

## Approach Paper

### Knowledge Flow and Collaboration Under the World Bank's New Operating Model

January 31, 2018

#### Background and Context

1. This evaluation will assess whether operational structures, processes, and behaviors embedded in the World Bank's new operating model (that is, the model associated with the Global Practices and Cross-cutting Solutions Areas) have thus far stimulated knowledge flow and collaboration as means to advancing the Bank Group's goals and strategies. As an early-stage, or formative, evaluation, findings will reflect the initial implementation of the model, helping to identify emerging lessons and inform course corrections.
2. Recent years has been a time of change in the World Bank Group. New goals and strategies have been combined with a number of reforms to internal structures and processes. This evaluation will focus specifically on reforms to the World Bank operating model and, within that, on reforms aimed at enhancing knowledge flow and collaboration.
3. Enhancing knowledge flow and collaboration across Regions, sectors, and World Bank Group institutions was a prominent goal of the 2013 World Bank Group (WBG) Strategy and the creation of the Global Practices (GPs) and Cross-cutting Solutions Areas (CCSAs). Box 1 contains quotes that illustrate management's stated reform objectives. As Box 1 makes clear, one reform objective was to enhance the Bank Group's ability to provide both projects in single sectors and broader, cross-sectoral programs addressing complex issues and involving diverse tools and knowledge: "These Global Practices will enable personnel from various sectors and regions to work together on solutions, since multidimensional problems – urbanization or climate change adaptation, for example – require expertise from diverse technical areas" (WBG, p. 6).
4. A key purpose of creating the GPs and CCSAs was to strengthen the WBG's ability to deliver integrated solutions to clients based on tailoring global knowledge to local contexts. The reform was guided by a perception that knowledge flows were constrained by dividing most technical staff into six Regions. Knowledge should flow more freely; staff should be free to collaborate across organizational boundaries. The key was to bring the right global knowledge to the right clients and the right issues, at the right time.

### Box.1. Stated objectives of reforms

“To sustainably achieve the two goals, the World Bank Group is embracing a development solutions culture based on decades of experience in and knowledge of what actually works in economic development and how to deliver it. This means moving from a project mentality to a broader culture of supporting countries in delivering customized solutions. Integrating both WBG knowledge and financial services, these evidence-based solutions will encompass the complete development cycle.

An early priority under the Strategy is the selection and creation of “Global Practices,” which will promote the flow of knowledge across sectors, regions, and the World Bank Group. These Global Practices will enable personnel from various sectors and regions to work together on solutions, since multidimensional problems – urbanization or climate change adaptation, for example – require expertise from diverse technical areas. The selection of the Global Practices will be based on alignment with the two goals, and will reflect client demand, evolving development challenges, and the WBG’s comparative advantages.”

“We are launching Global Practices to improve the World Bank Group’s ability to deliver integrated, public-private, multi-sector solutions to our clients’ most challenging development problems. Global Practices are an instrumental part of our effort to reach the two goals by building a stronger, connected, solutions World Bank Group.”

“Overarching Goal: Become the best development solutions provider by growing, supporting and deploying global expertise for effective client delivery.

Guiding Principles for Design:

- Marshal resources across the WBG to become the leading partner of choice
- Deploy the best knowledge, talent and solutions to help solve the toughest global and local challenges to achieve the WBG goals
- Provide a single line of accountability for technical quality and delivery
- Support continuous improvement through capturing, codifying, and sharing delivery knowledge from operations
- Embed knowledge work in all practices, as a core function for all staff
- Maintain local presence and regional accountability
- Enable task teams to easily access relevant cross-sectoral knowledge
- Simplify internal procedures for faster client delivery”

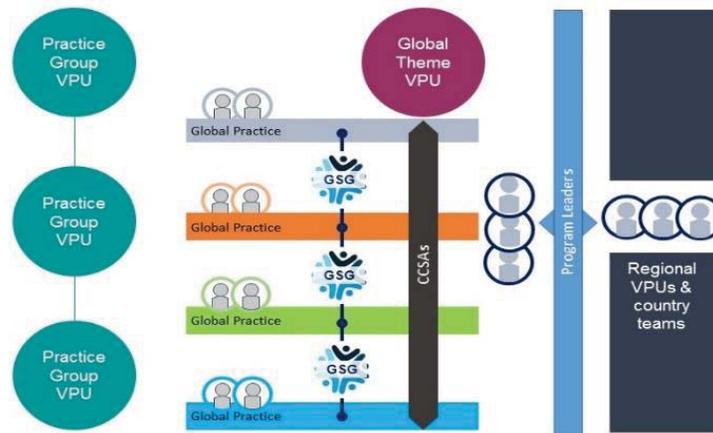
*Source: WBG Strategy, 2013, 5-6; internal memo titled “Global Practices Update from senior management”, December 2013; internal memo titled “Global Practices and Cross Cutting Solutions Areas Overview”, Updated January 30, 2014*

5. Multi-sectoral collaboration would enable the World Bank Group to better deliver “integrated solutions” whenever warranted by the development problem faced by clients. Integrated solutions are understood as addressing complex multidimensional or multi-sectoral issues by working across WBG entities, Regions, GPs, and sectors, and

potentially combining financing and advisory instruments, and often working with multiple stakeholders, as required by the nature of the development problem being addressed.

6. The new operational structure is illustrated in figure 1. It took effect July 1, 2014, marking the most significant reorganization of the World Bank since the creation of the matrix system in 1997 (see timeline in box 2).<sup>1</sup> Global Practices would be responsible for marshalling the best global knowledge to provide “integrated, evidence-based solutions” to clients; CCSAs would support strategic integration, coordination, and knowledge creation and sharing on corporate priority themes that cut across GPs and help the GPs in framing and delivering client solutions; the Regions and Country Management Units (CMUs) would remain responsible for client relationships and tailoring services to local context.

Figure. 1. Overview of the World Bank operating model



- Technical staff report to Global Practices which deliver the work and are accountable for quality, dramatically reducing the Regions’ role in technical oversight and staff management;
- The CCSAs (now renamed Global Themes) foster integration of select corporate priority themes, and provide leadership and act as internal and external focal points;
- Program leaders (PLs) help connect GPs and CCSAs to CMUs;
- Global Solutions Groups headed by Global Leads (GLs) play a knowledge management role in their respective areas; and

<sup>1</sup> IEG 2011 offers an extensive description of the previous versions of the matrix system.

- A change in systems allow for joint task team leadership so that staff from different Groups can jointly receive acknowledgement.

*Source: IEG based on World Bank documents.*

7. Introduced simultaneously with the reorganization in mid-2014, the new country engagement model (Systematic Country Diagnostic and Country Partnership Framework) was meant to increase the selectivity of WBG country programs on issues where it could address the binding constraint to countries' progress on the twin goals. The expectation was that those issues would often be complex and multidimensional, and addressing them would require deep knowledge and sophisticated, multi-sectoral services from the WBG.

### Box. 2. Timeline of change process

2012, Fall. Change process diagnostic phase launched and includes an Organizational Health Index survey, a senior vice-president for change management, gallery walks, leadership forums, Follow-the-Sun events, Scoop (intranet) site, and a Sounding Board of staff members

2013, April. Twin goals formally announced

2013, October. WBG strategy formally approved

2014, January to October. "Expenditure Review Measures" (budget cuts) announced in three phases

2014, July 1. New structure becomes effective, two VPs jointly oversee all GPs and CCSAs

2015, July 1. Majority of GPs grouped into three VPUs overseen by three different VPs:

- Human Development - Education; Health; Social Protection & Labor.
- Sustainable Development - Agriculture; Energy & Extractives; Environment & Natural Resources; Social, Urban, Rural & Resilience; Transport & ICT; Water.
- Equitable Growth, Finance and Institutions - Governance; Finance & Markets; Macroeconomics & Fiscal Management; Poverty; Trade & Competitiveness.

2017, July 1. A new Global Themes VPU created with oversight responsibility for most of the CCSAs which are renamed Global Themes.

*Source: World Bank documents.*

8. Overall, the new operating and country engagement models were intended to enhance the development impact and relevance of the WBG in a context of increased competition and client demand for more timely, sophisticated, and multi-sectoral services. Providing such services would capitalize on the WBG's comparative advantage as a global institution.

9. Table 1 shows the evaluation team’s preliminary theory of change which will be used to guide the evaluation approach. It is based on the team’s reconstruction of management intent and refined based on key informant interviews. It seeks to trace a causal link from reform proposals, to implemented changes, desired behavior changes among staff, intermediate outcomes, and ending with long-term outcomes.

Table. 1. Preliminary Theory of Change

	<b>Reforms and outputs</b>	<b>Key assumptions</b>
Proposed reforms ↓	<ul style="list-style-type: none"> <li>Diagnostic studies identified areas with room for improvement</li> <li>Reform proposals made by the different change teams and task forces in the design phase of the change process</li> </ul>	<ul style="list-style-type: none"> <li>Diagnostics were correct</li> <li>The proposals include reform ideas that are sufficient for achieving the desired behavior changes</li> </ul>
Implemented reforms  ↓	<ul style="list-style-type: none"> <li>New structures (GPs, CCSAs)</li> <li>New roles and mechanisms for knowledge flow and collaboration (GSGs, GLs, PLs)</li> <li>New budgeting and other processes</li> <li>New country engagement model (outside scope)</li> </ul>	<ul style="list-style-type: none"> <li>Reform proposals selected for implementation are necessary and sufficient for achieving the desired behavior changes</li> <li>Reforms implemented according to plan</li> <li>Staff remain engaged</li> </ul>
Outputs ↓	<ul style="list-style-type: none"> <li>Country programs are more selective and more often require cross-sectoral knowledge and collaboration</li> <li>Clear directions are set for priority global themes, and these are integrated in country programs</li> </ul>	<ul style="list-style-type: none"> <li>WBG processes support selectivity</li> <li>Clients need and demand cross-sectoral solutions</li> <li>Clients demand activities that incorporate select global themes</li> </ul>
	<b>Intended behavior changes and outcomes</b>	<b>Key assumptions</b>
Expected behavior changes  ↓	<ul style="list-style-type: none"> <li>Knowledge flows more freely across organizational boundaries...</li> <li>...and is customized to country context...</li> <li>..technical staff collaborate more across boundaries...</li> <li>..as a result of which teams become more effective at designing and delivering</li> </ul>	<ul style="list-style-type: none"> <li>Managerial processes and data systems, work program planning, and incentives support the desired behaviors in staff</li> <li>Global mobility of staff improves knowledge flow and does not impede customization to country context</li> </ul>

	multi-sector and single sector services	
Intermediate outcomes	<ul style="list-style-type: none"> <li>Improved quality of WBG services due to stronger knowledge flow and collaboration</li> <li>Integrated, evidence-based solutions designed and implemented</li> </ul>	<ul style="list-style-type: none"> <li>The implemented solutions were appropriate to the problem at hand</li> <li>Clients sustain the necessary resources and support during implementation</li> </ul>
↓		
Long-term outcomes	<ul style="list-style-type: none"> <li>Improved development outcomes</li> <li>Global leadership on select global themes</li> <li>Enhanced relevance of the WBG</li> </ul>	<ul style="list-style-type: none"> <li>The identified and implemented integrated solutions address and successfully resolve key barriers</li> <li>Delivery of sophisticated solutions to complex problems is the WBG's comparative advantage</li> </ul>

Source: IEG's interpretation of management intent based on change process internal documents.

## Evaluation evidence and gaps

10. IEG's Matrix Evaluation (2011) provided a comprehensive assessment of the World Bank structure prevailing at the time. It concluded that there was a need to rebalance the matrix, revisit the sector and network architecture, complement the country-driven model with attention to regional and global priorities, strengthen incentives for delivering quality services and results, change budgeting arrangements to allow sharing of tasks and budgets across units, and strengthen links among the Regions, and between Regions and networks. The Matrix evaluation concluded that

*"the matrix system, which was predicated on collaboration and teamwork across Regions and sectors, left intact or strengthened the incentives and underlying organizational culture, maintaining silos and competition among them.... Changes in the global environment.... suggest that a matrix system that marries a client focus to technical excellence is even more relevant today than when it was introduced...."*

*The overarching IEG recommendation is to make substantial changes to the matrix system to realize its potential and reduce its downside. This should be achieved by restoring the creative tensions among the Regions and networks while allowing operational flexibility to support the development challenges of its clients and remaining responsive to external demands for global leadership. To this end, the sector and network architecture needs to be revisited and revitalized, and the distribution of responsibilities and accountabilities of sector directors and managers need to be reconsidered to ensure a balance between corporate sector responsibilities and regional needs.... the Bank should*

*enhance the incentives and resources for effective sharing and use of internal and external knowledge across the Bank....” (page xxix-xxx).*

11. Recent evaluative findings on collaboration have been mixed.

- The Capital Markets evaluation (IEG 2016a) found that *“Internal Bank Group coordination in capital markets areas has varied from near-best practice to mixed. The Capital Markets department has been one of the few Bank Group units that operates on a truly joint basis across the World Bank and IFC...”* (page 147).
- The Rural Nonfarm evaluation (IEG, 2017b) reported that *“interviews with World Bank staff at headquarters and at the country level revealed that a key challenge of implementing the [rural nonfarm economy] pillar of the World Bank’s Agricultural Action Plans was that many of the enabling conditions needed to grow the rural non-farm economy lie outside of the span of control of any single GP....country missions determined untapped opportunities to leverage partnerships to achieve complementarities in linking the rural poor to more productive opportunities”*(page xi).
- IEG’s evaluation of the WBG’s new Country Engagement model (IEG 2017a) found that the new Systematic Country Diagnostic (SCD) and Country Partnership Framework (CPF) model and its internal WBG processes have been working quite well and that there is some improved coordination and collaboration among Bank Group entities: *“There is evidence of a modest improvement in the quality and focus of the CPFs...The focus on the achievement of the twin goals in the Strategic Country Diagnostics has caused the CPFs to focus much more explicitly on what programs are required to support this, and there are clear indications of stronger selectivity. Most CPFs now also include discussions of the strategic direction and content of the IFC/Multilateral Investment Guarantee Agency (MIGA) programs and how these contribute to the World Bank Group program”* (page 34).
- The report on Industry Competitiveness and Jobs (IEG 2017c) found that most World Bank Group staff does not believe that substantive collaboration takes place at the country strategy level, with factors such as personal networks, staff presence in the field, and the complementarity of investments as factors that foster collaboration. Further, collaboration in support of industry competitiveness tended to be around a broader program rather than project-specific and occurring mostly within each WBG institution instead of between the Bank and IFC (p. 94).
- IEG’s learning product on World Bank Group joint projects (involving co-financing by at least two of the three WBG institutions) found that these are hard to identify but amount to a very modest share of overall approvals and commitments. Joint projects work best in specific contexts with high

relevance and when there is a clear business case and a shared vision of the rationale for jointness. Staff face many challenges when working on joint products, often relating to incompatibility in processes, incentives, and organizational cultures across WBG institutions (although the study also noted that the signal from the top of World Bank Group leadership is conducive for future joint projects.) Incompatible systems, processes, and structures affected project success, transaction costs, and WBG effectiveness. It eased collaboration when teams had a good understanding of each institutions' strengths and limitations. Staff characteristics related to previous experience, leadership style, and even personality mattered for success and replication (IEG, 2017d).

12. Evaluations have also identified opportunities and constraints to better knowledge sharing. IEG's evaluation of Learning and Results in World Bank operations (IEG, 2015) found that informal learning and tacit accumulation of knowledge predominate and are driven by incentives, mindsets, and aspects of organizational culture such as group norms and diversity of teams. The "ROSES" report on self-evaluation systems (IEG, 2016b) stressed the role of staff values, motivations, and incentives regarding results measurement and using and learning from self-evaluation. Both reports emphasized managerial signals, budget arrangements, reward and recognition systems, and results orientation as important for understanding staff behavior around accumulation, sharing, and applying knowledge.

13. This evaluation will seek to fill some gaps in IEG's evaluative evidence related to, among others: customization of knowledge to country context in both Advisory Services and Analytics (ASA) and financial services; aspects of ASA relevance and quality; relationships between GPs and Global Themes; the performance of new mechanisms for knowledge flow and collaboration including the globally integrated Practices and GSGs; and client satisfaction.

### **Purpose, Objectives, and Audience**

14. This is a formative evaluation meant to contribute to IEG's objective of generating evidence on the early implementation of the WBG Strategy and change process. Its purposes are to provide early information about how select aspects of the new operating model are working and identify areas that can be strengthened to enhance collaboration and knowledge flows in the process of producing and delivering services to clients.

15. The evaluation will explore whether operational structures, processes, and behaviors associated with the new operating model have thus far stimulated

collaboration and knowledge flow as means to advancing the Bank Group’s goals and strategies. This will serve three objectives:

- Providing the Board and management with early information about the functioning of select aspects of the new operating model and the extent to which the shortcomings related to knowledge flow and collaboration in the earlier operating model (pre-2014) have been addressed;
- Identifying good practice examples and lessons learned thus far;
- Enabling changes to improve aspects of the operating model via possible mid-course correction or deepening of the implementation of the model.

16. The evaluation aims to add value by using participatory processes geared to promote learning and by informing the matrix and the GP and Global Themes leadership on potential course corrections on select aspects of the model. Such course corrections may enhance team effectiveness and delivery of customized knowledge, and also help the World Bank operationalize the “Forward Look” and the “Cascade principles” which will require closer collaboration across WBG entities and GPs. For example, the evaluation might provide suggestions around processes, incentives, or management data. Participatory evaluation approaches will be used to promote learning among stakeholders on aspects of the model. Another value added would be to describe in some detail the original objectives behind the operating model, the explicit and implicit assumptions behind it, and how it is currently functioning.

17. IEG proposed this evaluation in its work program, which was endorsed by the Board, as part of its approach to assess the implementation of the 2013 WBG Strategy. IEG brings to this task its extensive experience with evaluating topics related to World Bank Group’s implementation of policies and operational processes aimed at enhancing development effectiveness and impact.

18. The stakeholders most likely to be interested in the evaluation are those that oversee the functioning of the operating model, including Board members and shareholders, Senior Management, the leadership teams of the GPs, and management in the Regions.

## **Evaluation Questions and Scope**

19. The study will be guided by three questions:

- What has been the experience so far with select new features of the operating model such as globally integrated Practices, Program Leaders, Global Leads,

Global Solutions Groups, and Cross-cutting Solutions Areas, especially regarding their contribution to collaboration and knowledge flow?

- Have these features of the new operating model facilitated internal collaboration and integration of cross-sectoral perspectives in the delivery of client solutions?
- Have these features of the new operating model facilitated knowledge flow? Have they facilitated the mobilization of global expertise and its customization to country context?

## Scope

20. Recognizing also that some aspects of the World Bank's organizational structure are still in flux, the evaluation will focus on functions and behaviors rather than structure. This motivated a change in title compared to the IEG work program which had used the shorthand "GP/CCSA evaluation" to refer to this piece. It will focus on staff in GPs and Global Themes as well as staff in key new roles such as Program Leaders and Global Leads. It includes knowledge flows and collaboration in preparing ASAs and lending. It will review how key features, processes, and incentives associated with the new operating model enable or hinder collaboration, knowledge flow, team effectiveness, and delivery of integrated solutions to clients.

21. Major vectors of collaboration and knowledge flow will be considered, such as: cross-GP teams and joint task team leadership; intra-GP "cross-support"; the role of the Global Themes in supporting GPs with the integration of corporate priority themes in country programs; and the new roles of Program Leaders and Global Leads. Focus will be on activities that directly support client delivery (as opposed to general training and skills enhancement) and on the processes that underpin it such as: work program planning; budgeting arrangements; and task team leadership and composition. Analysis of incentives, including those stemming from budget mechanisms, performance reviews, and the use of collaboration indicators as performance metrics, will help explain findings.

22. Not all development problems are complex or require multi-sector solutions or top global expertise; nor is collaboration an end in itself. The evaluation will therefore focus on development problems that have been recognized as requiring a multisector approach.

23. The evaluation will not cover development effectiveness and development outcomes as it is too early to observe any changes.

24. Execution of the change process itself will not be evaluated directly. Neither an audit of how management carried out the organizational change process nor a detailed documentation of each phase of the change management process is part of the scope of this study. Therefore, IEG will not assess the costs of setting up the GPs and the CCSAs.

25. Focus is on the World Bank. Those parts of IFC that are embedded in the GPs and Global Themes form part of the scope. Other parts of IFC, as well as MIGA, will not be covered. Development Economics and other non-operational parts of the World Bank will also not be covered, except as it pertains to use of research knowledge (via operational cross-support from DEC or through other means of knowledge transmission) for operational purposes.

26. The role of the Global Themes Groups in fostering integration of select corporate priority themes (such as jobs; gender; climate change; fragility, conflict, and violence; and public-private partnerships) will be covered, while their more external-facing roles (such as raising the global profile of the WBG within their themes) will not be covered. These roles may be covered in IEG’s planned evaluation of convening power, scheduled for FY19.

Table. 2. Narrowing the scope of the evaluation

<i>Ancillary and simultaneous reforms outside scope but part of context</i>
<ul style="list-style-type: none"> <li>• The Expenditure Review</li> <li>• New country engagement process (SCD, CPF)</li> <li>• IT Investments</li> <li>• Simplification; “Agile Bank”</li> <li>• “One World Bank Group” initiatives aiming at bringing the World Bank, IFC, and MIGA closer, apart from the joint GPs</li> <li>• Detailed functioning of the framework for accountability and decision-making (ADM)</li> <li>• Disbanding the Learning, Leadership, and Innovation Group.</li> </ul>

Source: IEG.

27. The creation of the GPs and CCSAs was part of a larger change process, occurring more or less simultaneously with changes to the country engagement model, human resources (HR), process simplification, expenditure review, and budget cuts. It is therefore important to specify which parts of the larger change process fall outside the scope, something that Table 2 attempts to do. The organizational changes listed there are outside the scope but need to be considered as part of the context influencing the performance of the operating model.

## Evaluation Design

28. The evaluation design is anchored in theory-based evaluation and mixed methods. Thus, the evaluation will be grounded in a set of nested theories of change. At the broadest level, Table 1 contains a reconstruction of how changes to the operating model were intended to improve knowledge flow, collaboration, and thereby team effectiveness and ultimately the relevance and quality of WBG services and its

development effectiveness. Nested within this, specific theories of change will be developed for some of the features of the operating model selected for in-depth treatment such as GSGs and for describing how factors that promote or hinder knowledge flow and collaboration can impact World Bank delivery to clients. These detailed theories of change will be developed from relevant literature and documents combined with key informant interviews. The team will engage counterparts to validate the theories of change.

29. In support of the formative, learning-oriented purposes of this evaluation, participatory engagement of stakeholders in all parts of the evaluation process will be another major principle. Participation will be used in data collection, validation, and triangulation of findings, as well as in the quality control (through a REACT workshop). The IEG team will engage closely with counterpart teams working on related tasks (typically teams collecting or analyzing data on knowledge, collaboration, team effectiveness, or aspects of client delivery). A series of mostly smaller workshops and focus group discussions with counterparts will be used to identify good practice cases and elements that work well, probe how processes and incentives enable or hinder the desired behaviors, assist in triangulation, and promote learning and stakeholder engagement during the evaluation process. Participation of critical thinkers will be actively sought in this process.

30. Guided by the principle of a mixed-methods and multi-level approach, the evaluation will combine a large amount of existing secondary qualitative and quantitative data with the team's own data collection. New data collection will be guided by a nested multi-level design, illustrated in Table 3, that addresses the evaluation questions at three levels and through the lenses of select themes allowing for more in-depth treatment: the entire World Bank; select multi-sector themes and business lines; and select individual projects and programs that are part of country programs. For example, Global Leads and GSGs -- a feature of the new model -- will be reviewed at three levels: all GSGs in the World Bank; a small number of GSGs working on business lines and global themes selected for in-depth study based on recognized scope for multisector approaches; and tasks in sample countries. This design will enable a systematic combination of broadly treated and deeply treated topics.

Table. 3. Illustration of nested multi-level, multi-topic design

	<b>World Bank overall</b>	<b>Select Global Themes and business lines</b>	<b>Select projects in country programs</b>
New features of the operating model	X	X	X
Collaboration and cross-sectoral perspectives	X	X	X
Knowledge flow	X	X	X
Customization of global knowledge to country context	X	X	X

## Evaluation components and data sources

31. Table 4 lays out the evaluation design matrix.

Table. 4. Evaluation design matrix

<b>Evaluation questions</b>	<b>Aspects to consider</b>	<b>Sources of data</b>
What has been the experience so far with select new features of the operating model such as globally integrated Practices, Program Leaders, Global Leads, Global Solutions Groups, and Cross-cutting Solutions Areas, especially regarding their contribution to collaboration and knowledge flow?	<ul style="list-style-type: none"> <li>• GSG/GL model: functioning and contribution to larger objectives</li> <li>• PLs as integrators</li> <li>• Mainstreaming of global themes</li> <li>• GPs as globally integrated providers of technical work</li> <li>• Incentives, processes, and efficiency of the model</li> </ul>	<ul style="list-style-type: none"> <li>• Change process and other internal documents</li> <li>• Validation workshop(s) on the theory of change</li> <li>• Corporate data</li> <li>• Interviews</li> <li>• GSG survey; GSG internal documents</li> <li>• Assess key aspects of the model against what was proposed</li> <li>• Budget data</li> <li>• Literature review</li> </ul>
Have these features of the new operating model facilitated internal collaboration and integration of cross-sectoral perspectives in the delivery of client solutions?	<ul style="list-style-type: none"> <li>• Extent, quality, and efficiency of collaboration</li> <li>• Enablers and obstacles to collaboration, “positive outliers”</li> <li>• Client perspectives</li> </ul>	<ul style="list-style-type: none"> <li>• Workshops with counterparts to identify positive outliers and their characteristics</li> <li>• Staff engagement and 2-minute survey results</li> <li>• Interviews with staff, GP management, CMUs, and clients</li> <li>• Documents</li> <li>• Social network analysis</li> </ul>

<p>Have these features of the new operating model facilitated knowledge flow? Have they facilitated the mobilization of global expertise and its customization to country context?</p>	<ul style="list-style-type: none"> <li>• Global mobility of staff</li> <li>• Role of GSGs and GLs</li> <li>• Types, sources, relevance, quality of knowledge; customization to country context</li> </ul>	<ul style="list-style-type: none"> <li>• Budget process analysis</li> <li>• Scan of IEG evidence on collaboration</li> <li>• Review of task documents (PADs, ASA reports, etc)</li> <li>• Interviews with team members, CMU, and clients</li> <li>• 2-minute surveys</li> <li>• Country surveys</li> </ul>
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Source: IEG.

32. Network analysis will map out patterns of cross-GP collaboration, relying primarily on the corporate collaboration indicator. The analysis will be done at the level of Practice Groups and GPs and will distinguish between collaboration on lending and ASA. The team will also explore using time recording data to analyze intra-GP cross-Region staff flows, as well as network analysis at a more disaggregated level.

33. Staff surveys and interviews. The perspectives of staff and various layers of management will be a major component in the evaluation. Analysis of the CMU and GP 2-minute surveys and the staff engagement surveys from various years will provide data on staff perceptions of the quality of collaboration within and across Groups. Findings from this will be greatly enriched and explained through semi-structured interviews with staff, as well as the afore-mentioned participatory workshops. A focus of the interviews and workshops will be on understanding how and why certain elements function as they do.

34. Budgeting arrangements. Analysis of budgeting arrangements, done in close consultation with the Budget and Performance VPU, will add insights on whether, how, and why budget issues drive findings, via their influence on incentives.

35. Client perspectives on the delivery of World Bank services will be assessed based on interviews with representatives of borrowers, sector ministries, Project Management Units, and CMUs. Triangulating with document reviews and team interviews, this will provide evidence on relevance and appropriateness: was multisectorality truly called for in that particular task? Did collaboration lead to better quality of the service? Was knowledge customized to country context?

36. Structured document review for ASA and lending selected for in-depth study will complete the data collection. This will form part of the multitopic, multilevel design

(see above) assessing knowledge flow, knowledge customization, multi-sector collaboration, and relevance to country context of WBG services. Focus will be on clusters of tasks comprising financial and analytical services that address a common issue (hence, the expectation is not that individual activities need to be multisectoral, but rather that clusters of activities are, when relevant).

### **Validity, sampling, strengths and limitations**

37. The team will ensure validity by systematically triangulating findings across all evaluation components, relying on all available sources of data, and in dialogue with the refined theories of change. Validation through workshops with counterparts and advisors will ensure the robustness of the findings. The ability to generalize will be enhanced by the method used for selection of themes and business lines recognized as usually requiring multisector approaches, by the degree of consistency across themes and levels, and by the degree of consistency with organizational theory.

38. Sampling. The nested multi-level, multi-topic design will require sampling of the following:

- One or more broad global themes (for example, mainstreaming of jobs or climate change; pandemics) – will be sampled with a view to cover evidence gaps of importance to IEG and management, in consultation with the Global Themes VPU
- Around three narrower multi-sector issues that by their nature require cross-GP solutions (for example, climate-smart agriculture; early childhood development; anti-corruption) – will be sampled based on covering all three Practice Group VPUs
- Countries to visit – will be sampled based on the existence of projects or programs covering the (majority of) the selected global theme(s) and multi-sector issues. Additional criteria for country selection include regional diversity and having a CPF.

39. The largest strength of the evaluation is the relevance and timeliness of its topic. Its results should be able to assist in efforts to improve the functioning of the operating model and therefore ultimately the quality and effectiveness of WBG services.

40. Another strength of the evaluation design is the density and diversity of information sources available on the topics of interest, providing to the team a large amount of evaluative evidence. Secondary data will come from management information systems, existing surveys, existing and ongoing reviews done by management and Internal Audit, and budget data. These secondary data sources are quite rich. Deliberate sequencing of evaluation tasks will be used so that readily

available secondary data informs the team's collection of primary data. Primary data will come from the team's own interviews, workshops, and document reviews.

41. As an early-stage evaluation, a limitation of the evaluation design is that findings on staff behaviors and team effectiveness will be hard to link to development effectiveness and development outcomes, information on which is not yet available. Explicit application of detailed theories of change will be used to link findings on mechanisms, processes, behaviors and team effectiveness to the likelihood of achieving intermediate and longer-term outcomes.

42. It will not be possible to directly control for how factors other than the organizational reforms have impacted performance. For example, improvements in IT may have facilitated knowledge flows and collaboration between headquarter and country office staff independent of other reforms.

### **Quality Assurance Process**

43. The evaluation will go through IEG's regular quality assurance process, as revised in May 2017. An earlier version of this Approach Paper was peer reviewed by Cheryl Gray (Director, Office of Evaluation and Oversight, Interamerican Development Bank); Ajay Narayan (Manager, Internal Audit); and Manny Jimenez (Executive Director, 3ie). To peer review the draft final Report, IEG plans to add one or more peer reviewer(s) with expertise in organizational change and effectiveness. A methodology workshop will be used to fine tune the evaluation design. The team plans to convene a REACT workshop with counterparts around the draft final report.

### **Expected Outputs, Outreach and Tracking**

44. The output will be an evaluation report with recommendations that adheres to IEG's quality and length guidelines. Outreach will be done to all the GPs, Global Themes Groups, Regions, and select country offices during the course of conducting the evaluation, ensuring the inclusion of perspectives from all sides. Dissemination of the completed evaluation will be done via events and blogs. A complete outreach and dissemination plan will be prepared ahead of the One-Stop review meeting for the draft final report.

### **Timeline and Resources**

45. Following submission of the Approach Paper to the Board's Committee on Development Effectiveness (CODE), the report preparation will take approximately nine months including field-based studies, and another two for incorporating feedback from the WBG management and processing for submission to CODE (table 5). The total

budget for the report is estimated at US \$770,000, including staff time, consultant fees, travel and subsistence, contingencies and dissemination (table 6).

Table 5. Timetable

IEG Management one-stop review of the draft report	June, 20018
REACT workshop with WBG counterparts	July, 2018
Draft report to WBG Management for comments	July, 2018
Submission to CODE	September, 2018

Table 6. Study Budget

Staff Costs	541,200
Consultant Costs	159,250
Travel and Subsistence	20,00
Dissemination	50,00
<b>Total Costs</b>	<b>770,450</b>

46. The team will comprise individuals with deep skills in evaluation methods, execution, analysis, write-up, and stakeholder outreach. It will initially include the following IEG staff: Anjana Sriram (budget system & arrangements, resource management analysis), Chris Nelson (evaluation analysis, organizational effectiveness), Eduardo Maldonado (evaluation analysis), Estelle Raimondo (design of evaluation methods), Carla F. Coles (administration and logistics), Katsumasa Hamaguchi (network analysis), Malathi Jayawickrama (agriculture and governance, country programs), and Rasmus Heltberg (team leadership) who will be complemented by Anis Dani and Disha Zaidi, consultants. Additional expertize will be added as needed.

## Attachment 1

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