and Natural Resources Global Practice, which had better ties to Country Management Units.

The program had several successes. It served as a technical learning and knowledge sharing forum, especially for forest monitoring, built client country capacity to improve forest-related governance and strengthen institutions, and designed social and environmental risk management systems.

However, the Forest Carbon Partnership Facility's progress was slowed by technical challenges in building the systems to establish baselines and support monitoring, reporting, and verification, and by other external factors, such as the slow development of forest compliance markets, which meant there was little demand for emission reduction credits. Emission reduction agreements were delivered much more slowly than expected, with the first signed at the end of 2018 and two more in early 2019. Stakeholders in client countries have grown weary of seemingly endless consultations with little action. According to interviews, donors and clients are now frustrated and perceive the program as failing to meet expectations, which some World Bank staff and external stakeholders argue were too high to begin with. Some stakeholders also argue the World Bank's performance has been weak due to insufficient operationalization in country programs and policy dialogues, risk

aversion, and slow processes that have hindered progress. Some World Bank staff also worry that the payment mechanism is overly complex and too difficult to apply in low capacity countries

Source: Independent Evaluation Group.

The World Bank has allocated fewer resources for global engagement for nonclimate environment issues than for climate change, and this has constrained results. The Environment and Natural Resources (ENR) GP's average global engagement budget for fiscal years 2016–18 was \$7.6 million, one of the lowest GP global engagement budgets in both absolute terms and as a share of each GPs' budget (see figure 3.3). Trust funds provide 72 percent of these funds, or about \$5.5 million, and the World Bank's administrative budget provides the rest, about \$2.1 million, the least of any GP. In interviews, ENR GP's staff and managers said resource constraints were the most substantial barrier to achieving convening results, especially when combined with the breadth of environmental topics around which the World Bank convenes. Limited administrative budget contributions are a major constraint because mobilizing trust fund resources requires upfront investment in analytics to develop a business case, which cannot usually be paid for by trust funds. In 2018, the ENR GP had 312 staff, compared with 210 staff in the Climate Change Global Theme, but most of the ENR GP staff time is not available for global convening work, and instead is devoted to preparing and supervising country engagement projects, analytical and advisory operations,¹⁵ and supporting environmental safeguards for the World Bank's entire investment lending portfolio. A global unit within the GP had 27 staff and manages trust funds and most of the GP's global engagement budget.

Conclusion

The Bank Group has implicitly chosen to prioritize climate change over other environmental challenges, and this is reflected in the much greater impact from global convening on climate change. Climate change has seen sustained senior management support and substantial resourcing, while resourcing for nonclimate environmental convening has been modest. Greater selectivity on environmental convening could result in deeper impacts.

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Appendix D

Convening on Climate Change and Environment

¹ The United Nations Framework Convention on Climate Change Secretariat plays a critical role, hosting the formal international discussions among countries on climate change. Nation states remain the most important actors on climate change.

² For example, on the consequences of 4 degrees Celsius of warming:

<https://openknowledge.worldbank.org/handle/10986/11860>, or on the impact of climate change on poverty

<https://openknowledge.worldbank.org/handle/10986/22787>.

³ For example, through work on the economic benefits of climate-smart development:

<https://openknowledge.worldbank.org/handle/10986/18815>.

⁴ The World Bank was not selected as the Green Climate Fund's executor because of the desire of developing country governments for direct access to climate finance and the perception among some developing country governments that the World Bank was dominated by developed country interests. The Green Climate Fund has faced disputes over its governance including the relative power of donors versus client countries, and in 2018 was unable to approve a batch of new projects.

⁵ Commitments by some individual parties including the Bank Group were tracked and reported themselves. But joint tracking of a bundle of commitments may have fostered greater shared accountability.

⁶ For example, at the G-20 in February 2013, President Jim Yong Kim described how the World Bank Group was stepping up its climate work, called for more attention from the G-20 on climate change, and described climate change as a "real and present danger." See <https://openknowledge.worldbank.org/handle/10986/24352>.

⁷ The 2013 Strategy of the World Bank Group identifies climate change as one of its four main global context factors and identifies the need for stronger collective action on climate change mitigation and adaptation in its second paragraph. The 2016 Forward Look identifies climate change as one of the main global public goods where the Bank Group engages, as one of the four significant threats to development.

⁸ The unit was initially a Cross-Cutting Solutions Area, and later was renamed as a Global Theme.

⁹ These units were also supported to achieve their targets with advice, training and support from the Climate Change Global Theme.

¹⁰ For example, World Bank country environmental analyses have frequently calculated the cost of environmental degradation including pollution, loss of ecosystem services, and natural resource degradation (World Bank 2017). The World Bank's work on Wealth Accounting and Valuation of Ecosystem Services has supported substantial programs on valuing natural capital in eight countries.

¹¹ These reasons included (i) a lack of strong or sustained backing from Bank Group senior management for environmental priorities other than climate change or environmental and social risk management; (ii) sometimes shallow engagements focused on launch events with insufficient follow-up; (iii) lack of time, attention, or prioritization of global convening, given the time required to deliver projects and Advisory Services and Analytics work; (iv) sometimes weak connections between global convening efforts and country engagements, especially when buy-in from Country Management Units or client country governments was low; (v) insufficient prioritization of environmental outcomes from Global Practices outside of environment and natural resources.

¹² The environment/development space includes a mix of international environmental nongovernmental organizations across those focused on program delivery, research, or advocacy. The World Bank has sometimes partnered with program delivery or research nongovernmental organizations, but sometimes has conflicted relationships with activist advocacy organizations.

¹³ These topics include global or regional engagement on biodiversity, illegal wildlife trade, forest management, forests and climate change, landscape restoration, air pollution monitoring, ocean plastics, transboundary waterways and aquifers, coastal zone degradation, sustainable fisheries, valuing ecosystem services, updating the environmental and social framework, and others.

¹⁴ Examples include mobilizing private capital for investments in blue economy issues, improving the environmental sustainability of private sector forest companies, addressing biodiversity by mainstreaming natural capital across

Sustainable Development Goals and beyond protected areas, air pollution abatement, environmentally sustainable agriculture or infrastructure, circular economy and resource efficiency, sustainable supply chains, and others.

¹⁵ In April 2019 the Environment and Natural Resources Global Practice had 210 active lending projects and was initiating roughly 50 pieces of analytical or advisory work each year.

Appendix E. Convening on Fragility, Conflict, and Violence

The World Bank Group has scaled up its global convening efforts on fragility, conflict, and violence (FCV) issues, including forced displacement. The Bank Group's donors and shareholders have increasingly requested the Bank Group to leverage its comparative advantages in development finance and knowledge to convene around forced displacement, conflict prevention, and fragile and conflict-affected situations in support of the 16th Sustainable Development Goal (SDG 16) on peace, justice, and strong institutions. This demand emerges from an increase in FCV situations, now estimated to affect 2 billion people in low- and middle-income countries and threatens the Bank Group's twin goals to end poverty and promote shared prosperity. As a result, the Bank Group has scaled up its global convening efforts through the Global Concessional Financing Facility and the consolidated State and Peacebuilding Fund to finance state- and peacebuilding; the Humanitarian-Development-Peace Initiative (HDPI); and the International Development Association (IDA) 18 Sub-Window for Refugees and Host Communities. The Bank Group's business model, which sees inconsistent levels of FCV integration from staff and management into country-level projects, presents challenges to the Bank Group's global FCV convening efforts. There are also opportunities for the Bank Group to improve its internal capacity, external partnerships, and monitoring and evaluation systems for convening efforts.

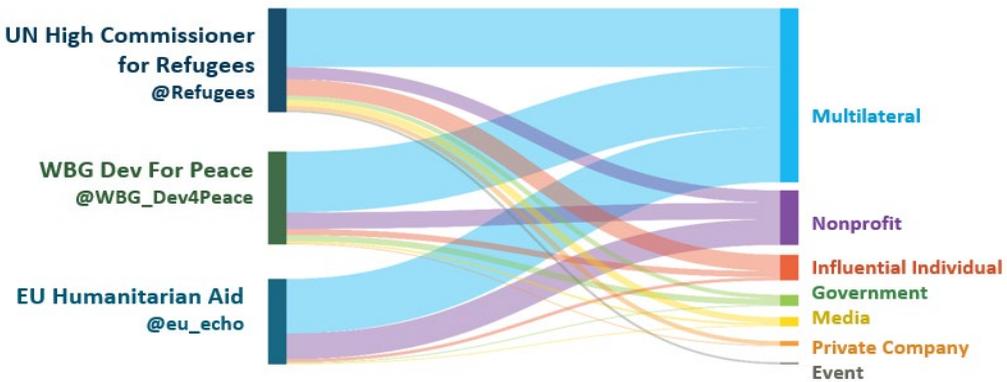
Global Demand for the World Bank Group's Convening on FCV Issues

In recent years, demand has increased for the Bank Group to convene around FCV issues. More specifically, Bank Group shareholders and bilateral and multilateral donors have requested action toward achieving SDG 16. SDG 16's two subareas with the greatest demand are forced displacement, which supports SDG target 16.6, and conflict prevention,¹ which supports SDG target 16.1. Additionally, at the World Humanitarian Summit in 2016, members of the international community requested the Bank Group to co-convene for longer-term socioeconomic solutions for countries affected by FCV and forced displacement.² This request resulted in the joint United Nations (UN)–Bank Group HDPI.³ Case studies and internal and external interviews carried out for this evaluation reveal the Bank Group is frequently asked to convene—through knowledge exchanges, data analytics, and innovative financial solutions (each examined below)—within the HDPI, forced displacement, and conflict prevention spaces. However, since prevention and HDPI are relatively new initiatives, the extent to which their convening will be prioritized, operationalized, and sustained is still yet to be seen.

Stakeholders typically request the Bank Group work in tandem with other specialized international organizations, particularly the UN, when convening around FCV issues. Other organizations that are frequent conveners in the FCV space include the European Union (EU), other multilateral development banks, and various UN agencies, such as the World Food Programme, United Nations Children's Fund, and United Nations High Commissioner for Refugees (UNHCR), among others. For example, in

2016, a Memorandum of Understanding for collaboration was signed between the Bank Group and the G-7/G-7+, which included agreements to mobilize financial resources for FCVs; support private sector development; support Fragile-to-Fragile Cooperation; and implement SDG 16 and the New Deal principles, an agreement on how fragile states and their partners work together to promote peacebuilding. Other FCV stakeholders—like the EU, G-7, G-20, and UNHCR—recognize the Bank Group as a credible partner with fiduciary and operational experience to influence the FCV agenda at global, regional, and national platforms. However, sometimes challenges arise when the Bank Group is perceived as overstepping its own mandate. Social media and Twitter analysis of the Bank Group and key global partners—including UNHCR and the European Civil Protection and Humanitarian Aid Operation—reveal diverse and complementary convening efforts in outreach, advocacy, and data analytics (figure E.1). Explicitly, each partner leverages its comparative advantage.

Figure E.1. Diverse and Complementary Convening Efforts through Social Media



Source: Independent Evaluation Group based on Twitter data.

Note: Network of retweets and mentions initiated by Bank Group Fragility, Conflict, and Violence Global Theme, the United Nations High Commissioner for Refugees, and European Union Humanitarian Aid. Thickness of lines is proportional to the number of connections in a sample of 3,200 tweets. EU = European Union; UN = United Nations; WBG = World Bank Group.

The World Bank Group’s Convening Roles in FCVs

The Bank Group has several strategic priorities when convening around FCV issues. These priorities include leveraging knowledge, preventing conflict, promoting innovative financing, Maximizing Finance for Development, catalyzing private sector development, scaling up its response to forced displacement, and operationalizing the humanitarian-peace-development nexus with strengthened partnerships with the UN and development actors (World Bank 2018a). These strategic priorities are aligned with global collective action to achieve SDG 16.⁴

The Bank Group convenes through dialogue and information sharing on various global and regional platforms. In 2018, the Bank Group organized the Fragility Forum to discuss how partners in the development, humanitarian, and peace and security fields can tackle fragility across a broad spectrum

Appendix E Convening on Fragility, Conflict, and Violence

of countries and contexts. Some external stakeholders, however, criticized the forum for having too few actors from the security sector. The Bank Group has also convened or co-convened partners through other high-level events, such as the World Humanitarian Summit in Istanbul in 2016, the UN Summit on Refugees and Migrants in New York in 2016, and the International Conferences on Supporting Syria and the Region in London in 2016 and Brussels in 2017 and 2018. The World Humanitarian Summit led to the Grand Bargain, where the Bank Group and government of the Netherlands co-led the transparency work stream. Also, the World Bank participated in the 2018 Global Compact for Refugees led by UNHCR.

The Bank Group supports convening through knowledge generation and data analytics. The World Bank flagship report *Forcibly Displaced: Toward a Development Approach Supporting Refugees, the Internally Displaced, and Their Hosts*, informed global policy dialogues on development approaches in situations of forced displacement. The recent UN–World Bank joint publication—*Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict*—also has the potential to inform global dialogues. So far, this report has been downloaded frequently from the Bank Group knowledge portal and led to more coordinated country-level approaches to conflict prevention. However, since forced displacement is a relatively new area for the Bank Group, the extent to which it will be prioritized, operationalized, and sustained is uncertain. Additionally, the Bank Group coordinates and leverages analytical data collected by other humanitarian organizations in its own analytical work. Internal interviews reveal the Bank Group employs data collected by the World Food Programme, UNHCR, and United Nations Development Programme, specifically the latter’s Social Cohesion and Reconciliation Index.

There is prominent demand for the Bank Group to scale up financial support and convene through agile financial solutions. This demand emerges from the EU, G-20, G-7+, donor countries,⁵ UN agencies, and other Millennium Development Goals to shape global multilateral responses to FCV and forced displacement. Some of the Bank Group’s agile financial mechanisms include the consolidated State and Peacebuilding Fund,⁶ the IDA18; and the Global Concessional Financing Facility for middle-income countries.⁷ IDA18 allocates \$14 billion, which is double IDA17’s \$7 billion allocation, in core funding for FCV countries and an additional \$2 billion in a Sub-Window for Refugees and Host Communities. Furthermore, shareholders have pushed the Bank Group to leverage public and private investments to achieve SDG 16’s goals and the whole 2030 global agenda. This led to the creation of a new \$2.5 billion Private Sector Window to spur private enterprise in countries at risk of falling into fragility (World Bank 2018a).⁸ Examples of each of these convening roles are listed in table E.1.

Table. E.1. World Bank Group Global Engagements for Forced Displacement

Purpose of Convening Efforts	World Bank Group's Convening Mechanisms	World Bank Group Roles
Knowledge and data analytics	<ul style="list-style-type: none"> • UN–World Bank flagship study: Pathways for Peace, Inclusive Approaches to Preventing Violent Conflict (UN and World Bank 2018); • World Bank–UNHCR flagship report: Forcibly Displaced: Toward a Development Approach Supporting Refugees, the Internally Displaced, and Their Hosts (World Bank 2017b); • World Bank–European Union–International Labour Organization–International Monetary Fund–UN economic and social impact assessments; • 2013 World Bank–UNHCR Roadmap for Priority Interventions for Stabilization from the Syrian Conflict. 	<ul style="list-style-type: none"> • Addressing knowledge gaps • Developing tools; and carrying out assessments
Dialogue and information sharing	<ul style="list-style-type: none"> • Global- and regional-level platforms. • Fragility Forums in 2017 and 2018. • The UN Summit on Refugees and Migrants (New York 2016), which led to the Comprehensive Refugee Response Framework (2016) and the Global Compact for Refugees (2018). • The International Conference on Supporting Syria and the Region (London 2016; Brussels 2017 and 2018). 	<ul style="list-style-type: none"> • Convener and co-convener to promote shared understanding • Knowledge broker, networker; and participant
Innovative financial solutions	<ul style="list-style-type: none"> • The 2016 Global Concessional Financing Facility for middle-income countries; • IDA18 Regional Sub-Window for Refugees and Host Communities; • Multidonor trust funds (mainly the consolidated State and Peacebuilding Fund). 	<ul style="list-style-type: none"> • Convener and co-convener for shared solution mechanisms, and country-level implementation

Note: IDA = International Development Association; UN = United Nations; UNHCR = United Nations High Commissioner for Refugees.

Challenges to the Bank Group's Global Convening around FCV Issues

Unpredictable FCV contexts make Bank Group convening on these areas challenging. Each forced displacement and conflict-affected situation is different and dynamic, prone to rapid and dramatic changes. This makes it difficult for the Bank Group and other actors to calibrate their engagements. Internal and external interviews suggest that domestic political differences and rapidly changing policy and security situations complicate global efforts to design and implement interventions.

There are Bank Group inconsistencies between country office priorities and global engagement priorities. Interviews and case studies reveal that Country Management Units (CMUs), as the Bank Group's main counterpart to national and subnational governments, are critical for successful translation of the FCV global agenda into country-level engagements. In particular, CMUs' buy-in and proactiveness is essential for integrating global convening efforts into country-level programs and projects. However, some CMUs resist this integration because they perceive prioritizing and incentivizing partnerships around FCVs and forced displacement as political in nature, thereby straining government relationships and impeding progress toward other priorities.

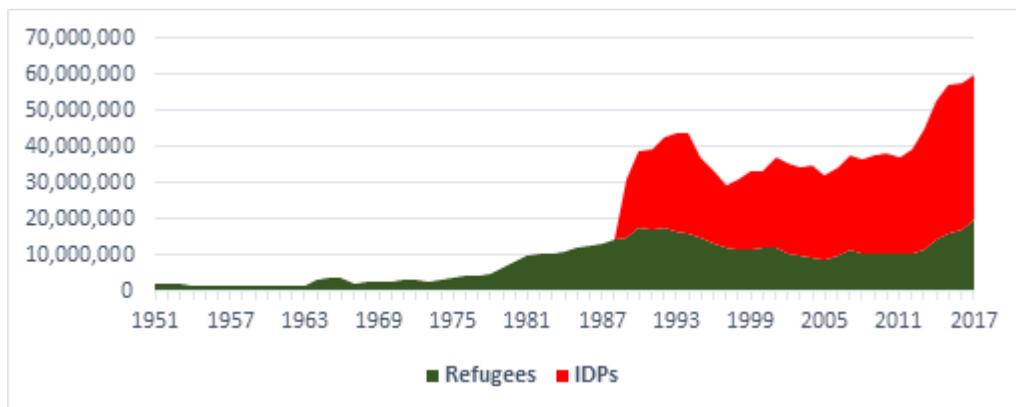
The World Bank's country engagement business model limits its ability to convene around global and regional challenges. External stakeholders believe the Bank Group's engagement model is one of the institution's comparative advantages. Case studies reveal that projects predominantly implement country-focused solutions because CMUs work with individual government clients. However, at times this model can be limiting when seeking solutions to challenges that cross-national boundaries. For example, the Syrian crisis has spillover effects in neighboring countries as refugees flee the violence and seek refuge on foreign soil. This example illustrates the World Bank's lack of regional mechanisms to accommodate interregional coordination across CMUs and between host nations in Europe, Central Asia, the Middle East, and North Africa.

The Bank Group must improve its internal capacities to scale up and mainstream its global convening. Specifically, the Bank Group should improve its monitoring and evaluation mechanisms to encompass smart information and communication technology tools, geoenabling methodologies, and practical solutions like Third Party Monitoring, which would increase staff face time and amplify operational learning feedback loops. The Bank Group should also continue to forge strong partnerships and collaboration with UNHCR and international civil society organizations, like the International Red Cross and Red Crescent Movement. This would achieve a certain division of labor among organizations working on FCV issues and mitigate the risk of proliferation or engaging in too many areas.

The Bank Group's Convening Effectiveness

Convening around forced displacement is relevant to the Bank Group's mandate. Globally, forced displacement has become an acute crisis with 68.5 million forcibly displaced—comprising 25.4 million refugees, 40 million internally displaced persons, and 3.1 million asylum seekers (figure E.2; World Bank 2017b; World Bank 2018a). About 60 of the World Bank Group's country clients have large, conflict-induced displaced populations (World 2018b). This threatens the institution's ability to achieve its twin goals of poverty reduction and shared prosperity. Consequently, demand for Bank Group convening from the EU, UN, donor countries, other multilateral development banks, and Bank Group's shareholders led the Bank Group to formalize an approach to forced displacement in 2016 (box E.1).

Figure E.2. Forced Displacement, 1990 and 2016



Source: World Bank, Development and Modification Centre, with data from United Nations High Commissioner for Refugees and United Nations Relief and Works Agency for Palestine Refugees in the Near East.
Note: IDP = internally displaced person.

Box E.1. The World Bank Group's Development Approach to Situations of Forced Displacement

In the reports "Forced Displacement and Development" and *Forcibly Displaced: Toward a Development Approach Supporting Refugees, the Internally Displaced, and Their Hosts*, the World Bank highlights a development approach to forced displacement comprising four pillars:

- The socioeconomic aspects of the displaced: Focusing on the socioeconomic aspects of displacement and interventions to address the specific vulnerabilities of displaced populations;
- Host communities: Mitigating impacts on host communities from the influx of refugees and internally displaced persons;
- Medium-term to long-term perspective: Emphasizing medium-term perspectives by developing policies, institutions, and development planning that promote economic opportunities; and
- Partnerships: Creating partnerships with governments, the private sector, civil society, and humanitarian and development actors, especially in areas where the Bank Group does not have a comparative advantage.

Source: World Bank 2016b; World Bank 2017b.

The Bank Group is effective in using its in-house global programs and multidonor trust funds to support innovative and agile solutions. From interviews, internal and external stakeholders believe the in-house Global Program on Forced Displacement enabled the Bank Group to develop innovative responses to forced displacement by supporting refugees and host communities in lower income countries. Recent innovations for agile approaches include condensed preparation procedures for "Situations of Urgent Need of Assistance or Capacity Constraints" (World Bank 2018a, 20). The State

and Peacebuilding Fund's recently streamlined business model is flexible in which themes it covers. This uniquely positions the Bank Group as a convener on many FCV themes including prevention, crisis response, forced displacement, fragile and conflict-affected situation financing, and the humanitarian-development-peace nexus. Moreover, trust fund-supported programs also provide agility in supporting just-in-time collaborations with UN agencies and international civil society organizations.

The World Bank shows varying levels of engagement with humanitarian actors on forced displacement issues. External stakeholder interviews reveal the Bank Group's level of engagement with humanitarian actors varies by country and is often less formal and less systematic than its partnership with UNHCR, which is relatively strong. In some countries, the Bank Group does not engage with humanitarian actors—including key international civil society organizations like the World Food Programme, International Rescue Committee, and International Red Cross and Red Crescent Movement—in its projects or initiatives, despite working in the same sector. However, cooperation between humanitarian and development actors is needed to avoid duplicating efforts and missing opportunities to leverage comparative advantages.

The Bank Group is effective at crowding in resources and conducting analytical work. External stakeholders interviewed for this evaluation believe the Bank Group is effective at mobilizing resources and making resource delivery more predictable. However, they argue the Bank Group's efforts to catalyze private sector resources for forced displacement and FCV situations remains constrained. Interviews also suggest the Bank Group could better leverage the Maximizing Finance for Development approach and the new IDA18 Private Sector Window to engage in situations of protracted displacement. Moreover, case studies show the Bank Group's analytical work builds government awareness of displaced person and host community vulnerabilities. Internal and external stakeholders commend the Bank Group's analytical work for highlighting the problems of forced displacement at the global level. For example, external stakeholders acknowledge the Bank Group's influence over their own policy discussions with governments.

There are varying opinions on the Bank Group's success in translating the global FCV agenda to the country level. The Bank Group's business model of working centrally with governments provides an avenue to encourage country programs to deliver global public goods. However, internal interviews show divergent perspectives on the model's success. Some Bank Group staff believe the Bank Group has the resource capacity to be successful because most FCVs and forced displacement programs are under IDA18 and well resourced. Other staff, however argue the Bank Group's success is limited by political difficulties and a lack of FCV prioritization by some CMUs, which view these issues as either political or humanitarian challenges and, thus, outside the World Bank's mandate. Generally, there is internal consensus that the Bank Group's model gives client governments the leverage to define the scope of the agenda. Bank Group staff also reports difficulties in engaging governments when those governments are the source of displacement or when conflict is ongoing. In such cases,

both internal and external stakeholders suggest humanitarian actors might be better placed than the Bank Group to engage in dialogue.

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¹ Following the joint United Nations–World Bank flagship report, *Pathways for Peace*, the Fragility, Conflict, and Violence Group is pioneering efforts to help countries shift from crisis response to prevention through developing inclusive platforms

Appendix E

Convening on Fragility, Conflict, and Violence

for collective risk monitoring and prioritization at the country and international level and integrating peace and security frameworks with development planning and implementation at the country and regional level.

² Mainly the European Union, National Red Cross Societies in the European Union and Norway, the International Federation of Red Cross and Red Crescent Societies, and the International Committee of the Red Cross.

³ The Humanitarian-Development-Peace Initiative builds on growing recognition that humanitarian, development, and peacebuilding efforts are complementary and need to reinforce each other, to respond to volatile situations around the world

⁴ Prevention of violence is crucial in meeting target 16.1; scaling up the World Bank's response to forced displacement supports Sustainable Development Goal 16.6.

⁵ Mainly Australia, Denmark, France, Germany, the Netherlands, Norway, Sweden, Switzerland, and the United Kingdom.

⁶ To date, the State and Peacebuilding Fund has provided over 130 grants worth \$291 million for work in 37 countries.

⁷ The Global Concessional Financing Facility unlocked more than \$1 billion in concessional financing for Jordan and Lebanon's Syria refugee response and is aiming for an additional \$500 million for other middle-income countries over the next four years.

⁸ The Private Sector Window is being introduced by the International Finance Corporation and the Multilateral Investment Guarantee Agency together.

Appendix F. Convening on Health

The World Bank plays a large convening role in global health issues.¹ The global health ecosystem is complex, with many actors and initiatives with vested interests and competing priorities. This ecosystem shapes the World Bank's convening in health to meet emerging demands and challenges. There is high demand for World Bank convening in health. The wide range of World Bank health-related engagements is a testimony to this demand. The World Bank Group's comparative strengths as a convener in the health sector are its global reach, its expertise in multisectoral and health-related issues, its engagement with client countries, its reputation as a credible advocate, its financing mechanisms, and its quality knowledge work. There is a perception among partners that the World Bank sometimes oversteps its mandate in health. However, this assessment shows more complementarity than competition between the World Bank and the World Health Organization (WHO), the designated United Nations (UN) agency in international public health. Also, the World Bank is often requested to fill health gaps at times of crisis. The World Bank's health strategy is relevant to global health goals, but its convening efforts are not always consistent with its own sector priorities. The high demand and prevalence of health-related funding opportunities contribute to the proliferation of many convening activities. Moreover, there is no formal review process for convening initiatives and no exit criteria that defines when to end less relevant or dysfunctional programs. Still, there are many examples of effective World Bank convening in the health sector and also some areas to improve. Most of the areas that lead to diminished effectiveness could be improved with more strategic selectivity. The World Bank's convening in universal health coverage (UHC) demonstrates many of the strengths and weaknesses of the World Bank's health-related convening.

Convening Context

The World Bank plays a large convening role in global health issues. The global health ecosystem is complex, with many actors and initiatives with vested interests and competing priorities. This ecosystem shapes the World Bank's convening in health to meet emerging demands and challenges. The World Bank has maintained engagement in health issues for more than four decades and is engaged in more platforms, partnerships, and convening events in health than in any other area under its purview. The 1993 *World Development Report: Investing in Health* inspired an unparalleled increase in World Bank health-related development assistance (Blanchet et al. 2014). This unprecedented growth in development assistance into the 2000s provided global and regional collective responses to different health issues related to the Millennium Development Goals. This expansion led not only to a wealth of innovations and increased attention to global health issues but also to a myriad of new global actors and initiatives with competing priorities, and in some cases, duplicated efforts. Experts and thought leaders interviewed for this evaluation were concerned about the lack of a global accountability mechanism to monitor stakeholder commitments in such a complex ecosystem.

Convening Demand

There is high demand for World Bank convening in health. The wide range of World Bank health-related engagements is a testimony to this demand. Interviews with external partners show there is high demand for greater World Bank engagement, especially in issues where the international community invests less or where more complex and multisectoral approaches are required. Within the health sector, stakeholders have come to expect the World Bank to mobilize health financing, support UHC and the One Health Initiative, which involves work to integrate human and animal health; improve child, maternal, and mental health; and reduce noncommunicable diseases, among other areas. External interviewees also expect the World Bank to focus on globalization's impacts on health, from climate change, urbanization, and demographic changes.

The Bank Group's comparative strengths as a convener in the health sector are well understood among different partners. External partner interview sources identified the World Bank's comparative strengths. These include its global reach, its expertise in multisectoral and health-related issues, its consistent and continuous engagement with client countries, its reputation as a trusted and credible advocate that influences agendas, its innovative financing mechanisms to mobilize health resources, its quality knowledge work and piloting, and its ability to convene partners and raise their awareness of and buy-in on shared health sector solutions.

The World Bank and WHO complement each other's activities and do not compete, despite that perception. External partners expect the World Bank to use its comparative strengths to not only lead its own health initiatives but also support WHO's health convening. In some cases, there is a perception among partners that the World Bank oversteps its mandate. Overall, however, this evaluation's review of many partnership programs and other convening initiatives indicates more complementarity than competition among the World Bank and WHO. In fact, most of global health partnerships supported by the Bank Group are jointly convened with WHO and often housed within WHO. This evaluation's social media analysis shows that the World Bank and WHO's online advocacy largely focus on complementary issues. The Twitter analysis also shows WHO's Twitter following is notably larger than that of the World Bank's Health, Nutrition, and Population (HNP) Global Practice (GP), but the World Bank's Twitter account reaches a more diverse group of actors (see appendix I). Also, whereas WHO's communication is oriented inward with strong links to its regional and country offices, the World Bank's communication is more outward oriented. This indicates the World Bank fills health gaps, or "structural holes," by communicating global health issues to a broader range of stakeholders. A prior Independent Evaluation Group evaluation reinforced this using co-citation analysis, finding the World Bank is central in connecting global development actors in health-related online interactions. As such, the World Bank fills a gap by spreading information effectively among relevant actors online (World Bank 2018, 45). However, there is also some criticism of the World Bank's role, especially at the country level, where some stakeholders said the World Bank could share information more frequently, provide more coherent messages, and make stronger efforts to bring "health causes" to the attention of the ministries of finance. At the same time, interview sources also

highlighted good country-level collaboration between the Bank Group and WHO in emergency response, for example during the Ebola crisis in West Africa in 2014.

Internal Perspective

The World Bank's health strategy is relevant to global health goals, but its convening efforts are not always consistent with its own sector priorities. The HNP GP's strategic objectives are in line with the health-related Sustainable Development Goal (SDG) and mostly reflect the World Bank's comparative strengths. The HNP GP's core mission is to accelerate progress toward UHC through health financing, health security, and child, maternal, and neonatal health (HNP GP 2016 strategy update). Since 2014, the HNP GP has engaged in number of new global convening initiatives, most of which are closely related to current sector priorities. That said, the Bank Group's global convening health portfolio is not always consistent with its health strategy because the HNP GP's overall portfolio is much larger and, on the whole, has mixed relevance to these sector priorities. There are number of reasons for such weak alignment, which are outlined below.

Lack of selectivity mechanism at entry and prevalence of health-related funding opportunities contributed to convening sprawl. The HNP GP's sprawling portfolio of global engagements was often driven by emerging demands, its reputation for effectiveness and availability of external funding, which is high in global health, rather than strategic priorities. Although the HNP GP had well-thought-out long-term sector strategies in the past as well, these strategies did not provide criteria to prioritize the World Bank's global engagements. According to the Health Services evaluation (World Bank 2018), in 2017 the HNP GP was involved in over 30 global and regional partnership programs and multidonor trust funds in a wide range of health-related topics, including data, tobacco, nutrition, UHC, vaccine development, and communicable diseases. Some of these programs were initiated three decades ago. This inventory does not even include less formal collaboration efforts, single-donor initiatives, short-term task forces, and other timebound convening support. Before 2014, the HNP cluster, which predates the HNP GP, also received the largest share of funds from the World Bank's own grant-making mechanism, the Development Grant Facility. From 1998 to 2013, about 15 percent of these funds went to building catalytic partnerships in HNP. The presence of the Development Grant Facility resulted in the World Bank participating in more global initiatives of different sizes and relevance. Additional commitments from senior management and staff's entrepreneurial approaches to finance new or ongoing work further expanded health-related convening initiatives into many directions.

There are no formal processes to review convening initiatives nor established criteria for when to exit from less relevant and less effective initiatives. Some World Bank convening programs in health have endured for more than three decades without ever being reviewed for their current relevance to the World Bank's priorities. This is largely because the HNP GP, like other GPs, has no formal criteria and processes to assess its partnership engagements systematically. Moreover, the interviews and desk reviews show that some of the HNP GP's global convening initiatives have clearly become peripheral or lost relevance and are kept mainly to maintain shareholder relationship. Exiting these "legacy"

programs often is very difficult. Failing to disengage from nonperforming or nonrelevant past programs and the rapid expansion of new activities only exacerbates the convening sprawl described earlier.

Staff and budget resources are not sufficient to effectively manage all global convening activities. Annually, the HNP GP allocates 23 percent of its budget to global engagements, which includes convening and other global activities,² across seven solution groups.³ This is one of the highest percentages across all GPs. Despite this, some staff raised concerns in interviews that these budgets, and the related staff time, are not sufficient to effectively manage all global convening activities. In addition to staff time from technical-level staff, global convening also requires the attention of high-level staff. For example, the World Bank is represented on the committees or governing boards of 22 of the 25 health partnership programs, often by the HNP GP's senior managerial staff. In nine of these partnership programs, the highest-level staff—including the GP's vice president and senior director—represent the World Bank; and in the rest, lead or senior-level health specialists represent the World Bank. To accommodate such demand and to optimize their contributions, managers informally prioritize where to direct staff time. In the end, the proliferation of convening initiatives makes it practically impossible to perform global roles equally well, despite the good intentions to do so.

How Does the World Bank Convene around Health?

The World Bank leads or supports long-term convening efforts and provides short-term services, often in data and knowledge, to catalyze collective action. Among those they design and lead are global initiatives such as the Global Financing Facility, Pandemic Emergency Financing Facility, and Human Capital Project. These initiatives receive strong senior management support, include robust monitoring frameworks, and have established strong links with the Bank Group country programs—all factors that contribute to successful convening. That said, each of these initiatives is relatively new, so long-term success and sustainability are, as yet, unknown. The World Bank also supports, or co-convenes initiatives led by partners, primarily UN agencies like WHO, bilateral partners, private foundations, or civil society organizations. In these co-convening efforts, the World Bank is often asked to design partnerships, mobilize resources, provide trustee services, implement activities at the country level, or provide permanent or temporary secretariat services. Such long-term global programs, particularly those housed outside the Bank Group, tend to have weaker links to the World Bank's country programs than the initiatives the World Bank leads and prioritizes. The World Bank also provides short-term convening, usually through data and knowledge services. These services are usually timebound and used to inform high-level meetings—such as G-7 or G-20 meetings—and promote shared understanding among stakeholders on relevant issues. In many cases, this analytical work is used to promote deeper collaboration and long-term implementation-oriented partnerships. In other cases, analytical work may never be integrated into longer-term mainstream work.

How Effectively Does the World Bank Convene around Health Issues?

There are many examples of effective World Bank convening in the health sector. According to interviews, external evaluations, and Independent Evaluation Group partnership program reviews, the World Bank was critical in convening global and regional platforms and programs on communicable

diseases and child and maternal health. For example, the World Bank co-founded and mobilized resources for the Stop Tuberculosis (TB) Partnership. The Stop TB Partnership designed Global Plans to Stop TB, increased tuberculosis commodity supplies, and developed TB REACH, which promotes innovative approaches to case detection (CEPA 2015). Moreover, the World Bank set up and managed the International Finance Facility for Immunization and the Advanced Market Commitments, two financial vehicles that provide predictable resource flows to Gavi, the Vaccine Alliance, for immunization. The Bank Group also successfully co-convened the International Health Partnership (IHP+) platform, which supports coordinated approaches among the client countries and global partners for country-level health challenges. The IHP+ created a common framework to assess national or disease-specific strategies, although it did not significantly improve donor coordination (Ofosu, Enemark, and Sonderstrup 2016).

The World Bank has effectively convened around strategic priorities through sustained engagements. The World Bank has maintained long-term engagement at the global and country levels in most of its health sector priority areas, which include health financing, health security, and child, maternal, and neonatal health. For example, the World Bank has been convening the Partnership for Maternal Newborn and Child Health since 2005. The platform now supports the UN secretary-general's Global Strategy for Women's, Children's and Adolescents' Health (2016–30). In 2015, the World Bank launched the Global Financing Facility, a health financing platform to support the same agenda at the country level. However, the World Bank's engagement in health security and dealing with infectious disease epidemics has not been as sustained or consistent since 2007, when it declared health security issues strategic priorities. It was not until 2014 that the Ebola outbreak compelled the World Bank to again rethink its engagement and, as a consequence, in 2016, the World Bank convened the Pandemic Emergency Financing Facility. This facility creates the first-ever insurance market in low-income countries for pandemic risks, to prevent disease outbreaks from becoming pandemics. Another health security area the World Bank has convened was the Global Program for Avian Influenza Control and Human Pandemic Preparedness and Response. This program provided resources and coordinated responses for avian flu challenges from 2006 to 2013.

External partners and global health experts suggest there are several areas where the World Bank could improve its convening effectiveness. First, the World Bank often maintains convening initiatives but minimizes its engagement over time, diminishing effectiveness. As discussed, the World Bank is often successful at launching initiatives, but support for these initiatives fades once they become less relevant or lose funding. External partners perceive these cases as signs of weak commitment. In other cases, World Bank engagement diminishes because of governance changes beyond the control of the institution. For example, in the Global Fund to Fight AIDS, Tuberculosis and Malaria (Global Fund), which the World Bank helped establish, partners created more formal governing mechanisms that significantly limited the World Bank's role. This pattern is common within programs the World Bank helps establish through financial intermediary funds. Second, the Bank Group could make more efforts to communicate externally its positions on contentious issues, for example, the role of private sector in UHC. Third is the common perception that the World Bank makes too many commitments,

eager to jump from one initiative to the next but showing little interest to deeply engage in or close past commitments. Fourth, interviewees felt the World Bank could be more effective in delivering cross-cutting, multisectoral approaches to areas that require them, such as nutrition, food security, or the One Health Initiative. Fifth, external partners believe the World Bank could do more to integrate global health issues, particularly those led by partners, into policy dialogues with the ministries of finance.

Most of the areas that weaken effectiveness could be improved with more strategic selectivity. The largest number of interviewees, who discussed the selectivity issue, cited the weak selectivity of the World Bank in the health sector and in environment (appendix K). In interviews, partners urged the World Bank “to look critically at what can or cannot be done before taking a new commitment; to look critically at existing partnerships: what value do they add?” and “to have the courage and authority to ‘pull the plug’ when the initiative is not delivering.” Greater selectivity would allow for deeper engagements and country-level implementation links to improve convening effectiveness.

A Case Study of World Bank Convening on Universal Health Coverage

The World Bank is uniquely positioned to help WHO and others achieve SDG 3’s target of UHC.⁴ WHO defines the three pillars of UHC as (i) financial protection: “Establishing systems for fair, efficient and sustainable financing for HNP outcomes”; (ii) service provision: “Ensuring equitable access to affordable, quality HNP services”; and (iii) healthy societies: “Harnessing the potential of other sectors to strengthen HNP results and generate global public goods” (WHO 2010). Partners see the Bank Group as particularly well placed to lead on the financial protection pillar because of its sustained focus since the 1980s on health financing for country-level health systems. That said, the Bank Group can also contribute to other pillars through its cross-sectoral work and experience in service delivery.

Overall, the World Bank has contributed to UHC by participating or leading relevant global initiatives. The Bank Group started to promote UHC in 2013 with WHO and other partners and strong additional financial support from donors, such as Japan and the Gates Foundation. These joint efforts were pivotal in making UHC a central goal for SDG 3. Since then, the World Bank has engaged in three broad types of convening to promote UHC: (i) convening coordination platforms; (ii) improving UHC’s measurements and evidence base; and (iii) advocating for UHC through knowledge sharing activities (see table F.1).

The World Bank showed agility by quickly filling an important coordination gap in UHC efforts. Since 2007, the IHP+ was the preferred platform for convening national and global partners to improve development cooperation in health. The goal of the platform became less relevant in the SDG context, since the international community’s focus shifted from development aid coordination to domestic resource mobilization for SDGs. However, when IHP+ lost relevance, rather than abandon it, the World Bank, in collaboration with WHO, transformed it into the UHC2030 platform, which is more focused on advocating for UHC and improving collaboration to strengthen health systems. Transforming IHP+ to UHC2030 allowed the international community to use an already functioning

platform with a secretariat and wide stakeholder participation for UHC goals, instead of creating a new supporting structure.

Stakeholders perceive the World Bank's convening support to the UHC2030 platform as weak, which will likely undermine the platform's importance. They say the World Bank's convening performance on UHC2030 has diminished since 2016, citing the World Bank's shifting focus to the Global Financing Facility, a major multistakeholder partnership launched by the World Bank about the same time. The common perception is this shift reduced the World Bank's high-level support for the UHC 2030 platform, although the leadership from WHO is also considered uneven. Stakeholders also perceived the Bank Group as contributing limited resources and staff time to UHC2030. This perception has endured despite the World Bank relocating senior technical staff to Geneva in 2018 to work on the platform and HNP GP's collaboration with Gavi and the Global Fund. Partners appreciate this step as an indication of the World Bank's commitment. But they also argue that physical presence may not be enough. Says one key health partner: "It is critical to have the institutional backing, not to have an isolated representative, and this is yet to be seen." Some key stakeholders of UHC2030 expressed concern that the World Bank's global convening role is overshadowed by limited resources and, particularly, limited staff time allocated for those tasks. Another key partner states: "We all look for the World Bank leadership, but the staff in the World Bank is overstretched. The mandate to convene is on the top of the daily work they are supposed to do. You cannot expect quality convening and consistency in global role with such attitude and distribution of resources." In light of the perceived weak support from the World Bank and some key bilateral partners, the UHC2030 platform is more likely to become a technical-level partnership that provides inputs to different UHC workstreams but fails to fill higher level coordination and accountability gaps.

The Bank Group's UHC convening events are useful but have weak follow-up. The UHC Financing Forums and the UHC (biennial) Forums are the most prominent global initiatives co-convened by the World Bank around UHC in the last three years. The UHC Forum's goal is to mobilize political support to accelerate UHC and SDG progress, including improving health security and pandemic preparedness. The three UHC Financing Forums since 2016 were held during Bank Group–International Monetary Fund Spring Meetings so countries and partners can shape a joint agenda on sustainable UHC financing, advocacy, and knowledge sharing. These forums brought together over 300 participants, including the heads of governments, ministers of finance and health, and senior representatives from civil society organizations, think tanks, academia, and bilateral and multilateral institutions. The HNP GP's Twitter analysis also showed both events were accompanied by strong social media outreach. The UHC Forum participants—including the heads of the UN, WHO, and the Bank Group—signed a political declaration that recognizes the importance of UHC goals. However, both forums were described by some key partners interviewed for this evaluation as one-off events that provide little value beyond knowledge sharing. They say the lack of intentionality, poor follow-up, and weak connections to the Bank Group's core country-level work are shortcomings (see table F.2).

Appendix F Convening on Health

Greater selectivity would reduce the uncontrolled expansion, or sprawl, of Bank Group–supported global initiatives related to UHC. The Bank Group’s greater selectivity would also have a positive impact on the fragmented global health ecosystem. In addition to the UHC2030 platform and UHC forums, the World Bank also formed the 5G partnership, which includes the Bank Group, WHO, Global Financing Facility, Gavi, and Global Fund. More recently, the World Bank co-convened the 4G partnership with the same partners except WHO. According to key stakeholders, the World Bank’s follow-up in all these new commitments is inconsistent because of limited staff time and resources. Although each of these initiatives may be relevant, stronger prioritization is needed for HNP GP to avoid spreading its UHC convening efforts too thin. Partners embrace the World Bank’s and other stakeholders’ strong drive to coordinate their actions around delivering UHC. However, they say more thinking is also required on how all these different initiatives fit in the broad global health architecture.

Table F.1. World Bank Group Global Convening on Universal Health Coverage

Purpose of Convening	Convening Mechanisms	World Bank Group Roles	
Advocacy and coordination for shared understanding; shared solutions	Formal and Informal partnerships: <ul style="list-style-type: none"> • UHC2030 coordination platform (International Health Partnership 2007–16) • 4 Gs (World Bank Group, Global Fund, Gavi, Global Financing Facility) • 5 Gs (Bank Group, WHO, Global Fund, Gavi, Global Financing Facility) 	Co-convenor	
	Timebound initiatives: <ul style="list-style-type: none"> • Joint U.S. Agency for International Development–Bank Group Annual Forum on Financing UHC (2016, 2017, 2018) • UHC forum (jointly convened Japan, WHO, United Nations Children’s Fund, World Bank) • UHC Financing Advisory Committee in preparation for the G-20 2019 meeting 	Co-convenor Acts as a knowledge broker Fills structural holes, connects networks	
	Knowledge production and data to promote accountability for collective action	<ul style="list-style-type: none"> • Primary Health Care Indicators Initiative • WHO–Bank Group joint UHC monitoring report (2015, 2017) 	Fills knowledge gaps/tools
		Timebound initiatives: <ul style="list-style-type: none"> • Lancet Commission on Health Systems Strengthening • Joint World Bank–IMF working group on health financing (2018) • Africa UHC Action Plan (Bank Group, WHO, Global Fund) 	
		<ul style="list-style-type: none"> • Global Financing Facility 	Co-convenor for shared solution mechanisms, and implementation at country level
	Investments and country-level platforms		

Source: Independent Evaluation Group.

Note: Global Fund = Global Fund to Fight AIDS, Tuberculosis and Malaria; UHC = universal health coverage; WHO = World Health Organization.

Table F.2 World Bank Group Global Convening Events on Universal Health Coverage

Convening Event	Strengths	Weaknesses
UHC Forum (biennial)	Good knowledge exchange, advocacy	Weak connection to Bank Group's mainstream work
UHC Financing Forum (annual)	Convened relevant actors/high-level decision makers Good social media outreach	Lack of intentionality: No clear sense of direction for the participants No follow-through

Source: Independent Evaluation Group.

Note: UHC = universal health coverage.

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¹ Health and nutrition are presented as separate case studies to follow the Sustainable Development Goal (SDG) perspective. Among the SDG goals, nutrition falls under SDG2 and health under SDG3. In the World Bank Group, both areas are part of the Health, Nutrition, and Population (HNP) Global Practice (GP). This review covers the World Bank only (not the International Finance Corporation) because it carries out the lion's share of convening around global health issues.

² The global engagement budget (fiscal years 2016–18) is used as a proxy for the World Bank's funding of global convening initiatives. HNP GP's global engagement budget supported many good examples of convening, such as initiating the Pandemic Emergency Financing Facility, managing the International Working Group on Financing Pandemic Preparedness, supporting a joint Bank Group–World Health Organization conference on mental health during the Spring Meetings in 2016, and developing the HNP flagship course geared toward the external partners.

³ The HNP GP has seven priority themes or global solutions groups: health financing, nutrition, the private sector, delivery science, population and development, service delivery, and healthy society.

⁴ The World Bank's convening on universal health coverage in 2013–18 is selected for this review. The is based on the views of those interviewed for this evaluation (both the key Bank Group staff and external partners). Both groups considered universal health coverage as an important goal that the Bank Group should convene for. The assessment is based on a desk review of program and event documents, the existing evaluative material, and interviews with key Bank Group staff, external stakeholders, and global health experts.

Appendix G. Convening on Nutrition and Sustainable Development Goal 2

The World Bank convenes or participates in partners' convening efforts on nutrition issues, particularly to reduce undernutrition. The United Nations (UN) is the most important convener on nutritional issues because it tends to set the global agenda, while the World Bank and others are also important because of their knowledge, financing, and advocacy work. The World Bank disengaged from the UN's main coordinating mechanism on nutrition, the United Nations System Standing Committee on Nutrition (UNSCN), which has not been effective, almost a decade ago. Instead, the World Bank has initiated other convening efforts, such as the Scaling Up Nutrition (SUN) Movement and participated directly or indirectly with a host of other actors operating in the nutrition space. The World Bank leverages its knowledge and financing capabilities to convene around nutrition and other related targets in the second Sustainable Development Goal (SDG). Globally, it is challenging to tackle nutritional issues effectively due to the multisectoral and multifaceted nature of the issues. There are opportunities for the World Bank to improve its nutrition convening efforts.

How the World Bank Group Convenes on Nutrition

The World Bank Group focuses its nutritional convening mainly on reducing undernutrition. In 2006, the Bank Group positioned nutrition at the top of its global agenda when it launched "Repositioning Nutrition as Central to Development: A Strategy for Large-Scale Action." In 2010 the SUN Movement was launched during the Spring Meetings (more on SUN in the Convening Effectiveness section). In 2012, when Jim Yong Kim became its president, the Bank Group began hosting meetings with private and philanthropic foundations to highlight the role of human capital development, which includes nutrition in early childhood development. In 2015, world leaders adopted SDG 2 to "end hunger, achieve food security and improved nutrition and promote sustainable agriculture." Within this goal, the Bank Group contributes to most of the targets, covering undernourishment and food security, malnutrition, and agricultural productivity. Only recently has the Bank Group begun to work on reducing overnutrition.

The Bank Group frequently convenes or co-convenes around nutritional issues through financing. It does this by providing its own financing or mobilizing financing from partners. International Development Association (IDA) is now the largest contributor to nutrition financing. Development returns on nutrition investments are strong. For example, the 2017 "Investment Framework for Nutrition" with the Gates Foundation developed a road map for policy makers to estimate costs, impacts, and financing scenarios to achieve global nutrition targets. For every dollar invested in this framework, there are between \$4 and \$35 in economic returns, making investing in early nutrition one of the best value-for-money development actions. In 2018, the Bank Group started providing training in this framework to all Regions to improve nutrition investments. These efforts were quoted in external partner interviews as important convening initiatives in the nutrition space. In 2013, the Power of Nutrition fund, a U.K.-registered charity, was created to unlock investments to tackle child

Appendix G Convening on Nutrition and Sustainable Development Goal 2

undernutrition in poor countries. The Bank Group and the United Nations Children’s Fund (UNICEF) were the first implementing partners, unlocking \$155 million and \$5 million in financing, respectively. The Power of Nutrition also seeks private sector investments and provides matching funds for the IDA. Other financing mechanisms include the Global Financing Facility, the Global Alliance for Improved Nutrition, and the Global Agriculture and Food Security Program (GAFSP).

The World Bank is a financial intermediary fund trustee for GAFSP, a \$1.5 billion multidonor investment program that provided grants and blended financing to IDA-only, and IDA-blended, countries after the food price crisis (L’Aquila G-8 in 2009). More than half of GAFSP’s public sector projects include nutrition-related activities, totaling \$193 million. All GAFSP projects report on progress toward SDGs 1 and 2, including measuring change with the Food Insecurity Experience Scale, which has been adopted globally as an indicator for SDG 2 at the country level. GAFSP is among the first initiatives to use this scale at the project level. The World Bank’s Agriculture and Food Global Practice houses GAFSP’s Coordination Unit, sits on GAFSP’s Steering Committee, and is an eligible supervising entity of GAFSP-funded projects. GAFSP’s Coordination Unit participates in other global initiatives supporting nutrition, such as the Committee on World Food Security and the SUN Movement.

The Bank Group also uses knowledge and data to convene partners around nutritional goals. Interviews suggest the Bank Group is good at harvesting nutrition-related information, but its most critical value is sharing information. In 2012, UNICEF, the World Health Organization, and the Bank Group jointly estimated global and regional levels of child malnutrition. These data are used in the multistakeholder Global Nutrition Report and the collaborative annual flagship publication—from the Food and Agriculture Organization, the International Fund for Agricultural Development, UNICEF, World Food Programme, and the World Health Organization—State of Food Security and Nutrition in the World. In October 2018 at the World Bank and International Monetary Fund’s Annual Meeting in Indonesia, the World Bank released the new Human Capital Index as part of its Human Capital Project. The Human Capital Project has three objectives: “to build demand for more and better investments in people; to help countries strengthen their human capital strategies and investments for rapid improvements in outcomes; and to improve how we measure human capital” (World Bank 2018). Moreover, the World Bank’s Agriculture and Food Global Practice, together with the Global Indicators Group, publishes a biannual Enabling the Business of Agriculture report that develops indicators in different business areas related to food systems and convenes groups from 101 countries. The most recent report was published in October 2019.

The Bank Group actively feeds this nutritional data into financing operations. One example of this is the Famine Action Mechanism, which was launched in 2018 by the UN, Google, Microsoft, Amazon, and the International Committee of the Red Cross, and is housed in the World Bank’s Fragility, Conflict, and Violence Global Theme Group. The Famine Action Mechanism focuses on famine prevention, preparedness, and early action. It uses the Bank Group’s data to forecast risks and trigger funding through appropriate financing instruments. With prominent partners in the tech industry, it explores using state-of-the-art technologies, such as artificial intelligence and machine learning, for

more powerful early warnings. It also builds on UN efforts to prevent and address famine risk more systematically. Initially, the Famine Action Mechanism will be rolled out in a few vulnerable countries, but eventually scaled up to provide global coverage.

The Bank Group strategically participates in convening platforms to advocate for collective action around the institution's nutritional targets, particularly ending malnutrition. These platforms include the SUN Movement; the Nutrition for Growth Stakeholders Group; the UN Interagency Task Force on the Prevention and Control of Noncommunicable Diseases; the G-20 Development Working Group; World Economic Forum's Network of Global Future Council on Food, and the EAT Foundation Advisory Board, among others. The World Bank also uses its own Annual and Spring Meetings to amplify nutrition messages.

Convening Effectiveness

The Bank Group works among many institutions in the nutritional landscape. The UN tends to set the global agenda on nutrition. In 2014, the UN General Assembly proclaimed it the United Nations' Decade of Action on Nutrition (2016–25) to eradicate malnutrition. This was led by UN agencies Food and Agriculture Organization, World Health Organization, World Food Programme, and International Fund for Agricultural Development and coordinated by the UNSCN. However, the Bank Group withdrew from the UNSCN in 2010 because the committee had been ineffective in its coordinating function over a decade. Instead, the Bank Group co-created the SUN Movement at the 2010 Spring Meetings. The Bank Group participates in the UN's Interagency Task Force on Non-Communicable Diseases, but not proactively. The Bank Group was a founding partner in 1971 of the Consultative Group for International Agricultural Research, a network of 15 independent, nonprofit agriculture research centers, which includes the International Food Policy Research Institute. The World Bank has chaired this organization's governing body since its establishment (see box C.1). The Bank Group also developed a fruitful partnership in nutrition convening with the Gates Foundation, which has high financial capacity and is aligned strategically with the World Bank. Box G.1 summarizes nutrition initiatives in which the Bank Group participates but that are convened by others.

Box G.1. Convening Initiatives the World Bank Group Participates in but Does Not Lead

- The World Bank Group participates in the G-20 Development Working Group, which prioritizes early childhood development, including malnutrition and childhood obesity.
- The World Bank is a member of the Committee on World Food Security, an intergovernmental food security platform, revamped in 2009 to be a more inclusive platform of governments, civil society organizations, and the private sector.
- The World Bank was a partner and a trustee (ex-officio member) of the Global Alliance for Improved Nutrition until 2012 when the program converted to a financial intermediary fund. This alliance mobilizes public-private partnerships and provides financial and technical support to bring nutritious foods to people at risk of malnutrition. It was developed at the UN's 2002 Special Session of the General Assembly on Children.
- The World Bank contributes annually, with the Gates Foundation and U.K. Department for International Development, on the Global Nutrition Report. Specifically, the World Bank supports Global Nutrition Report's financing and dissemination.
- The World Bank participates in the Nutrition for Growth Stakeholders Group. The group is led by U.K. Department for International Development, the Brazilian and Japanese governments, leading philanthropic foundations and civil society organizations to secure commitments to reduce malnutrition. The Nutrition for Growth Summit takes place every about three years; the first was in the United Kingdom in 2013, the second in Brazil in 2016, and the next is planned for Japan in 2020.
- Since 2013 the World Bank is a side participant in the United Nations Interagency Task Force on the Prevention and Control of Non-Communicable Diseases led by the World Health Organization.
- Since 2017, the Bank Group co-chaired the World Economic Forum's Network of Global Future Council on Food.
- The World Bank's Vice President for Sustainable Development is one of the ambassadors of the Food and Land-Use Coalition. This coalition convenes civil society organizations, investors, the business sector, and governments working toward sustainable food production, reduced greenhouse gas emissions, biodiversity protection, and sustainable water use and rural livelihoods.
- Since May 2017, World Bank senior management participates on the EAT Foundation Advisory Board. Since 2014, the EAT Foundation has worked on transforming food systems. In 2018, Dr. Kristalina Georgieva, the Bank Group's CEO, attended the EAT Foundation's annual forum. The EAT-Lancet Commission published the *EAT-Lancet Report on Healthy Diets from Sustainable Food Systems* and in 2019 the World Bank Agriculture and Food Global Practice convened a flagship event to draw attention to this work at the Spring Meetings. The World Bank is working with the United Nations Children's Fund's 2019 flagship report, *The State of the World's Children*, which has theme "Children, Food and Nutrition," and in fiscal year 2019 the World Bank Agriculture and Food Global Practice convened a flagship event to draw attention to this work at the Spring Meetings.

Source: Independent Evaluation Group.

The SUN Movement is an example of the Bank Group's effective convening. At the 2010 Spring Meetings, the World Bank and Gates Foundation, together with other partners, created the SUN Movement, a multisectoral global platform to end malnutrition by 2020. The Gates Foundation provided initial funds with the Japanese, Canadian, and U.S. governments. At the same time, the Bank Group launched the preliminary study "2010 Scaling Up Nutrition: What Will It Cost?" The SUN Movement is a multisectoral multistakeholder platform uniting donors, businesses, researchers, UN agencies, international organizations, and 60 SUN country governments. Its Principles of Engagement guide stakeholder actions. The World Bank is still an active member, sitting on its Executive Committee and Lead Group. Its Monitoring, Evaluation, Accountability and Learning system was established in 2016. Interviews reveal that the SUN Movement transformed the way nutrition efforts are executed by creating a multisectoral multistakeholder platform. Overall, the SUN Movement has proven its relevance and galvanized momentum in reducing malnutrition. The main value added from the World Bank's engagement in the SUN Movement is a multisectoral perspective. Most actors in the nutrition discussion approached the issue from either the food and agriculture perspective (Food and Agriculture Organization, the International Fund for Agricultural Development, World Food Programme) or the direct nutrition intervention perspective (UNICEF). Those divisions exist within the World Bank as well, but the World Bank is one of the few organizations that can bring together expertise in income generation, safety nets, agriculture, education, health, and nutrition—all essential to address the challenge of malnutrition. The World Bank's involvement led to the articulation of nutrition-sensitive interventions to accompany the direct nutrition interventions. However, according to a 2015 evaluation, the SUN Movement has seen limited progress in mobilizing and scaling up financing for nutrition. Its 2018 midterm review also found the need to increase investments by both SUN member countries and international partners in nutrition-specific and nutrition-sensitive measures. It also found the platform needs to improve mutual accountability among the various actors in the SUN Movement. SUN members that are significantly dependent on international assistance are more rigorously assessed than those providing funding. The evaluation also found a need to improve the relevance of the movement to its members by focusing on obesity in the developing world along with undernutrition. The stakeholders interviewed for this evaluation expect the World Bank's continuous strong support to the SUN Movement, including in country-level nutrition financing.

There are several shortcomings and opportunities for the World Bank to improve in its nutrition convening efforts. These include the following:

- The Bank Group must be strategic and focused in its nutritional convening efforts, given the limited staff and resources dedicated to these activities.
- Nutritional convening should be less dependent on trust fund financing, which can make convening less strategic.
- The World Bank could simplify its operating structure on nutritional issues. Complexity was frequently mentioned in external partner interviews as hampering the Bank Group's convening power. The Health and Nutrition Global Practice leads nutrition work, Agriculture

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and Food Global Practice works on food systems, and other parts of the World Bank's contribution to other nutrition-related themes. This complexity means the Bank Group does not convene in one unified voice, making it difficult to convene and coordinate.

- The World Bank should clarify the criteria for global engagement colleagues performing operations and operational units performing global engagement.
- According to external stakeholders, the World Bank should not be a neutral convener like the UN, but a more vocal proactive advocate on issues it believes merit special attention.
- The World Bank should better leverage nutritional data to encourage collaboration with potential partners.
- Internal and external stakeholders say the Bank Group can expand its focus to include overnutrition and noncommunicable diseases.
- To better implement global strategies, the Bank Group needs multisectoral rather than thematic experts at the country level, according to some external partners.
- The World Bank should better track its convening efforts. Secure Nutrition, the online knowledge platform that was tracking nutrition-related convening efforts by the World Bank and others, was closed in 2018. The UNSCN also tracks efforts, but usually only those within the UN's Decade on Nutrition 2016–25.

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Appendix H. Convening on Education

The demand for World Bank convening on education is high in areas that require strong coordination and implementation capacity and low in areas where the World Bank is not the established leader or lacks a clear mandate. There is high demand for the World Bank to convene partners to (i) finance education; (ii) improve education systems; and (iii) strengthen the education sector's humanitarian-development nexus in emergency contexts. In these and other cases, the World Bank may lead the convening or support another institution's convening, depending on each institution's comparative advantage. The World Bank's convening power is constrained because of limited resources and some external questions about its credibility in certain education themes. That said, the World Bank's convening around education tends to be strategic in its objectives and in how it chooses its convening activities, even if informally.

Demand for World Bank Convening

The World Bank can play a convening role through education financing. Stakeholder interviews reveal that the World Bank has a convening role to play through financing education both domestically and internationally. Stakeholders say the World Bank has an advantage in financing domestic (or country-level) education because of its country model and its access to, and coordination with, ministers of finance. This access places the World Bank in a privileged position to advocate for increased domestic financing for education compared with other bilateral actors, which provide grants and typically liaise with ministers of foreign affairs, and multilateral actors, like United Nations (UN) agencies, which do not provide financing and therefore rarely work with ministers of finance. Interviews suggest the Human Capital Project is the World Bank's primary convening initiative aimed at increasing domestic financing for education, though it is probably too early to judge its success. Interviews also suggest the World Bank can support the design and implement initiatives that increase international educational aid, such as the International Finance Facility for Education (IFFEd).

There is stakeholder demand for the World Bank to improve educational outcomes by improving educational systems. Several stakeholders said the developing world is suffering from a learning crisis and that donors must ensure education investments translate into concrete learning outcomes. By and large, these stakeholders think the World Bank can lead in this area since few other organizations have the World Bank's reach and implementation capacity. This comparative advantage allows the World Bank to convene around improving education systems at the country level.

There is demand for the World Bank to convene around the humanitarian-development nexus, but not to convene in solely humanitarian issues. Different agencies, like the UN High Commissioner for Refugees and United Nations Children's Fund,¹ are leaders in humanitarian issues and better placed than the World Bank to deliver education services during humanitarian emergencies. There is a general consensus that the World Bank does not have a comparative advantage or clear mandate in this respect and should refrain from engaging in this area. However, there is stakeholder demand for the World Bank to convene around strengthening the humanitarian-development nexus for the

education sector in emergencies. In other words, the World Bank has a comparative advantage when short-term emergency challenges transition into longer-term development needs.

World Bank Convening Roles

The World Bank plays a leading and supporting role when convening in the education ecosystem. More specifically, the World Bank leads in reforming education systems, measuring education systems' performance, and measuring human capital. In these cases, the World Bank leads because it is an industry leader with specific comparative advantage. When the World Bank supports convening, or does not lead, it is usually because other actors have a mandate or are better established in a specific field than the World Bank. Or, it could be that these actors were the first to successfully diagnose and propose concrete solutions to particular problems. Areas in which the World Bank plays a supporting role in convening include mobilizing international education financing, developing education statistics, and measuring learning outcomes. The subsequent paragraphs will examine each of these leading and supporting roles.

The World Bank plays a leadership role in convening to reform education systems. This is an area where the World Bank's country-driven model gives it a distinct comparative advantage. Operationally, the World Bank increasingly focuses its financial and technical aid on system reforms that promote learning outcomes. More specifically, the World Bank helps countries build national capacity to govern and manage education systems, implement quality and equity standards, measure system performance against national education goals, and support evidence-based policy making and innovations. Also, the World Bank is a member and implementing agency for the Global Partnership for Education, which supports developing country governments create quality education sector plans.

The World Bank leads a convening program that measures and benchmarks education systems' performance and supports convening through knowledge generation on "what works" in education. Specifically, the World Bank leads the Systems Approach for Better Education Results program, which is recognized in interviews as the main tool for benchmarking education systems. Specifically, the program collects comparable data on the policies and institutions of education systems around the world and benchmarks them against good practices. Additionally, through the Strategic Impact Evaluation Fund, the World Bank has carried out rigorous evaluations on promising accountability programs that aim to strengthen the quality of education.

The World Bank leads convening efforts to measure human capital. Together with the Organisation for Economic Co-operation and Development, it develops comprehensive approaches to measure human capital. Two World Bank initiatives stand out in this respect. The first is the Skills Toward Employability and Productivity Program. The purpose of the program is to identify policy and institutional implications of improving training and education effectiveness to meet the demand for labor market skills. The second initiative is the recently launched Human Capital Project, intended to improve human capital measurements.

The World Bank supports convening efforts to increase international financing for education. In recent years, the UN-chaired Education Commission has played a leadership role in diagnosing and quantifying the international education financing gap. Moreover, the commission established IFFEd, an international mechanism to finance education. The World Bank played a supportive role in IFFEd's development, the details of which are described in box H.1.

The World Bank supports UN convening to develop education statistics. The UN Educational, Scientific and Cultural Organization, through its Institute for Statistics (UIS), creates internationally comparable education data and is the custodial agency for indicators related to Sustainable Development Goal 4 on quality education. UIS's mandate reflects international trust in its data based on its history of methodological work and standard setting with technical partners in every region and with national line ministries and statistical offices. The World Bank closely collaborates with UIS to generate and collate education data through concrete initiatives such as EdStats.²

The World Bank plays a leading role in terms of providing capacity building support to countries for measuring learning outcomes. The World Bank is not a leader in terms of conceptualizing and implementing international education assessments. This task is crowded with actors that have a longer tradition in this field than the World Bank. International assessments are critical for benchmarking countries' education performance; however, they leave important gaps since they are only done periodically, very few developing countries participate, sample sizes are too small to provide any disaggregation below the national level, and there is limited capacity building associated with them. To fill these gaps, the World Bank provides support to build national capacity for conducting and using learning assessments. For instance, the World Bank leads the READ initiative, which strengthens country capacity to assess student learning. Additionally, through its operations, the World Bank provides support to countries for conduct learning assessments.

Constraints to World Bank Convening Power

The World Bank's education-related convening capacity is constrained by limited resources. Internal World Bank stakeholders perceive convening activities as an unfunded mandate. In the absence of adequate World Bank funding, the Education Global Practice relies on trust funds to finance global engagements activities. The World Bank budget allocation for global engagements is not perceived in interviews as adequate given the demands on the Education Global Practice's convening. On average, for fiscal years 2015–18, it received a \$2.7 million budget allocation per year for global engagements. In contrast, trust fund allocations for global engagements were \$3.2 million per year for the same period.

Some stakeholders believe the World Bank is not impartial and lacks credibility to convene around certain education topics. For instance, external interviews suggest the World Bank lacks the legitimacy to convene around teachers' issues. Based on extensive research of policy documents, including the 2018 *World Development Report: Learning to Realize Education's Promise*, the World Bank Group has identified several teacher policy goals: (i) attract the best teachers; (ii) motivate teachers to

perform; (iii) provide more effective teacher training; and (iv) improve metrics to support teaching. These goals suggest the World Bank is in a good position to convene around teacher issues, but many stakeholders perceive the World Bank's thinking on teacher issues as too "market oriented" or "proprivatization." As a result, these stakeholders are often reluctant to participate in World Bank convening efforts. The bottom line is the World Bank should be mindful of how stakeholders perceive it and perhaps, in some occasions, play a less visible role.

Convening Selectivity

The World Bank's convening efforts in education are aligned with its education strategy. According to internal strategic documents (Education Strategy 2011), the World Bank focuses its education efforts in two strategic directions: (i) reforming education systems at the country level and (ii) building a high-quality knowledge base for education reforms at the global level (World Bank 2011). Interviews with World Bank staff confirmed these priorities, adding that "increasing international and national education financing" requires global collective action. World Bank convening efforts in education are generally consistent with these strategic priorities. The Systems Approach for Better Education Results tool is the World Bank's main contribution for establishing a high-quality knowledge base for global education reforms. The tool generates common understandings of what needs to be done to improve education systems. World Bank support for IFFEd is also aligned with increasing international education financing. Meanwhile, the World Bank's Human Capital Index is aligned with increasing country-level education financing.

Several principles guide the World Bank's global engagements in education. These criteria are not articulated in formal documents but were articulated informally by staff in interviews for this evaluation. These include the following:

- Engagement is warranted only in those areas where the World Bank can clearly add value. When probed about what "adding value" means, staff said it occurs when (i) the World Bank has a comparative advantage; or (ii) the global engagements can be translated into World Bank country programming.
- Engagement happens when requested by Bank Group senior management. The Human Capital Project is mentioned as an example of such requests.
- Engagement should happen only if it avoids fragmentation. For instance, the World Bank declined to formally participate in the Education Cannot Wait initiative because they decided it had a humanitarian focus, in which the World Bank does not have a comparative advantage.
- Engagement is warranted when it produces a global public good and a concrete output. As such, staff avoids convening when the engagement is time consuming and lacks concrete outputs. For instance, World Bank staff minimized their participation in the Sustainable Development Goals Education 2030 Steering Committee because they said it lacked

concrete outputs. In contrast, staff prioritized engagements with UIS because it created an education database, which is a concrete output that provides a global public good.

Convening Effectiveness

The Bank Group is more successful at convening donors from the global North than recipients from the global South. Usually, organizations from rich countries, or donors, “set the table for dinner” while organizations from poor countries are only “invited to dinner.” This means that many convening initiatives are not authentic, diminishing their effectiveness. For instance, the Fast Track Initiative’s [FTI] 2010 midterm evaluation found the FTI was a donor-led initiative with very little involvement in its design from partner countries. In this sense, the evaluation found that, as of 2010, the FTI remained a collaboration among donors rather than a genuine partnership where partner countries were involved in financial decisions with donors (CE, Mokoro Ltd., and OPM 2010, xxi).

Convening is often successful at raising funds and awareness and unsuccessful at improving country systems to deliver quality education. For instance, the 2010 FTI evaluation also found that, in a number of countries, the FTI focused on the endorsement process of education sector plans but that convening and follow-up activities were very weak (CE, Mokoro Ltd., and OPM 2010, 11).

Box H.1. The World Bank’s Ability to Convene the International Finance Facility for Education

The world is experiencing a learning crisis. The Education Commission, chaired by the United Nations Special Envoy for Global Education, issued an influential report, *The Learning Generation: Investing in Education for a Changing World*. The report identified an urgent and ever-worsening learning crisis that, if left unaddressed, would leave half the world’s 1.6 billion children and youth out of school or failing to learn by 2030. To reverse this trend will require mobilizing more money for education. The commission’s vision for this “learning generation” will require education spending to rise from \$1.2 trillion per year to \$3 trillion by 2030 (in constant prices) across all low- and middle-income countries. To achieve this investment plan, the commission recommended increasing domestic and international education financing. This requires two actions:

- First, leaders should mobilize more domestic resources for education. The commission’s investment plan calls for low- and middle-income countries to increase domestic public expenditures from an estimated \$1 trillion in 2015 to \$2.7 trillion by 2030, or from 4 to 5.8 percent of gross domestic product. This would require a 7 percent annual growth rate in public education spending.
- Second, the international community should increase international financing of education. The commission estimated that international financing for education should increase from an estimated \$16 billion per year to \$89 billion per year by 2030. These funds would cover, on average, half of low-income countries’ education costs.

To address this international financing gap, the commission recommended multilateral development banks establish an education investment mechanism. This led to the creation of the International Finance Facility for Education (IFFEd). The Education Commission approached the World Bank and other multilateral development banks, including the Inter-American Development Bank, Asian Development Bank, and African Development Bank, to implement IFFEd.

The World Bank experienced some internal dissonance when deciding to support IFFEd. The Education Global Practice was enthusiastic about the idea, which senior management publicly supported. Other parts of the World Bank were hesitant, believing IFFEd may not be such a good idea and that the World Bank already hosts too many financial intermediary funds. This internal dissonance caused delays, and key partners complained the World Bank did not act fast enough and took long to make decisions. However, it should be noted that the Education Commission had undertaken substantial design work prior approaching the World Bank. Some delay was caused by the World Bank doing its own due diligence and recommending alternatives that had not been considered before.

Source: Independent Evaluation Group.

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¹ The United Nations Children's Fund recently launched the Education Cannot Wait initiative to deal with education in emergency situations.

² EdStats is comprehensive data and analysis source for key topics in education such as access, completion, learning, expenditures, policy, and equity. Data sources include administrative country data from the United Nations Educational, Scientific and Cultural Organization Institute for Statistics ; international learning assessments (the Programme for International Student Assessment, the Trends in International Mathematics and Science Study, the Progress in International Reading Literacy Study, the Programme for the International Assessment of Adult Competencies, and the Early Grade Reading Barometer) and three regional learning assessments (the Southern and Eastern Africa Consortium for Monitoring Educational Quality, the Programme for the Analysis of Education Systems, and the Latin American Laboratory for Assessment of the Quality of Education); World Bank databases, household surveys such as the Living Standards Measurement Study, Demographic and Health Surveys, and the Multiple Indicator Cluster Survey.

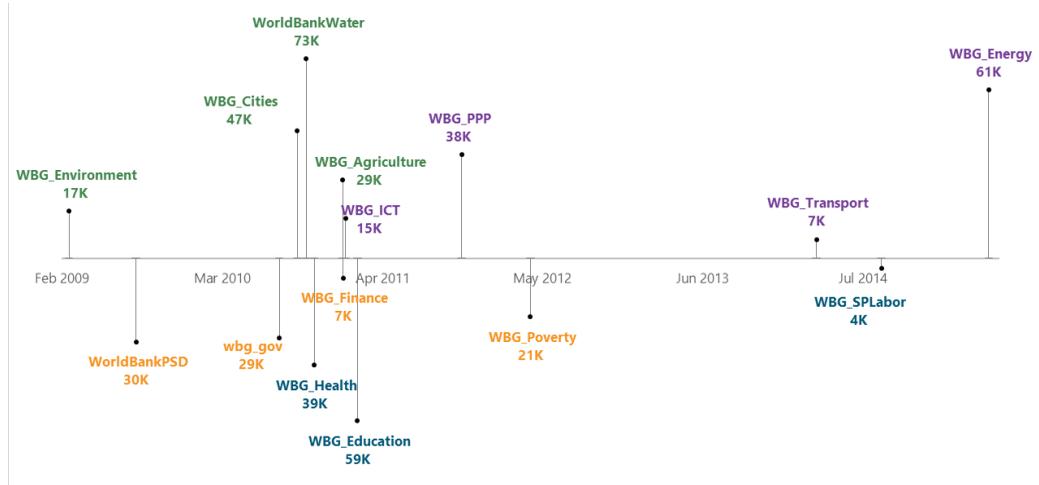
Appendix I. Analysis of the World Bank Group's Twitter Use

The World Bank Group uses a range of social media tools to communicate and engage with relevant stakeholders. There are more than 200 social media accounts on Twitter, LinkedIn, and Facebook that are affiliated with the Bank Group, including corporate accounts and individual accounts of staff and senior management. Most of these accounts were created after 2010. All World Bank Global Practices (GPs) have active Twitter accounts, except for the Macroeconomics, Trade and Investment GP. This note analyzes how the Bank Group uses social media to advance the 2030 development agenda. Specifically, it analyzes the Bank Group's social media use on various Sustainable Development Goals (SDGs) and provides insights into the social media use of other key players. The sections below present a comparative analysis of the Bank Group's social media use in terms of the following metrics: (i) audience size; (ii) relevance of accounts; and (iii) reach and visibility. A final section (iv) shows differences between United Nations (UN) agencies' and the Bank Group's accounts.

Audience Size

The Bank Group has greater online activity and visibility than other development banks but less than UN agencies. The Bank Group's decentralized approach to online communication, which includes many accounts and channels, creates wide visibility. For example, on average, the various GPs have 28,700 followers each. Figure I.1 shows the number of Twitter followers for each GP. Likewise, a few individual accounts are also highly popular. For example, former Bank Group president Jim Yong Kim's account engaged more followers than corporate accounts. A number of other individual accounts are also very popular, although this analysis mainly focuses on corporate accounts. Compared with the Bank Group, UN-affiliated accounts have much bigger audiences. The comparison of UN and Bank Group accounts from the same sectors shows that UN accounts sometimes have audiences 40 times larger than Bank Group accounts. UN accounts also post more often: sometimes twice as many posts per day as Bank Group accounts. Table I.1 shows the number of tweets and followers of the Bank Group, UN, and European Investment Bank, respectively.

Figure I.1. Followers and the Year the Account Was Created (number)



Source: Independent Evaluation Group Twitter analysis.
 Note: ICT = information and communication technologies; PPP = public-private partnerships; PSD = private sector development; WBG = World Bank Group.

Table I.1. Twitter Followers and Tweets of the World Bank, the United Nations, and the European Investment Bank

Organization's Account	Twitter Followers	Tweets since Creation	Account's Creation Date
World Bank	2,900,000	39,100	March 2009
United Nations	10,600,000	65,900	March 2008
European Investment Bank	27,700	8,258	September 2009

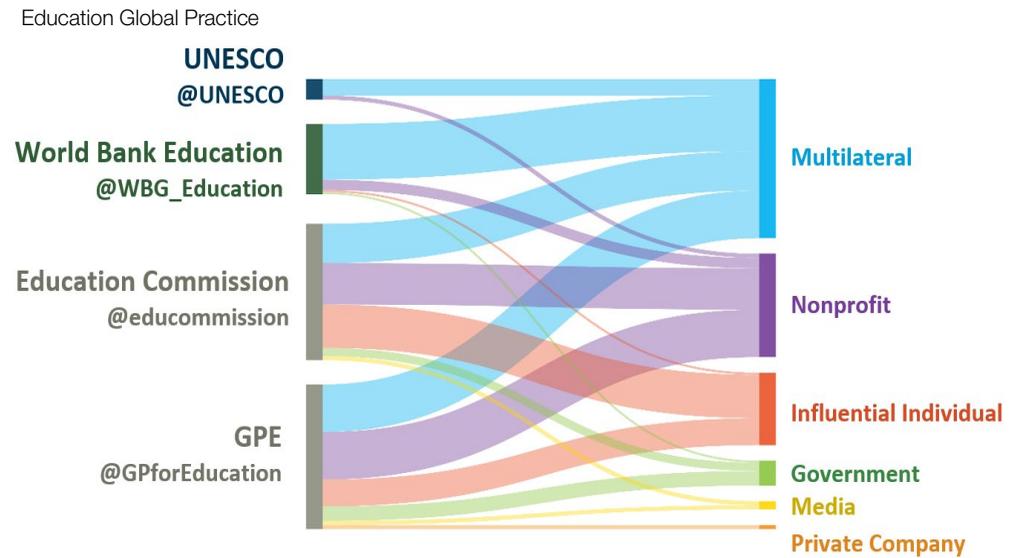
Source: Independent Evaluation Group.

Relevance of Accounts

The Bank Group's online accounts are relevant to major global development issues and well anchored in the international development community's network. A comparative Twitter network analysis was carried out for this evaluation (figure I.2). The analysis shows the main social media actors based on which accounts connect the most partners, or are the most "central," among UN agencies and development banks on major Global Themes (SDGs). For each SDG, the analysis shows the Bank Group has at least one account, along with the SDG-relevant UN agency account, that is central in that sector's network. For SDG 3 on good health, the World Health Organization and Bank Group's Health, Nutrition and Population GP's accounts were the most central according to the network analysis. For SDG 2 for no hunger, Bank Group has a wider range of connections than the Food and Agriculture Organization does. Media is the dominant group of connections for Bank Group Agriculture and Food GP. For SDG 4 on quality education, no UN agency was among the most central online

actors, with the UN Educational, Scientific and Cultural Organization and UN Children's Fund playing only marginal roles in the network. In education, the Bank Group has limited nonmultilateral connections, while the Education Commission and Global Partnership for Education have much wider reach. The Education Commission, which was co-convened in 2015 by the UN Educational, Scientific and Cultural Organization and several governments, was frequently mentioned and retweeted in the context of SDG 4. The Education Commission's leadership includes many key organizations, such as the Bank Group, securing the commission's pivotal position in the network. In poverty and gender, Bank Group connections are concentrated on multilateral and nonprofit organizations. In gender, private company and influential individual accounts have a sizable share, while media accounts play a notable role in poverty.

Figure I.2. How the World Bank Group Connects through Social Media



Appendix I
Analysis of the World Bank Group's Twitter Use

Agriculture and Food Global Practice



Source: Independent Evaluation Group.

Note: FAO = Food and Agriculture Organization; GPE = Global Partnership for Education; UNESCO = United Nations Educational, Scientific and Cultural Organization; WBG = World Bank Group.

Bank Group accounts' focus is aligned with the Bank Group's core business and the GPs' current agendas. The Bank Group's major initiatives are promoted through dedicated hashtag campaigns. Hashtags are convening tools because they initiate and monitor global conversations on specific topics. However, using too many, or too similar, hashtags can be counterproductive because it diminishes the ability to measure these conversations by diluting the information. As such, selective hashtag use is more likely to advance the organization's agenda. For example, the Bank Group launched the #HumanCapital hashtag campaign, which strategically uses social media to maximize visibility and stakeholder commitment around this corporate priority. This single and recognizable hashtag gets the global community talking about the same issue and fuels the message's dissemination toward specific subcommunities through its use by external actors. Generally, Bank Group accounts use extensive financial vocabulary and frequently reference knowledge and data work. Evidence shows GP priorities are largely reflected in hashtag campaigns.

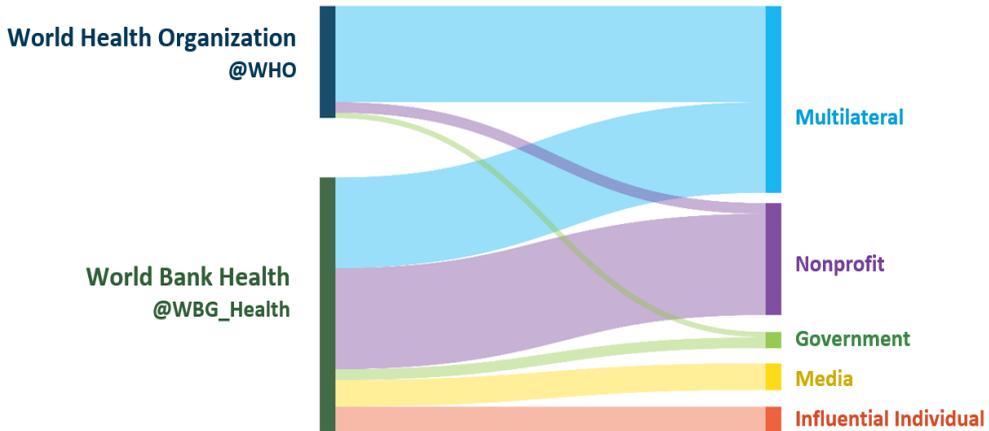
Reach of the World Bank Group's Accounts

The Bank Group uses online communication to convene various stakeholders around particular topics. It reaches out to a diverse community of stakeholders through repeated retweets and mentions. The Bank Group's social media networks on some themes are much more inclusive than UN agency networks of academia—through think tank and research center connections—and financing facilities—through trust fund donors and the private sector.¹ For example, figure I.3 shows the Bank Group's relatively strong connections with academia, the media, and financing facilities in the health

sector. This reflects the Bank Group’s reputation as a knowledge and financing bank. The Bank Group’s communication teams initiate online interactions to position it as a visible listener to the media and wider development community. These online connections strengthen long-time partnerships and usually follow up with Bank Group–sponsored events or projects, especially for the private sector and other financing facilities.

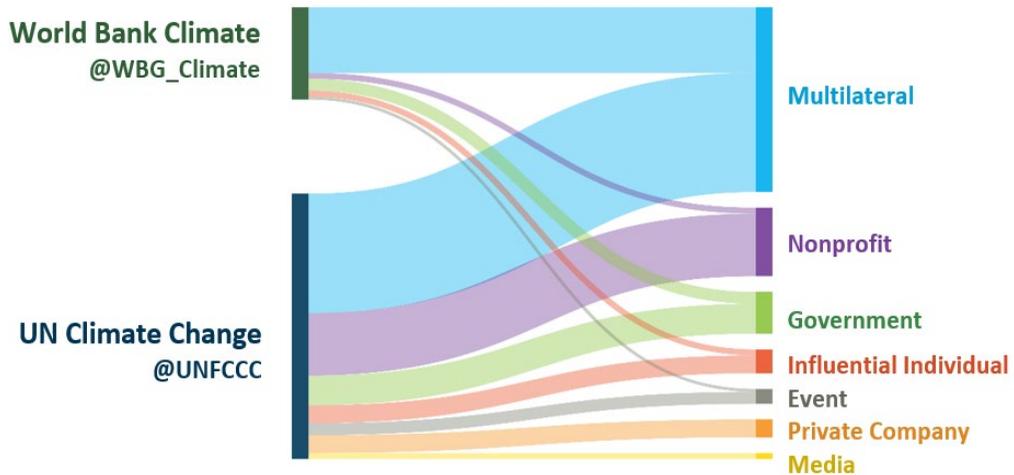
Most of the GPs’ accounts show judicious outreach strategies. The Bank Group’s Health and Gender GPs’ accounts are more widely inclusive than their UN counterparts (figure I.3). Meanwhile, the Climate Change and Education GPs’ accounts are less inclusive than their UN counterparts (figure I.4). UN networks tend to have more links to nonaffiliated individuals, such as activists, influencers, and entrepreneurs. These individuals act as UN ambassadors to advance the UN’s advocacy agenda by showcasing their successful empowerment stories.

Figure I.3. Connections of the Health, Nutrition, and Population Global Practice and the World Health Organization



Source: Independent Evaluation Group, based on Twitter data.
 Note: Network of retweets and mentions initiated by World Health Organization and World Bank Group Health, Nutrition, and Population Global Practice. Thickness of lines is proportional to the number of connections in a sample of 3,200 tweets.

Figure I.4. Social Media Connections of the United Nations Framework Convention on Climate Change and Climate Change Global Theme



Source: Independent Evaluation Group, based on Twitter data.

Note: Network of retweets and mentions initiated by the United Nations Framework Convention on Climate Change and the World Bank Group Climate Change Global Theme. Thickness of lines is proportional to the number of connections in a sample of 3,200 tweets. UN = United Nations.

The various GPs and World Bank groups, particularly the World Bank and International Finance Corporation (IFC), often mention one another and retweet each other's tweets, showing strong internal Bank Group connections. This is particularly true of GPs that deal with cross-cutting themes. For example, a quarter of the Poverty GP's retweets and mentions and 32 percent of the Gender GP's retweets and mentions target other Bank Group accounts. IFC, for its part, retweets and mentions World Bank accounts 10 percent of the time and other IFC accounts 11 percent of the time. The rest of IFC's retweets and mentions are of external actors' accounts, especially those of private financial institutions and tech companies.

Patterns of Differentiation between the UN and Bank Group

The UN and Bank Group largely do not coordinate social media activities, limiting overall effectiveness. As established, both UN and Bank Group social media activity is highly relevant to all SDGs. Yet, despite both institutions identifying the same pressing issues, each organization seems to primarily follow its own agenda and promote its own initiatives, or at least, use its own jargon. For example, hashtags advocating for similar outcomes are rarely the same for the two partner organizations. In one instance, the UN uses #spotlightendviolence while the Bank Group uses #genderbasedviolence, despite both hashtag campaigns hoping to achieve similar convening and collective action goals. Instead, these hashtag campaigns seem to be in competition. This lack of coordination stands in contrast to the high level of institutional coherence among UN agencies' accounts.

Appendix I

Analysis of the World Bank Group's Twitter Use

¹ The objective of these analyses is to compare the connectedness of the World Bank Group in its social networks in selected issue areas with that of key actors (by virtue of their mandate and comparative strengths) in said area. It is not the objective of the analysis to identify comprehensively the connections among all actors in the Bank Group's social networks. The evaluation therefore did not conduct a comprehensive social network analysis. The evaluation first compiled an initial list of key actors, such as multilateral development banks, the United Nations, partnership programs, and nongovernmental organizations, in each area—from 10 to 30 actors in some cases—based on prior desk reviews and consultations with Sustainable Development Goals champions and experts. The evaluation then used Twitter analysis and social network analysis proxy metrics to identify who among the actors is more prominent or active in terms of its Twitter connections and how the prominent actors are connected to their social networks as compared with the Bank Group.

Appendix J. Analysis of Media Coverage of the World Bank Group on Global Issues

This appendix evaluates how mainstream international print and online media sources discuss the World Bank Group across various roles and issues. It also compares how media sources portray the World Bank versus the International Finance Corporation (IFC). This evaluation's methodology is outlined in box J.1. This evaluation found that media coverage of the World Bank and IFC's convening roles is mostly positive. The news media rarely refers negatively to the Bank Group's global work. Negative mentions were usually associated with individual investment projects. By contrast, the Bank Group is seen by the media as a thought leader, with knowledge and data work widely cited in news articles on international development issues. At the same time, advocacy, financing, and standard setting are also singled out as positive examples of Bank Group convening. The media also reported positively on the Bank Group's partnerships and collaborative role in solving global challenges.

Box J.1. Methodology

The evaluation selected seven Sustainable Development Goals (SDGs) to analyze World Bank convening and two SDGs to analyze the International Finance Corporation. The evaluation sometimes combined SDGs with similar goals into a single analytical category. This was done because media sources do not usually mention the World Bank Group in terms of SDGs, but in terms of the issues reflected within the SDG. For the World Bank, the evaluation created five SDG categories: SDG 1 (no poverty) and SDG 10 (reduced inequality and shared prosperity); SDG 2 (zero hunger) and SDG 3 (good health and well-being); SDG 5 (gender equality); SDG 13 (climate action); and SDG 17 (partnerships toward goals). For the International Finance Corporation, the evaluation selected SDG 5 (gender equality) and SDG 13 (climate action). The evaluation selected these SDGs because they corresponded with the main issues the media associates with the Bank Group.

The evaluation selected and analyzed media sources based on their diversity of origin and their broad coverage of global and international development issues. For the World Bank, sources included Al Jazeera, Devex, *The Economist*, *The Guardian*, and the Sustainable Development Goals Knowledge Hub. For the International Finance Corporation, sources were the same, except that the *Financial Times* replaced *The Economist*. The evaluation uploaded the selected articles into NVivo, a qualitative research software, and coded mentions of the Bank Group as “positive,” “data,” “neutral,” or “negative.” Positive mentions refer to the Bank Group favorably; data mentions refer to Bank Group data; neutral mentions refer to the Bank Group neither favorably nor unfavorably; and negative mentions refer to the Bank Group in explicitly unfavorable terms. Each article could have multiple mentions.

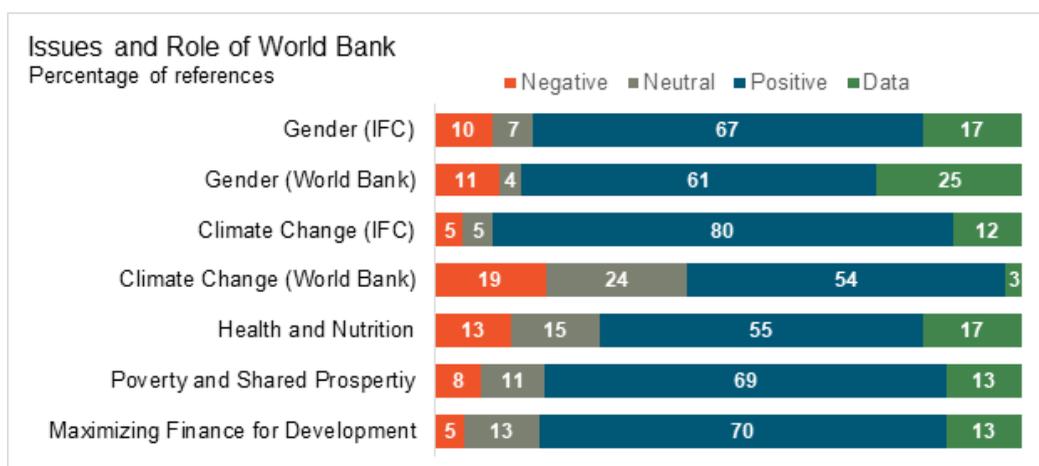
Source: Independent Evaluation Group.

Coverage of the Bank Group's Role across Global Issues

There is overwhelmingly positive media coverage of the World Bank and IFC's global convening. In fact, the Bank Group's convening role is rarely referred to negatively in news media. This is visible across issues and news media sources. The World Bank's global work—in its core mandate of ending poverty and boosting shared prosperity; promoting gender equality, health, and nutrition; and building

partnerships geared toward shared goals (each described in turn below)—were seen highly positively. Other common positive references related to the Bank Group’s role in forced displacement, the newly launched Human Capital Project, gender and environmental diagnostics, and financing for social protection and poverty eradication programs, among others. On average, for the World Bank and IFC, 8 of every 10 media references were positive. Negative references varied from 5 to 13 percent depending on which Sustainable Development Goal (SDG) the article discussed. These negative references usually refer to challenges associated with a few specific Bank Group-funded projects or negative critiques of data methodologies, for example, the Bank Group’s methodology for calculating the international poverty line. Most neutral media references described specific projects or events. Figure J.1 shows media references across four Bank Group priority areas.

Figure J.1. Media Mentions of the World Bank’s and IFC’s Roles in Five Clustered Issue Areas



Note: The percentage values were rounded off; the total percentage in some of the above cases, hence, appears as a percentage point or two higher than 100. IFC = International Finance Corporation.

Ending Poverty and Boosting Shared Prosperity

Media mentions of the Bank Group’s core mandate, to end poverty and boost shared prosperity, is very positive, and often related to the Bank Group’s data work. Out of 312 coded articles that mentioned the core mandate, 82 percent of mentions within those articles were favorable: they either were positive or cited Bank Group data. Much of the media’s attention on the core mandate is focused on the World Bank’s data and research work. Poverty and inequality data work was cited in 13 percent of articles related to SDGs 1 and 10. This data work includes poverty and household income estimates, poverty reduction effectiveness measurements, country expenditures on poverty reduction and social protection programs, and progress toward the 2030 agenda and Millennium Development Goals, especially in fragile and conflict-affected countries. The news media also widely cites World Bank publications related to the core mandate. World Bank data collaboration is also

mentioned positively. For example, in 2015, the World Bank collaborated with the Ford Foundation to assess poverty reduction programs across six countries.

Gender

The media's coverage of the World Bank and IFC's gender equality work is predominantly positive (including positive mentions and data references). For the World Bank, 86 percent of media references to gender in 284 coded articles were positive. Specific initiatives the media covered positively include the following: investing in women-owned or women-focused businesses; the Women Entrepreneurs Finance Initiative (We-Fi); raising awareness on issues of gender and sexual and gender diversity; promoting gender-inclusive growth; promoting gender-equal access to employment and education, and to health, banking, and legal services; monitoring the progress of the gender SDG; preventing gender-based violence; the Economic Dividends for Gender Equality certification program; the Sexual Violence Research Initiative, which was launched after it was discovered that World Bank–hired construction workers for a project in Uganda were abusing women and children; the global gender-based violence taskforce, which identifies and addresses cases of sexual exploitation associated with World Bank–funded projects; gender-based violence innovations in conflict-affected and fragile countries; and countless gender data and knowledge projects. Among the 284 articles, 4 percent coded World Bank–related gender references as neutral, and 11 percent as negative, most of which focused on the Uganda case and slow progress in reducing gender impacts in fragile and conflict-affected countries. IFC's gender equality work had 84 percent positive coverage in 63 coded articles. Positive references were mostly related to gender issues in the private sector. References to IFC's gender work were 7 percent neutral and 10 percent negative. Again, most negative coverage was related to challenges in specific projects.

A significant share of media attention on the Bank Group's gender work focused on its data and knowledge products. For the World Bank, 22 percent of the selected articles mentioning gender cited data and knowledge products. These include assessments of practices in hiring women, labor and education gender gaps, economic and workforce gender inclusiveness, gender discrimination, and employment and workplace restrictions for women. Figure J.2, panel a, shows the most frequently mentioned words in media articles that reference World Bank gender data. For IFC, 17 percent of selected articles cite IFC data and knowledge gender products. These include data on gender-smart interventions, productivity benefits of gender-balanced workplaces, and unequal access to businesses and private capital for women. IFC publications, such as *Investing in Women's Employment*, are also frequently and positively cited. Figure J.2, panel b, shows the most frequently mentioned words in media articles that reference IFC gender data.

Figure J.2. Most Frequently Mentioned Words in Media Articles Citing World Bank or IFC Data on Gender Equality



Source: Independent Evaluation Group media analysis.
 Note: IFC = International Finance Corporation.

Climate Change

Media coverage of the World Bank’s climate-related work is generally positive, while IFC’s climate-related work is overwhelmingly positive. For the World Bank, 57 percent of climate references in 154 climate-related articles were positive. Some of these positive references were about the World Bank’s role in the 2015 Paris Agreement; collaborative platforms, such as the Carbon Pricing Panel; climate financing; and advocacy through the One Planet Summit and other events. The World Bank’s climate work was referenced neutrally 24 percent of the time and negatively 19 percent of the time. Most negative references cited the World Bank’s coal plant financing. For IFC, 92 percent of climate-related references were positive (including positive mentions and data references) in 231 unique articles. Private sector initiatives, green bond guidance, private capital mobilization, and leadership at climate conferences, such as the Clean Business Forum, One Planet Summit, and the Global Green Growth Forum, were among the positive mentions. Respectively, references to IFC’s climate work was 13 percent neutral and 5 percent negative.

Health and Nutrition

The World Bank’s health and nutrition work is covered positively, with frequent mentions of data work. The World Bank’s goals of eliminating hunger and promoting good health were referred to positively 72 percent of the time in 151 health-and-nutrition-coded articles. Issues and initiatives that garnered positive mentions include the following: hunger; infectious diseases; child and maternal health; child stunting and malnutrition; health financing through the Global Financing Facility; high-level events,

such as the Tokyo Forum; health collaboration with the World Health Organization and others; and data and knowledge work. In fact, 17 percent of all health and nutrition articles referred to the World Bank's data work, including the *Global Monitoring Report*. Overall, 15 percent of health and nutrition references were neutral, mainly relating to events and project-specific data. Likewise, 13 percent of references were negative, mainly relating to challenges from individual projects.

Improving Partnerships and Collaboration

Media coverage of Bank Group collaborations was very positive. More specifically, 83 percent of references to collaboration or partnerships in 320 relevant articles were positive for the World Bank. These articles were related to SDG 17, or engaging in partnerships toward shared goals. The World Bank's role in these collaborations included advocacy, awareness raising, financing, and training and educating. Particular collaborations were singled out as positive, including the Action Platform, which encourages and tracks private sector contributions to the SDGs; Annual and Spring Meetings; and the Global Financing Facility. Collaboration references were 13 percent neutral and 5 percent negative. There were several negative references coded when the World Bank was compared with other financiers, such as the Silk Road Fund and the Asian Infrastructure Bank. The analysis suggests that IFC is perceived as more frequently and consistently using collaborations such as the Clean Business Forum, One Planet Summit, Global Green Growth Forum, Sustainable Rice Platform, 3GF convening process, Women in Business program, WINvest coalition, Digital2equal, and Banking on Women program, among others. Some of these positive collaborations were with the 2030 Water Resources Group—which includes SABMiller, Nestlé, Coca-Cola, and McKinsey—and media partnerships, for example, with the *Financial Times*.

Appendix K. Summary of Interview Findings

This appendix reviews how external and internal interview sources view the World Bank Group's convening power. More specifically, the appendix shows how interviewees perceive the roles of the World Bank and International Finance Corporation (IFC) across selected issues. Generally, the appendix finds that both external and internal interview sources see the Bank Group's convening role across various Sustainable Development Goals (SDGs) positively. Interviews suggest most of the demand for Bank Group convening comes from shareholders and senior management. This includes especially high demand for Bank Group collaborations and data and knowledge work. However, interview sources also believe the World Bank needs to be more selective in which issues it chooses to convene by prioritizing strategic objectives. By contrast, interviewees see IFC as much more strategic in its global convening engagements.

Methodology

The evaluation conducted 210 interviews for this evaluation, out of which 202 interviews were coded. To make nuanced comparisons, for the purpose of this analysis, the evaluation divided the sources into four categories: SDG-specific internal sources, SDG-specific external sources, cross-cutting internal sources, and cross-cutting external sources. Sources with cross-cutting responsibilities include Bank Group management, senior management from other development banks, and think tank, university, and government officials.

Out of the 202 interviews, 113 were with sources that were internal to the Bank Group, and 89 were with external sources. 143 interviews focused on SDG-specific topics, whereas 59 were on cross-cutting issues. Of the SDG-specific interviews, 80 were with internal Bank Group sources and 63 were with external sources, including think tank, university, and civil society organization representatives. Of the cross-cutting interviews, 33 were with internal Bank Group sources and 26 were with external sources.

The evaluation coded and uploaded the interviews into NVivo, a qualitative research software. The coding process comprised two cycles: the first cycle used a coding scheme based on the scorecard framework and the systems map (refer to the approach paper [World Bank 2018] and appendix A); the second cycle used a coding scheme that reflected and incorporated emerging findings from the first cycle. During this second cycle, the evaluation discussed the narratives that emerged around key issues and found that the narratives converged across issues. Based on a discussion of these emerging findings and narratives, the evaluation built on the coding scheme developed during the first cycle; it merged codes with similar themes and split up codes into two or more codes with subthemes in accordance with the discussion of emerging findings. The coding scheme used in the second cycle was, hence, a refinement of the one developed in the first cycle.

Bank Group Convening Effectiveness and Selectivity

Most interview respondents addressing the issue of Bank Group convening effectiveness perceived Bank Group convening as effective. Of 202 coded interviews, 115 mentioned the Bank Group’s convening effectiveness. Seventy-eight of these said Bank Group convening was effective while 37 said the Bank Group’s convening had mixed results or limited effectiveness. Meanwhile, perceptions of convening effectiveness varied across SDGs. Among the 68 interviews that discussed the effectiveness of convening in individual SDGs, 40 said the Bank Group was effective, while 28 said Bank Group convening had uneven results, with Bank Group convening in some SDGs more effectively than in others. For example, seven sources viewed Bank Group convening on SDG 3 as effective, and four viewed it as having mixed results. Similarly, five sources viewed Bank Group convening on SDGs 14 and 15 as effective and three sources said effectiveness results were limited. Figure K.1 shows interviewee perceptions of Bank Group convening effectiveness for each SDG examined.

Overall, interview sources with cross-cutting responsibilities tended to view Bank Group convening more favorably by a greater margin than sources with SDG-specific responsibilities. In three of the four categories of sources, a higher number of interviewees saw Bank Group convening as effective compared with interviewees who saw Bank Group convening as having mixed results (figure K.1).

Figure K.1. Comparison of Perceptions on Effectiveness of World Bank Group Convening across Sources

	WBG Convening has mixed results	WBG convening effective
Cross-cutting external sources	4	20
Cross-cutting internal sources	5	18
SDG-specific internal sources	11	24
SDG-specific external sources	17	16

Source: Independent Evaluation Group data.

Note: SDG = Sustainable Development Goal; WBG = World Bank Group.

Appendix K
Summary of Interview Findings

Sources often discussed certain convening initiatives as highly successful. Sources praised the successful convening by the Forest Carbon Partnership Facility. The World Bank houses the facility’s secretariat, developed rules for Reducing Emissions from Deforestation and Forest Degradation, convened partners, and helped develop a market-oriented approach. As mentioned elsewhere, implementation of this approach has been slow. Sources also cited the World Bank’s role controlling river blindness in Africa as an example of convening success. In this example, the World Bank provided a space for donors and other partners, through frequent consultations, to focus on the challenge and provided systematic, unbiased evaluations on the program’s progress.

Most interview respondents addressing the issue of Bank Group’s selectivity in terms of its convening initiatives felt that the World Bank was not adequately selective on issues it convened around. In 202 coded interviews, 92 sources mentioned selectivity. Of these 92 sources, 63 said the World Bank was not adequately selective, while 17 said it was. For IFC, all 12 interviews that mentioned selectivity said IFC was adequately selective. Within individual sectors, the largest number of sources said the World Bank showed weak selectivity in SDG 3 (good health and well-being), SDG 12 (responsible consumption and production), and SDGs 14 and 15 (life above and below water). In each of the four categories of sources, a significantly higher number of sources viewed the World Bank as not adequately selective. This was not the case for IFC; every source that mentioned IFC’s selectivity spoke of it favorably. Figure K.2 shows for selectivity perspectives from different types of interview sources.

Figure K.2. Comparison of Perceptions on World Bank Group Selectivity across Sources

	Bank has weak selectivity	Bank is adequately selective	IFC is adequately selective
Cross-cutting external sources	10	1	0
Cross-cutting internal sources	21	4	3
SDG-specific internal sources	27	10	7
SDG-specific external sources	5	2	2

Source: Independent Evaluation Group data.

Note: IFC = International Finance Corporation; SDG = Sustainable Development Goal.

Sources cited several reasons for the weak selectivity and several negative consequences from it. The main two reasons for weak selectivity according to interview sources were (i) the absence of a formal strategic process for selecting initiatives; and (ii) the abundance of issues around which the World

Bank is asked to convene by donors, shareholders, and civil society organizations. Some sources also said there are institutional disincentives at the World Bank that inhibit selectivity, but this was mentioned less frequently. According to sources, weak selectivity led to conflicting priorities from the World Bank, inefficient use of resources and staff time, and unclear divisions of labor among the World Bank and its partners. That said, occasionally the World Bank has been selective. In one example, the World Bank decided not to convene the Education Cannot Wait initiative because it had a humanitarian aspect, in which the World Bank does not possess a comparative advantage. As a result, the United Nations Children’s Fund hosts and currently leads Education Cannot Wait.

Bank Group Convening Modalities

Interview sources say there is high demand for World Bank convening modalities, especially its data work and its ability to bring together stakeholders. For example, according to sources, the World Bank’s analytical capacity is valued in carbon pricing. The World Bank is also seen as an expert in framing issues through analytics, as it did by demonstrating climate change impacts on the poor. In its data role, the World Bank is asked to develop substance-oriented background and issue papers to guide global development discourses. Sources view the World Bank as a vital interface between implementation and analytics. Interview sources also say there is demand for the Bank Group to host more collaborative events and spaces. Climate events were singled out by sources as in high demand. Moreover, the World Bank’s advocacy work is often requested as well, especially on gender and poverty issues. The Human Capital Project’s advocacy component was consistently praised in interviews. Sources said World Bank platforms to bring together disparate actors were helpful for defining shared solutions but less helpful in providing sustained leadership.

Obstacles and Enabling Factors

Interview sources who addressed the issue of success and failure of Bank Group convening said there are a number of factors in the success and failure of Bank Group convening. Of the 59 sources that explicitly mentioned factors of success, 49 said at least one factor was associated with context and 48 said at least one factor was associated with the World Bank’s agency. Contextual factors can be subdivided into four categories: internal, demand, ecosystem, and Bank Group management. Agency factors can be subdivided into three categories: the World Bank’s behavior, external engagement, and management actions. Among contextual factors, the largest number of sources (32) mentioned internal factors as enabling or hampering Bank Group convening. Among agency factors, the largest number of sources (42) mentioned the World Bank’s behavior as enabling or hampering Bank Group convening. Each factor’s subcategories are discussed below and shown in figure K.3.

Context

- Internal factors: Thirty-two sources mentioned internal factors, which include a lack of funding, constrained staff time, insufficient convening skills from staff, and poor governance over convening initiatives.

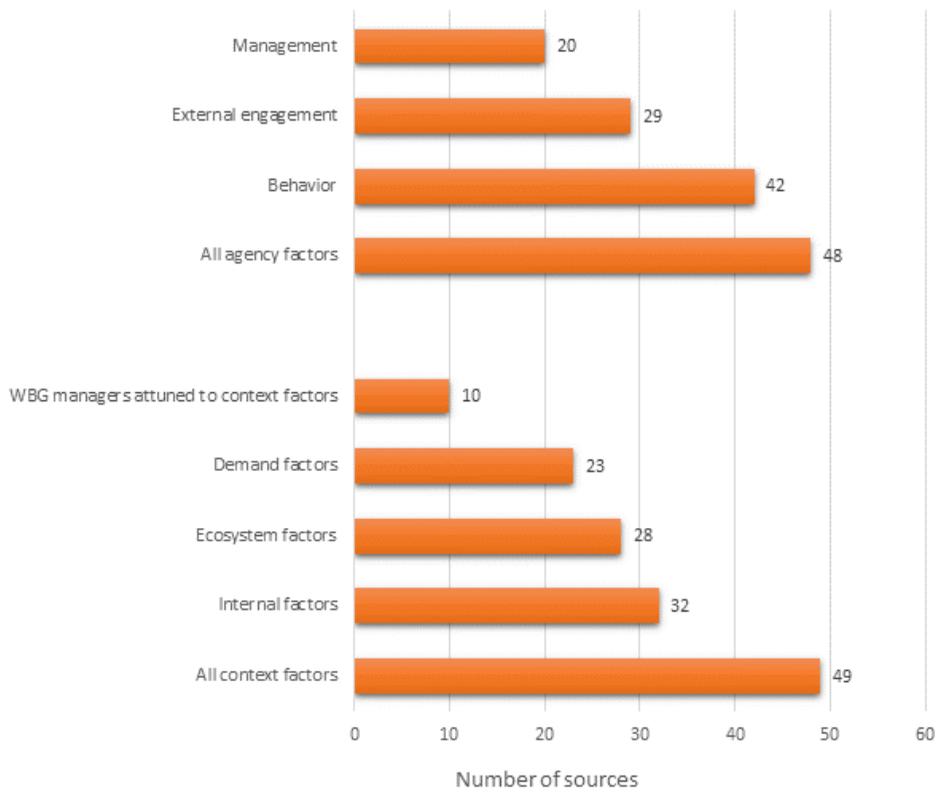
Appendix K Summary of Interview Findings

- Demand factors: Twenty-three sources mentioned demand factors, which include a lack of clear stakeholder demand and divergent stakeholder interests.
- Ecosystem factors: Twenty-eight sources mentioned ecosystem factors, which include unclear mandates, no adhered-to division of labor, weak relationships among various actors, fragmented ecosystems, and the external perception among some stakeholders that the Bank Group has a weak reputation in certain issues or lacks convening legitimacy.
- Management factors: Ten sources mentioned that managers not being attuned to context hampered success.

Agency

- Management factors: Twenty sources mentioned management actions, which include inadequate selectivity and no exit strategies to finish convening initiatives, or no clear protocol on when and how to exit.
- Behavior factors: Forty-two sources mentioned World Bank behavior, which includes understanding issues and their boundaries, communicating roles and responsibilities to partners, presenting a coherent Bank Group message, and following up convening with action.
- External engagement factors: Twenty-nine sources mentioned the World Bank's external engagement, which includes adequate governance structures for convening initiatives, sufficient information sharing, and choosing the right partners and stakeholders.

Figure K.3. Number of Sources Mentioning Various Factors of Success and Failure



Source: Independent Evaluation Group data.
Note: WBG = World Bank Group.

Reference

World Bank. 2018. *Role in Global Issues: An Independent Evaluation of the World Bank Group Convening Power*. Approach Paper. Independent Evaluation Group. Washington, DC: World Bank.

Appendix L. The World Bank Group's Current or Recent Convening Initiatives

The purpose of this list is to demonstrate the breadth of coverage of the Bank Group's global convening around the Sustainable Development Goals (SDGs). The Bank Group does not have a common repository for its global convening programs and initiatives. This list represents the evaluation's best efforts to compile the most relevant convening initiatives. It includes not only long-term partnership programs and platforms but also convening support provided through international task forces and panels, flagship reports, and major events. It is not intended to be a complete and exhaustive inventory. The mapping of convening initiatives to specific SDGs in some cases is approximate, since many initiatives (for example, in gender or data) support more than one SDG. The list is compiled from the internal websites of Global Practices and Global Themes, Bank Group strategic documents, the most recent Bank Group trust funds directory (2017), and the Independent Evaluation Group's prior (2011, 2018) evaluations. It is supplemented by interviews with external partners and the United Nation's SDG-related websites (table L.1 and L.2).

Table L.1. Sustainable Development Goals 1 and 2

	 SDG 1, 10: No Poverty, Reduced Inequalities		SDG 2: Zero Hunger
	<ol style="list-style-type: none"> 1. Identification for Development (cross-sectoral platform in social protection) 2. International Comparison Program 3. Measurement of poverty and shared prosperity: The Living Standards Measurement Study Program 4. Rapid Social Response Program 5. Global Partnership for Universal Social Protection 6. Disaster Risk Financing and Insurance Program 7. Strategic Impact Evaluation Fund 8. Global Index Insurance Facility (IFC/World Bank program) 9. Global Facility for Disaster Reduction and Recovery 10. Global Knowledge Partnership on Migration and Development 11. Financial protection Forum (disaster risk) 12. Land and Poverty Conference 		<ol style="list-style-type: none"> 1. AGRResults Initiative 2. Consultative Group on International Agricultural Research 3. EAT Foundation 4. Famine Action Mechanism 5. Global Alliance on Climate-Smart Agriculture 6. Global Agriculture and Food Security Program 7. Global Food Crisis Response Program 8. Global Food Safety Partnership 9. Power of Nutrition 10. Scaling Up Nutrition Movement 11. Committee on World Food Security 12. World Economic Forum's Network of Global Future Council on Food 13. Agricultural Market Information System 14. Inter-Agency Working Group on Responsible Agricultural Investment 15. Nutrition for Growth Stakeholders Group

  SDG 1, 10: No Poverty, Reduced Inequalities	 SDG 2: Zero Hunger
<p>13. Flagship studies: Poverty and Shared Prosperity report; Atlas of Social Protection; Indicators of Resilience and Equity; World Bank Group / International Monetary Fund Global Monitoring Report</p>	<p>16. Nutrition Flagship Studies: Investment Framework for Nutrition; Joint global and regional estimates of child malnutrition; Global Nutrition Report; UNICEF's 2019 flagship report, <i>The State of the World's Children</i>, which has theme "Children, Food and Nutrition."</p> <p>17. Agriculture Flagship Studies: Benchmarking the Business of Agriculture (Doing Business in Agriculture Index); Enabling Business of Agriculture report</p>

Note: IFC = International Finance Corporation; SDG = Sustainable Development Goal; UNICEF = United Nations Children's Fund

Table L.2. Sustainable Development Goals 3 and 4

 SDG 3: Good Health and Well-Being	 SDG 4: Quality Education
<ol style="list-style-type: none"> 1. Coalition Epidemic Preparedness Innovations 2. Global Alliance of Vaccines and Immunization 3. Global Financing Facility for Every Woman Every Child 4. Global Fund for AIDS, Tuberculosis and Malaria 5. Global HIV/AIDS 6. Global Preparedness Monitoring Board 7. Global Program for Avian Influenza Control 8. 4G (Intensified Collaboration on Sustainable Financing coordination group) 9. 5G (coordination group) 10. Harnessing Non-State Sector for Better Health for the Poor 11. Human Capital Project 12. H6 partnership 13. International Finance Facility for Immunization 14. Pandemic Emergency Financing Facility 15. Partnership for Maternal, Newborn and Child Health platform 16. Primary Health Care Indicators Initiative 17. Special Program of Research, Development and Research Training in Human Reproduction 	<ol style="list-style-type: none"> 1. Early Learning Partnership 2. Global Partnership for Education 3. Education Commission 4. Improving Dimensions of Teaching, Education Management and Learning Environment 5. International Finance Facility for Education 6. EdStats 7. Research on Improving Systems of Education 8. Results in Education for All Children 9. Skills Toward Employability and Productivity Program Skills Measurement Program 10. Systems Approach for Better Education Results 11. Early Childhood Development Action Network 12. World Education Forum 13. International Task Force on Teachers for Education 14. Global Education Policy Dashboard 15. Health and Education Conferences (IFC)

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The World Bank Group's Current or Recent Convening Initiatives



SDG 3: Good Health and Well-Being



SDG 4: Quality Education

-
18. Special Program for Research and Training in Tropical Diseases
 19. Stop TB program
 20. Tobacco Control Program
 21. UHC2030 platform
 22. UNAIDS
 23. UHC biennial Monitoring report
 24. Strengthen Service Delivery for Universal Health Coverage
 25. Social Health Protection Network
 26. UN Interagency Task Force on the Prevention and Control of Noncommunicable Diseases
 27. UHC related events: UHC Annual Financing Forum; UHC biennial Forum
 28. Working Groups/ task forces: International Working Group on Pandemic Preparedness Finance; International Vaccines Taskforce; joint World Bank–International Monetary Fund working group on health financing (for G-20)
 29. Lancet Commission on Health Systems; Lancet Commission on Health and Pollution
 30. Health, Nutrition, and Population flagship course
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Note: AIDS = acquired immune deficiency syndrome HIV = human immunodeficiency virus; IFC = International Finance Corporation; SDG = Sustainable Development Goal; TB = tuberculosis; UHC = universal health coverage; UN = United Nations; UNAIDS = Joint United Nations Programme on HIV/AIDS.

Table L.3. Sustainable Development Goals 5 and 6

 SDG 5: Gender Equality	 SDG 6: Clean Water and Sanitation
<ol style="list-style-type: none"> 1. Business Coalition for Women (IFC) 2. DataX 3. Global Fund for Women 4. HeForShe 5. Global Banking Alliance for Women (IFC program) 6. She Works (IFC) 7. SheforShield (IFC) 8. Women, Business and the Law index 9. Women Entrepreneurs Finance Initiative (IFC) 10. Umbrella Facility for Gender Equality MDTF (funds Gender Innovation Labs) 11. UN Evidence and Data for Gender Equality Initiative 12. Gender Equality Community of Practice for Finance Ministers 13. Bank Group High-Level Advisory Council on Gender and Development 	<ol style="list-style-type: none"> 1. Global Water Security and Sanitation Partnership (this programmatic partnership replaced the following programs: Water and Sanitation Program, Water Partnership Program, Global Water Partnership, Thirsty Energy Initiative, International Benchmarking Network for Water and Sanitation Utilities) 2. 2030 Water Resources Group 3. High-Level Panel on Water (closed 2018)

Note: IFC = International Finance Corporation; MDTF = multidonor trust fund; SDG = Sustainable Development Goal; UN = United Nations.

Table L.4. Sustainable Development Goals 7 and 8

	SDG 7: Affordable and Clean Energy		SDG 8: Decent Work and Economic Growth
	<ol style="list-style-type: none"> 1. Energy Sector Management Assistance Program 2. Global Gas Flaring Reduction 3. Sustainable Energy for All 4. Lighting Global (IFC) 5. Geothermal Development Plan 6. FT/IFC Energy Infrastructure Series (events) 		<ol style="list-style-type: none"> 1. Consultative Group to Assist the Poorest 2. Enhanced Integrated Framework 3. Financial Sector Reform and Strengthening Initiative 4. Global Financial Inclusion (Global Findex) Database 5. Global Partnership for Financial Inclusion 6. Harnessing Innovation for Financial Inclusion 7. Partnership for Economic Inclusion 8. Responsible Financial Inclusion and Financial Infrastructure 9. Solutions for Youth Employment 10. Interagency Social Protection Assessments
			<p>International Finance Corporation (SDG-8)</p> <ol style="list-style-type: none"> 11. Better Works 12. Promoting Global Financial Inclusion 13. Universal Financial Access initiative 14. Small and medium enterprises Finance Forum 15. Small and medium enterprises Ventures Forum

Note: IFC = International Finance Corporation; FT = *Financial Times*; SDG = Sustainable Development Goal.

Table L.5. Sustainable Development Goals 9 and 11

 SDG 9: Build Resilient Infrastructure, Promote Inclusive and Sustainable Industrialization and Foster Innovation	 SDG 11: Sustainable Cities and Communities
1. Digital Development Partnership	1. Cities Alliance
2. Disaster Risk Financing and Insurance Program	2. Cities and Economic Growth
3. Global Index Insurance Facility (IFC/World Bank)	3. City Creditworthiness Initiatives
4. Global Facility for Disaster Reduction and Recovery	4. City resilience program
5. Global Infrastructure Connectivity Alliance	5. Global Partnership on Output-Based Aid
6. Global Infrastructure Facility	6. Global program for sustainable cities
7. Global Infrastructure Forum	7. Urban Knowledge platform
8. Global Road Safety Facility	8. Urban research symposium
9. Public-Private Partnership Knowledge Lab	9. World Urban Forum
10. Public-Private Infrastructure Advisory Facility	10. World Reconstruction conference
11. Quality Infrastructure Initiative	
12. Rural Accessibility Index	
13. Sustainable Mobility for All	

Note: IFC = International Finance Corporation; SDG = Sustainable Development Goal.

Table L.6. Sustainable Development Goals 12–15

	SDG 13: Climate Action	  	SDG 12, 14, 15 (Responsible Consumption and Production; Life Below Water; Life on Land)
	<ol style="list-style-type: none"> 1. Adaptation Fund 2. Capacity Building Initiative for Transparency 3. Carbon Finance Assist 4. Carbon finance trust funds 5. Carbon Fund 6. Carbon Results-Based Finance 7. Clean Technology Fund 8. Climate Action Peer Exchange Initiative 9. Climate Investment Funds 10. Climate Resilient and Low-Carbon Development 11. Climate Risk and Early Warning Systems Initiative 12. Green Climate Fund 13. Innovate4Climate platform (IFC) 14. Least Developed Countries Fund 15. Ozone Phase Out Trust Fund 16. Partnership for Market Readiness 17. Pilot Auction Facility 18. Special Climate Change Fund 19. Strategic Climate Fund 20. Rio+ 21. One Planet Summit 22. Carbon Pricing Leadership Coalition 23. Climate Business Forum (IFC) 		<ol style="list-style-type: none"> 1. Alliance for Good Fisheries Governance 2. Biocarbon Fund 3. Forest Carbon Partnership Facility 4. Forest Investment Program 5. Global Environment Facility 6. Global Partnership for Oceans 7. Global Partnership on Forest and Landscape Restoration 8. Global Program on Fisheries 9. Global Wildlife Program 10. IFC Green Bonds Impact Reporting Harmonization Framework (IFC) 11. Integrated Land and Water Management for Adaptation 12. Pollution Management and Environmental Health 13. PROBLUE 14. Program on Fisheries 15. Program on Forests 16. Wealth Accounting and Valuation of Ecosystem Services 17. The Green Bond Principles (IFC) 18. Environment and Social Framework 19. Sustainable Business Network (IFC) 20. Impact Investing guidelines (IFC)

Note: IFC = International Finance Corporation; IFI = international financial institution; SDG = Sustainable Development Goal.

Table L.7. Sustainable Development Goals 16 and 17

 SDG 16: Peace, Justice, and Strong Institutions	 SDG 17: Partnerships for Goals
<p>Fragility, Conflict, and Violence</p> <ol style="list-style-type: none"> 1. Global Concessional Financing Facility 2. Global Crisis Risk Platform 3. Humanitarian-Development-Peace Initiative 4. Multilateral Development Bank Platform on Forced Displacement and Economic Migration 5. State and Peacebuilding Fund 6. Flagship reports: Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict; Forcibly Displaced flagship study; 7. Risk assessment tools: Recovery and Peacebuilding Assessments; Risk and Resilience Assessments 8. Fragility Forum <p>Governance, Strong Institutions</p> <ol style="list-style-type: none"> 1. Corporate Governance (IFC) 2. Construction Sector Transparency Initiative 3. Extractive Industries Transparency Initiative 4. Fisheries Transparency 5. Global Initiative on Fiscal Transparency 6. Global Partnership for Social Accountability 7. Open Fiscal Data Package 8. Open Government Partnership 9. Public Expenditure and Financial Accountability Program 10. Doing Business report (IFC) 11. Stolen Asset Recovery Initiative 12. Transparency standards (Open Contracting Standards, Asset Disclosure Standards) 13. Global Forum and Financial Action Task Force 	<p>Resource Mobilization, Debt Service</p> <ol style="list-style-type: none"> 1. Addis Tax Initiative 2. Global Islamic Finance Development 3. Heavily Indebted Poor Countries Initiative 4. Maximizing Finance for Development 5. Platform for Collaboration on Tax 6. Addis Ababa action plan 7. DFI Roundtable; DFI Working Group on Blended Concessional Finance; DFI pilots on FCS countries (IFC) 8. Development Finance Forum <p>Data, Monitoring, and Capacity Building</p> <ol style="list-style-type: none"> 1. Global Partnership for Sustainable Development Data 2. Partnership in Statistics for Development in the 21st Century 3. Trust Fund for Statistical Capacity Building 4. Open Data for Development 5. Marrakech Action Plan for Statistics

Note: DFI = development finance institution; FCS = fragile and conflict-affected situation; IFC = International Finance Corporation; SDG = Sustainable Development Goal.



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