

## **Approach Paper**

# **Chad Country Program Evaluation**

March 20, 2020

## **1. Background and Context**

1.1 The goal of the evaluation is to assess the World Bank Group’s development effectiveness during the 10 years since the Bank Group reengaged with Chad, focusing on the design and implementation of interventions within a context of high fragility and extreme poverty. It covers the implementation of the Interim Strategy Note (ISN; fiscal year [FY]10–12) and Country Partnership Framework (CPF; FY16–20). In June 2019, a Performance and Learning Review (PLR) was prepared, which reiterated the need to focus on the fundamentals of economic recovery owing to reduced fiscal space and capacity constraints. This evaluation is intended to provide strategic insight for the next Chad CPF, scheduled for delivery in FY21, and to offer lessons of potential relevance to other Bank Group country programs in fragile and conflict-affected situations.

### **Context, Regional Security Issues, and Fragility Drivers**

1.2 Chad is a highly fragile country with low levels of social development and high vulnerability to regional threats. Nearly half the population lives in poverty, and the country ranks 186th out of 189 countries on the 2017 United Nations Development Programme Human Development Index (table A.1). Most of the poor—92 percent—live in rural areas, and more than half of rural households are poor (compared with 21 percent of urban households). A climate aggravated by climate change limits agricultural output and productivity. Chad is a significant contributor to the regional fight against terrorism and jihadist movements, which amplifies its vulnerability to violent extremism and the inflow of refugees.

1.3 Chad has four fragility drivers that affect its development trajectory. First is a legacy of conflict that plays out in various forms. This includes internal domestic conflict in the early 2000s, a rebel uprising in 2006, and the recent Boko Haram insurgency, which remains the greatest cause of displacement in the Lake Chad region (United Nations High Commissioner for Refugees [UNHCR] and World Bank 2016). This insurgency has resulted in more than 2.5 million people becoming refugees, 92 percent of which are displaced within their own country. The insurgency has had profound, long-lasting impacts on the Lake Chad region, including extreme levels of violence and the widespread destruction of private and public infrastructure. There is evidence of increasingly limited access to services, forced displacement, and lack of access to land necessary for livelihoods in the region (UNHCR and World Bank 2016). Forced

displacement in parts of the country has led to rapid migration to urban areas, presenting significant urban management and development challenges (UNHCR and World Bank 2016). The second fragility driver identified in the World Bank's Systematic Country Diagnostic (SCD) is rapid population growth. This limits the benefits stemming from economic growth and has resulted in upward pressure on poverty. The third driver of fragility is climate change and the environment. Highly irregular rainfall and wide temperature variability are undermining people's lives, particularly around the Lake Chad Basin. A recent German Agency for International Cooperation report forecasts that temperatures in the region will rise one and a half times faster than the global average, thus changing the size of Lake Chad's northern pool and resulting in large losses in the cropping areas of the central Lake Chad Basin.<sup>1</sup> Communities in the region are thus "vulnerable to both the impacts of climate change and the ongoing conflicts—a pincer movement of forces which creates its own feedback loop" (UNHCR and World Bank 2016). The fourth fragility driver is the country's exposure and reliance on oil for fiscal stability and the government's recurrent spending. Declining oil rents make it difficult for the government to respond to the basic needs of the population and to invest sufficiently in diversifying the economy.

1.4 These four fragility drivers in Chad have exposed three elevated risks to development progress in the country. First, the dynamics of ongoing regional conflicts continue to undermine people's ability to deal with the consequences of the increasingly variable climate. Displacement and restrictions on people's movement owing to potential and perceived conflict prevent communities from strategically relocating for agricultural purposes, and years of violence, both internal and external, have resulted in weaker social cohesion. Second, displacement has increased competition for resources such as pastoral lands and water. This diminishes the effectiveness of traditional approaches to restitution. Third, limited economic opportunities have exposed the population to potential recruitment by armed opposition groups. Although not yet widespread, the perceived lack of state legitimacy, increasingly vulnerable livelihoods, and the lure of financial incentives for recruits make this a viable option, particularly for young unemployed males.

1.5 In response to conflict, the government has financed a strong security presence to shore up its national boundaries. This has been partly successful in preventing an influx of extremist actors from neighboring countries, but it has also diverted resources away from other public goods and services.<sup>2</sup> In addition, the demands of supporting displaced populations have stretched the already limited capacity of government systems.

1.6 Development progress is undermined by the susceptibility of the fiscal and budgetary situation to oil price shocks. As outlined in table A.5, key binding constraints identified by the SCD include a narrow economic base and heavy dependence on

unpredictable oil revenues. During the evaluation period, oil revenue to the budget declined from 24.8 percent of gross domestic product (GDP) in 2011 to 4.1 percent of GDP in 2017 because of falls in both oil prices and production (table A.2; World Bank, 2019a). Chad continues to be the most resource-dependent country in Africa. Similarly, real GDP growth relies significantly on petroleum exports. Low oil revenue and heightened regional insecurity contributed to a deceleration of GDP growth to 2.4 percent in 2018, down from 13.5 percent in 2010, forcing sharp fiscal consolidation (table 1.1).

**Table 1.1. Basic Development Indicators for Chad, 2010–18**

<b>Basic Indicators</b>	<b>2010</b>	<b>2011</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
Country Policy and Institutional Assessment	2.4	2.4	2.8	2.7	2.7	2.7
GNI per capita, Atlas method ( <i>current dollars</i> )	910.0	880.0	880.0	730.0	640.0	670.0
Life expectancy at birth, total ( <i>years</i> )	50.9	51.4	53.1	53.4	53.7	—
People using at least basic sanitation services ( <i>percentage of population</i> )	10.4	10.0	8.8	8.6	8.3	—
Mortality rate, infant ( <i>per 1,000 live births</i> )	84.9	83.2	76.5	74.8	73.1	71.4
Mortality rate, under 5 ( <i>per 1,000 live births</i> )	149.7	145.6	130.5	126.6	122.7	119.0
School enrollment, primary ( <i>percentage of gross</i> )	81.9	88.6	91.6	86.8	—	—

Source: World Bank (World Development Indicators) as of January 28, 2020.

Note: GNI = gross national income; — = not available.

## World Bank Group Objectives

1.7 Three core strategy documents have guided the Bank Group’s support to Chad during the FY10–20 evaluation period: the ISN (FY10–12), CPF (FY16–20), and PLR (FY20). The FY16–20 CPF remains in effect and was updated at the PLR stage in June 2019. The Bank Group operated on the basis of the ISN from 2012 to 2016, when conditions were in place for a return to a full partnership framework. These included the resumption of an International Monetary Fund program and the Heavily Indebted Poor Countries Initiative Completion Point that was reached in 2015.

1.8 Bank Group disengagement and reengagement in Chad was driven by government decisions about the Chad-Cameroon Petroleum Development and Pipeline Project and security concerns in the capital city. The ISN notes that the World Bank supported the financing of the pipeline project; however, the government was unable to respect the Memorandum of Understanding and its amendments. In addition, a rebel attack on the capital, N’Djamena, in 2008 forced the Bank Group to close its office and suspend its financial support to the country. The World Bank reengaged with the government on the repayment of the balance of pipeline-related credits to the Bank

Group and after the restoration of peace in N'Djamena, but the pause in the relationship inevitably had an impact on the program and strategic engagement among partners

1.9 Bank Group strategic objectives did not change significantly under the ISN (FY10–20) and the CPF (FY16–20). The objectives of the ISN (FY10–12) were to (i) strengthen governance and public financial management, (ii) improve livelihoods and access to key social services, and (iii) improve regional integration and connectivity. The objectives of the CPF were to (i) strengthen management of public resources, (ii) improve returns to agriculture and build value chains, and (iii) build human capital and reduce vulnerability, building on the program launched by the ISN. The June 2019 PLR affirmed the engagement principles of the CPF, focusing further on the drivers of fragility. These adjustments reflected regional security threats, large numbers of refugees, the fiscal and economic crisis, and the impacts of climate change on agriculture (table 1.2).

**Table 1.2. Chad Strategic Engagement, FY10–20**

ISN	ISN Axis 1:	ISN Axis 2:	ISN Axis 3:
FY10–12	<b>Strengthening governance and public financial management</b>	<b>Improving livelihoods and access to key social services</b>	<b>Improving regional integration and connectivity</b>
	Increased efficiency and transparency in the use of public funds	Improved access to and quality of health services	Improved transport linkages
	Improved access to reliable poverty data	Improved access to and quality of primary education	Improved internet connectivity
		Improved access to water supply	
		Improved agriculture productivity	
CPF		<b>Engagement Theme 2:</b>	
FY16–20	<b>Engagement Theme 1: Strengthening management of public resources</b>	<b>Improving returns to agriculture and building value chains</b>	<b>Engagement Theme 3: Building human capital and reducing vulnerability</b>
	More effective and transparent public financial management	More productive and resilient agriculture	Improved rural access to reproductive health services
	Develop capacity for more effective management of hydrocarbon resources	Improved environment for private sector investment	Improved rural access to and quality of education
			Establish a social protection system targeting the most vulnerable households

CPF FY16–20 (as updated by the FY19 PLR)	<b>Engagement Area 1: Strengthening management of public resources</b>	<b>Engagement Area 2: Improving returns to agriculture and building value chains under climate- smart agriculture</b>	<b>Engagement Area 3: Building human capital and reducing vulnerability</b>
	Enhanced fiscal risk management	More productive and resilient agriculture	Improved rural access to health services and nutrition
	More effective and transparent hydrocarbon resources management	Improved environment for private sector investment	Improved access to and quality of education
			Establish a social protection system targeting the most vulnerable households

Sources: World Bank 2010, 2015b, 2019c.

Note: CPF = Country Partnership Framework; FY = fiscal year; ISN = Interim Strategy Note; PLR = Performance and Learning Review.

## World Bank Group–Supported Program

1.10 During the FY10–20 review period, the Bank Group–supported program in Chad included International Development Association lending, trust funds, International Finance Corporation investments of more than \$1.3 billion, and a program of Advisory Services and Analytics (ASA). International Finance Corporation investments amounted to \$106.5 million. There was no Multilateral Investment Guarantee Agency exposure in Chad during the review period. Forty-seven International Development Association and trust fund projects were active during FY10–20. Of these, the World Bank approved 38 new projects in the Country Program Evaluation (CPE) period for a total commitment of \$1.03 billion. These covered 33 investment project financing (IPF) loans (\$666 million) and 5 development policy financing (DPF) operations (\$360 million). Projects approved before FY10 that continued to be active during the evaluation period amounted to a further \$215 million for 9 projects, which were all IPFs (see figure E.1). Twenty-four World Bank ASA products were delivered during the period, at a total cost of \$4.7 million, including both World Bank budget and trust fund resources. Key analytical products included a public expenditure review, poverty and social safety net assessments, and sector notes (table 1.3).

**Table 1.3. Distribution of Analytical Work by Global Practice and Cost of Delivery, FY10–19**

<b>Global Practice</b>	<b>Projects (no.)</b>	<b>Cost of Delivery (\$, thousands)</b>
Poverty and Equity	2	1,321.6
Macroeconomics, Trade, and Investment	8	977.7
Social Protection and Jobs	2	738.8
Energy and Extractives	2	494.2
Water	1	278.4
Education	1	259.3
Finance, Competitiveness, and Innovation	2	220.6
Health, Nutrition, and Population	1	150.4
Agriculture and Food	1	141.0
Governance	2	80.2
Digital Development	1	30.2
Transport	1	3.5
<b>Total</b>	<b>25</b>	<b>4,695.9</b>

Source: World Bank Business Intelligence database, Operations Portal.

1.11 Through the prior actions outlined in the DPFs, the deteriorating fiscal situation was targeted in the wake of the commodity price crisis and regional security concerns. The first DPF was approved in FY16. The policy actions supported by the DPFs sought to address the macrofiscal challenges while contributing to investment climate reforms and supporting social protection.

1.12 The largest share of project commitments came from the Human Development Practice Group. These projects addressed education, health, and social protection, with a total commitment of \$424 million covering 15 projects (International Development Association: \$413 million; trust funds: \$11 million), of which education (4 projects) had the largest net commitment of \$157 million. Development objectives included establishing basic education; improving teaching and learning conditions in primary and upper secondary schools; supporting women’s and adolescent girls’ empowerment and their access to quality reproductive, child, and maternal health services; and strengthening the vocational and technical education and training sector. Of the 13 projects that closed during FY10–20 that were rated by the Independent Evaluation Group (IEG), just 2 were rated moderately satisfactory or higher. Five projects were rated moderately unsatisfactory, and 6 were rated unsatisfactory (see table F.1).

## Previous Evaluations

1.13 The CPE will draw on two previous Project Performance Assessment Reports and 13 Implementation Completion and Results Report Reviews for projects and operations in Chad. The Project Performance Assessment Reports cover projects in the petroleum sector (2009) and information and communication technology services (2018). It will also use findings from previous IEG evaluation on fragile states, such as *World Bank Group Assistance to Low-Income Fragile and Conflict-Affected States* (World Bank 2014).

## 2. Purpose, Objectives, and Audience

2.1 The CPE's primary goal is to draw lessons about Bank Group development effectiveness in Chad during FY10–20 to inform the next CPF (FY21–24). The CPE will focus on how the Bank Group engaged in Chad and how it adapted its approach to the country's fragility drivers. The CPE will evaluate the effectiveness of the lending, investment, and advisory work of the Bank Group in addressing the development challenges of the country and the extent to which Bank Group engagement addressed the most pressing constraints to development within the World Bank's mandate and areas of expertise.

## 3. Evaluation Questions and Coverage or Scope

3.1 The scope of the CPE is determined by the core areas of Bank Group engagement, the relevant fragility drivers, and gaps in critical areas identified by the SCD (World Bank 2015a, 48). The Bank Group proposed a package of financial, knowledge, and convening services in both the ISN and CPF. The motivation behind the engagement differed in the two strategy periods, although the objectives were similar. During the ISN, the Bank Group sought to reengage with Chad after conflict events and the strained relations regarding the Chad-Cameroon pipeline project. The CPF for FY16–20, by contrast, was informed by a clear strategy based on the SCD, which coincided with the government of Chad developing its own National Development Plan (2017–21) and gaining increased access to International Development Association resources.

3.2 The articulation of strategic objectives in the ISN largely maps onto those of the CPF and PLR with one exception: regional integration and connectivity. The CPF program was more selective than the ISN, but to optimize the odds of achieving the CPF objectives by the end of FY20, the PLR proposed additional selectivity, emphasizing public financial management, climate-smart agriculture, rural access to markets, land management, gender, and governance. Regional connectivity and integration, an axis of the ISN, was not an engagement area of the CPF or PLR. Support for infrastructure was dropped in the CPF (apart from one regional project on water). The regional dimension in the PLR focused on the dynamics of the Sahel and Lake Chad areas, reflecting security

concerns and climate change impacts, the key factors amplifying vulnerability among regional populations. Aligning substantial development needs with the risks posed by relevant fragility drivers emphasizes not just the *what* of Bank Group involvement but also *how* operations were designed and implemented. The evaluation will focus on both aspects.

3.3 The present CPE will use three organizing strategic objectives, or *pillars*, to cover the entire evaluation period. The pillars align closely with the development priorities articulated in the SCD and the objectives of the CPF. Interlinkages and overlaps are evident across the three pillars and illustrated in the SCD, CPF, and PLR (table 3.1). Chad’s key drivers of fragility, as outlined in section 1.3, will then be used against these pillars to assess the performance of the World Bank’s development assistance.

**Table 3.1. Country Program Evaluation Pillars**

<b>Pillar 1 Strengthening Management of Public Resources</b>	<b>Pillar 2 Improving Returns to Agriculture and Building Value Chains</b>	<b>Pillar 3 Building Human Capital and Reducing Vulnerability for Households</b>
<ul style="list-style-type: none"> <li>• More effective public financial management</li> <li>• Increased transparency of budget allocations at the local level</li> <li>• Increased tax and customs revenue</li> <li>• No increase in debt burden</li> <li>• Reducing wage bill</li> <li>• Improved capacity in the petroleum sector</li> <li>• Transparent and effective management of hydrocarbon resources</li> <li>• Strengthened evidence-based decision-making in education</li> </ul>	<ul style="list-style-type: none"> <li>• Increased production of cereal crops in targeted regions</li> <li>• Improved animal health</li> <li>• Improved land and water management</li> <li>• Improved business environment</li> <li>• Regional security and climate change considerations</li> <li>• Development of a private-public partnership strategy and pipeline of infrastructure projects</li> <li>• Improved transport linkages</li> </ul>	<ul style="list-style-type: none"> <li>• Improved access to basic health services for women and girls</li> <li>• Improved teaching and learning conditions in primary and upper secondary education</li> </ul>

## 4. Evaluation Questions

4.1 The evaluation will tackle several cross-cutting issues. These include the relevance of the World Bank program to fragility, coherence, prioritization and sequencing, and sustainability of reforms supported by the Bank Group; the leveraging of partnerships (including those with the United Nations, International Monetary Fund,

and African Development Bank); and the Bank Group’s ability to adjust to the evolving country context in Chad.

4.2 The CPE will focus on the following overarching questions:

- a. To what extent did the Bank Group–supported strategy address Chad’s most binding development constraints, including the drivers of fragility?
- b. How effective was the Bank Group program in responding to, implementing, and adapting to existing and emerging development needs in the country?
- c. How effectively did the Bank Group coordinate with other development partners and stakeholders during the design and implementation of its partnership strategies in Chad to ensure program relevance, coherence, effectiveness, and sustainability?

4.3 These three overarching questions will be answered through the subquestions shown in table 4.1.

**Table 4.1. Overarching and Subquestions of the Country Program Evaluation**

Overarching Questions	Subquestions
a. To what extent did the Bank Group–supported strategy address Chad’s most binding development constraints, including the drivers of fragility?	<p>I. To what extent and how did the lending and advisory program differ in Chad to account for the fragility drivers and lessons from reengagement arrangements?</p> <p>II. Has the Bank Group program in agriculture sufficiently responded to the fragility risks, including addressing the underlying reasons for low productivity in the sector and addressing country-specific challenges?</p> <p>III. To what extent has programming in the human development (education, health, and social protection) sector been designed to address and align with Chad’s fragility constraints?</p>
b. How effective was Bank Group support in responding to, implementing, and adapting to existing and evolving development needs in the country?	<p>I. To what extent did the Bank Group contribute to increasing the effectiveness of public resource use and expanding the revenue base?</p> <p>II. To what extent did Bank Group–supported activities contribute to improving the efficiency, efficacy, and distribution of public spending on education, health care, and social protection?</p> <p>III. To what extent did the Bank Group support the reduction of spatial and gender inequities in Chad? How responsive has the Bank Group–supported program been to shocks that affected women and children?</p> <p>IV. Did Bank Group support help improve access to and the quality of education, reduce gender inequalities, and improve health outcomes? To what extent did the Bank Group support improvements in institutional capacity in the education and health sectors?</p>

Overarching Questions	Subquestions
c. How effectively did the Bank Group coordinate with other development partners and stakeholders during the design and implementation of its partnership strategies in Chad to ensure program relevance, coherence, and sustainability?	I. To what extent did the coordination of budget support amplify its effectiveness and expand its policy coverage? II. Did the Bank Group-supported program sufficiently incorporate the findings and analysis of partner programs, particularly the work on conflict and environment?

## 5. Evaluation Design and Evaluability Assessment

### Analytic Methods and Data Requirements

5.1 The CPE will approach its analysis from a dual top-down and bottom-up perspective. The intention is to consult widely with senior World Bank staff, Chadian government officials, and relevant development partners to better understand the parameters and strategy of World Bank support and engage with citizens to gauge their experience as recipients of Bank Group programming. The various approaches are complementary and feed into subsequent approaches, as shown subsequently.

5.2 **Semistructured interviews.** The team will conduct semistructured interviews with relevant Chadian government officials, Bank Group staff, multilateral and bilateral development partners, project team members, civil society groups, and academics. The interviews will be documented, clustered according to context, and include open questions that use a cascade of respondent prompts to obtain broader insights on the relevant issues.

5.3 **Focus group discussions.** Fieldwork will be directed toward pillars 2 and 3, covering the sustainable development and human capital portfolios. The team will visit relevant locations outside the capital, chosen in part by the degree of overlap between these two sectors and by security-related constraints on travel within the country. The team will conduct a series of focus group discussions on human capital priorities and experiences with World Bank support for agriculture and gender-related issues. The discussions, conducted separately with men and women, will be facilitated jointly with local consultants trained by the IEG team during the field mission. These sessions will garner feedback on the impact of Bank Group interventions, changes to livelihoods of Chadians over the last 10 years, access to services and quality of services, and provide insights on how the binding constraints have affected Chadians' ability to engage in agriculture.

5.4 **Geospatial analysis of Bank Group activities.** Existing geolocation data will be used to determine the relevance and effectiveness of the portfolios' responsiveness to regional needs and fragility drivers. Both the World Bank project geocoding database

and the Geo-Enabling Initiative for Monitoring and Supervision data set will be used to assess the extent to which Bank Group activities responded to specific fragile situations in given regions of the country. The data will also be used to calibrate the relevance of World Bank projects in particularly fragile regions of the country and will enable the team to identify any variability in how these projects are conceived, designed, monitored, and delivered. The project location data will also inform the selection of sites for focus group discussions.

**5.5 Complementarity of Bank Group lending instruments and ASA.** The CPE will collect evidence and feedback on the results of the World Bank's policy dialogue (underpinned by analytical and diagnostic work), the depth and criticality of the policy reforms pursued, the responsiveness to political economy and institutional context issues, and whether any changes to the institutional and policy settings in Chad could be attributed to the Bank Group programs. Specifically, it will look at the extent to which the DPF instrument commitments allowed the World Bank to achieve desired results and to discover whether the Bank Group adjusted well to fragility and commodity shocks in Chad using its analytic products, policy dialogue, technical assistance, and appropriate macroeconomic policy measures. It will examine whether the use of the instruments and ASA improved the delivery of development results.

**5.6 Portfolio analysis and coding.** Finally, the CPE will use IEG's portfolio review analysis protocols to elicit patterns for comparative analysis. Particular attention will be paid to identifying characteristics in projects that address fragility issues. Where relevant, this is likely to include details on design innovations, operational policy exemptions, gender-focused designs, the use of third-party monitoring agents, the adequacy of peer review, and joint project approaches.

**5.7 Fragility focus.** Part of the fragility focus will be to identify the extent to which projects and operations were adapted to relevant fragility drivers, assess the suitability of the project instruments (IPFs, DPFs, ASA, and trust funds), and determine the realism of operational approaches. This work will be undertaken using World Bank formal fragility assessment reports, associated materials, and credible data sources on Chad from other development partners.

**5.8 Gender focus.** An important part of the evaluation's scope is an in-depth assessment of the Bank Group responsiveness to gender-relevant issues in formulating and delivering its program. A gender specialist will be on the team both to assess the country program-level response to gender issues and, more broadly, to collect lessons to inform IEG's upcoming evaluation on gender as it relates to fragility, conflict, and violence.

5.9 **CPE rating.** The CPE will rate the Bank Group program for the evaluation period. CPEs typically rate the extent to which the Bank Group program attained each strategic objective. The 2018 CPE guidelines will be applied for the case of Chad (table 5.1). However, as noted previously, of 13 projects and operations with IEG validations (Implementation Completion and Results Report Reviews), 11 IPFs and DPFs were rated either moderately unsatisfactory or unsatisfactory. Only 2 Sustainable Development projects were rated moderately satisfactory. Most of the projects in the portfolio are either still active or were not rated by IEG. The CPE will thus be more useful to the country team in unraveling the underlying factors that contribute to performance issues in Chad and to share country experiences of how other World Bank teams have adapted Bank Group programs in similarly fragile contexts. Particular emphasis will be placed on assessing the relevance of projects given the paucity of the portfolio data and the importance of fragility drivers as a determining factor in development effectiveness.

**Table 5.1. Rating Scale and Criteria for Individual Bank Group Program Objectives or Intervention Clusters**

<b>Rating</b>	<b>Criteria</b>
Highly satisfactory	The Bank Group program achieved its relevant objectives in virtually all respects and exhibited one or more best practice development impact features in doing so. No major shortcomings, such as a violation of safeguards, were identified.
Satisfactory	The Bank Group program achieved its relevant objectives in virtually all respects. No best practice development impact features or major shortcomings were identified.
Moderately satisfactory	The Bank Group program achieved its relevant objectives in most respects, and no major shortcomings were identified.
Moderately unsatisfactory	The Bank Group program did not achieve its relevant objectives in most respects or it achieved it in most respects but exhibited major shortcomings in doing so.
Unsatisfactory	The Bank Group program failed to achieve its relevant objectives in virtually all respects or it did not achieve it in most respects and exhibited major shortcomings.
Highly unsatisfactory	The Bank Group program failed to achieve its relevant objectives in virtually all respects and exhibited major shortcomings.

5.10 Based on established IEG practice, the key evaluation criteria used in determining outcome ratings below the pillar level are relevance and effectiveness. This approach will be applied to the assessment of the Chad country program; however, unlike other CPEs in which the results are closely aligned to the results framework of the CPF, the Chad program does not have a comprehensive results framework to work from. The Chad ISN included a range of targets and indicators, but these were only loosely aligned to the program strategy. The framework includes a collection of output-focused numbers and global indicators with targets. This provides limited scope to

apply ratings aligned to table 5.1. Therefore, the ratings for the CPE will be informed by triangulation of the evidence and insights gathered through the team’s fieldwork.

## Sources of Information

5.11 The CPE will draw on available and relevant Bank Group, IEG, and outside documentation (table 5.2). Bank Group documentation includes country-specific documents and specific project and program documents, such as project appraisal documents, Implementation Status and Results Reports, Implementation Completion and Results Reports, implementation documentation (including minutes of review meetings and aide-mémoire of supervisory missions), and Expanded Project Supervision Reports for the International Finance Corporation. This will be supplemented by material provided by development partners. In particular, the United Nations Development Programme and the German Agency for International Cooperation have prepared a rich body of material on the Lake Chad region and the increasing environmental challenges in the country that threaten food security and agricultural outputs. This material will inform both a backward- and forward-looking orientation for the evaluation.

**Table 5.2. Evaluation Building Blocks: Alignment of Questions, Design, and Methods**

<b>Evaluation Questions</b>	<b>Methods</b>	<b>Data Sources and Requirements</b>
1. To what extent did the Bank Group-supported strategy address Chad’s most binding development constraints, including the program’s relevance to fragility drivers and the sequencing of reforms?	Project portfolio review and analysis (lending and nonlending) Key stakeholder interviews, triangulated by stakeholder group Focus group discussions Portfolio analysis and coding	Externally credible data sources on conflict events in Chad (for example, UCDP, ACLED) Access to former and present World Bank staff and decision makers Business intelligence data on lending and nonlending projects, project financing FCV guidance: World Bank 2011, World Bank 2018, FCV strategy and background papers, FCV analytical work (World Bank and other sources) SCDs, CENs, ISNs, CPFs RRAs, fragility assessments, social assessments, citizen engagement modules Field visits to designated project areas
2. How effective was the Bank Group program in responding to, implementing, and evolving to existing and emerging development needs in the country?	Portfolio review and analysis Key stakeholder interviews, triangulated by stakeholder group Expert analysis review of existing portfolio Focus group discussions Geospatial analysis	PADs, ICRs, ICRRs, PPARs, and IEs and other relevant studies for closed projects Expert analysis of open project designs Restructuring project papers Collaboration with the Geospatial Operational Support Team to identify salient World Bank intervention areas and their alignment to sites of fragility

Evaluation Questions	Methods	Data Sources and Requirements
	Human resources data analysis	RRA, fragility assessments, social assessments, citizen engagement modules Tracking data on personnel and resourcing of the Chad program over the last 10 years
3. Effectiveness: How effectively did the Bank Group coordinate with other development partners and stakeholders during the design and implementation of its partnership strategies in Chad to ensure program relevance, coherence, and sustainability	Interviews with UN and humanitarian partners Portfolio review and analysis Project-level analysis applying a conflict sensitivity filter	Comprehensive data on UN–World Bank engagements at the project level obtained from OPSSP (UN Partnership Team) External evaluations of UN and humanitarian efforts in Chad Access to former and present World Bank, UN, and humanitarian staff working on Chad

*Note:* ACLED = Armed Conflict Location and Event Data Project; CEN = Country Engagement Note; CPF = Country Partnership Framework; FCV = fragility, conflict, and violence; ICR = Implementation Completion and Results Report; ICRR = Implementation Completion and Results Report Review; IE = impact evaluation; ISN = Interim Strategy Note; OPSSP = Office for the Promotion and Strengthening of Social Protection; PAD = project appraisal document; PPAR = Project Performance Assessment Report; RRA = Risk and Resilience Assessment; SCD = Systematic Country Diagnostic; UCDP = Uppsala Conflict Data Program; UN = United Nations.

## 6. Limitations and Risks

6.1 The evaluation will not provide a holistic assessment of project-level causal analysis. Factors that explain the perceived impact of the World Bank program in Chad—both positive and negative—will be derived from interviews, focus group discussions, and comparative assessments of a project’s responsiveness to given fragility drivers. Although these perceptions will be collected and triangulated, the evaluation is not equipped to test their veracity through quasi-experimental models or to trace causal links across the whole project portfolio.

6.2 The quality and availability of data in Chad is poor, and government agencies are limited in their ability to manage data sets. This means drawing more heavily on stakeholder interviews and triangulating the results with existing materials. Fragility and risk analysis, country-level institutional assessments, and relevant economic analysis are likely to have had limited or restricted distribution and thus will require the team to search more widely for existing data sources.

6.3 The evaluation fieldwork is time-bound and constrained by logistical restrictions. The evaluation team has very limited time in the field given the required security arrangements and the cap on country missions. Sufficiently covering discussions with all development partners and getting reasonable coverage on discussions with project beneficiaries in the regions will be difficult. There is an additional constraint owing to security requirements in certain areas of the country. This will require a nuanced assessment of where best to engage with stakeholders and how to ensure sufficient coverage of project beneficiaries in the focus group discussions.

## **7. Quality Assurance**

7.1 Quality assurance will take place through appropriate peer review arrangements, informal meetings with the country team, and working closely with IEG management. The approach paper and final report will be peer-reviewed by Christoph Hartmann (senior team leader, German Institute for Development Evaluation) and Seth Terkper (tax and governance expert from PFM TAX [Africa] Network). The work will be conducted under the guidance and quality assurance of Jos Vaessen (methods adviser), Jeff Chelsky (manager), Oscar Calvo-Gonzalez (director), and Alison Evans (Director-General, Evaluation).

## **8. Outreach**

8.1 It is expected that this report will be used by the Bank Group's Chad country team as an input into the preparation of the next CPF (FY21). The IEG team will engage with the country team using different sections of the CPE in workshops and seminars for task team leaders, Global Practice staff, and the Country Management Unit. This CPE will also help inform the recently begun IEG evaluation on World Bank engagement in situations of conflict.

## **9. Resources**

9.1 The evaluation report is to be submitted to the Committee on Development Effectiveness in FY20 with an estimated administrative budget of \$430,000.

9.2 The evaluation team will be led by Felix Oppong (co-team leader, economist, IEG) and Christopher Nelson (co-team leader, manager, IEG). Team members are Susan Ann Caceres (IEG), Sengphet Lattanavong (consultant), Carla Fabiola Coles (research assistant), Serena Fogaroli (consultant), Swizen Rubbani (consultant), Pamela Lamoreaux (consultant), Johan Manuel Lopez (consultant), Fidele Bama (consultant), and Erika A. Jorgensen (consultant).

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<sup>1</sup> Diminished areas of between 70,960 km<sup>2</sup> and 135,150 km<sup>2</sup> (Vivekananda et al. 2019; GIZ 2015).

<sup>2</sup> Security spending rose to 7–8 percent of gross domestic product in 2006–08 from 1–2 percent in 2003, returning to 3 percent from 2011 (World Bank 2015b, 36).

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## Appendix A. Supporting Tables and Graphs

Table A.1. Human Development Indicators

Indicator	Country or Type	2005 (N = 177)	2010 (N = 169)	2015 (N = 188)	2017 (N = 189)
HDI rank <sup>a</sup>	Chad	170	163	186	186
HDI value <sup>a</sup>	Chad	0.388	0.295	0.396	0.404
	LDCs	0.488	0.386	0.508	0.524
Life expectancy at birth (years) <sup>b</sup>	Chad	50.4	49.2	51.9	53.2
	LDCs	54.5	57.7	63.6	64.8

Source: <http://www.hdr.undp.org>.

Note: LDC = least developed country.

a. Human Development Index (HDI): A composite index measuring average achievement in three basic dimensions of human development—a long and healthy life, knowledge, and a decent standard of living. For details on how the HDI is calculated, see *Technical Note 1* at [http://hdr.undp.org/sites/default/files/hdr2016\\_technical\\_notes.pdf](http://hdr.undp.org/sites/default/files/hdr2016_technical_notes.pdf).

b. Life expectancy at birth: Number of years a newborn infant could expect to live if prevailing patterns of age-specific mortality rates at the time of birth stay the same throughout the infant's life.

Table A.2. Chad Fiscal Operations of the Central Government, 2009–18  
(percentage of nonoil GDP)

	2009	2010	2011	2012 Prel.	2013 Prel.	2014 Prel.	2015 Prel.	2016 Prel.	2017 Prel.
Total revenue and grants	18.6	26.7	34.6	33.4	27.8	23.3	17.1	14.9	17.1
Revenue	15.3	25.0	32.4	29.8	25.4	21.2	13.2	11.9	12.8
Oil	8.1	16.9	24.8	22.1	16.1	11.8	4.9	3.5	4.1
Nonoil	7.3	8.1	7.6	7.7	9.3	9.5	8.3	8.4	8.7
Tax	6.8	7.8	7.2	7.3	9.0	9.0	7.8	7.0	7.7
Nontax	0.5	0.3	0.4	0.3	0.3	0.5	0.4	1.4	1.0
Grants	3.3	1.7	2.2	3.6	2.4	2.1	3.9	3.0	4.3
Budget support	1.0	0.0	0.0	0.0	0.1	0.0	1.7	1.3	2.1
Project grants	2.3	1.7	2.2	3.6	2.3	2.1	2.2	1.7	2.1
Expenditure	28.1	32.2	31.3	32.8	31.4	29.6	22.9	18.0	18.0
Current	18.0	19.2	17.9	15.7	17.7	16.7	15.6	14.2	13.7
Wages and salaries	5.7	5.4	6.1	6.1	7.1	6.6	7.1	7.5	7.8
Goods and services	3.1	2.8	2.1	2.7	2.9	2.8	1.8	2.0	1.8
Transfers and subsidies	8.6	10.3	8.9	6.3	6.9	6.3	4.6	2.2	2.1
Subsidies and nonsecurity transfers	3.1	4.8	4.0	4.3	—	—	—	—	—
Exceptional security	5.5	5.5	4.0	2.1	—	—	—	—	—
Interest	0.6	0.7	0.9	0.6	0.7	0.9	2.1	2.5	1.9
Domestic	0.2	0.3	0.6	0.3	0.2	0.5	0.2	0.2	0.7
External	0.4	0.4	0.3	0.3	0.5	0.4	1.9	2.3	1.2

	2009	2010	2011	2012		2014	2015	2016	2017
				Prel.	2013	Prel.	Prel.	Prel.	Prel.
Investment	10.0	13.1	13.3	17.0	13.7	12.9	7.3	3.7	4.4
Domestically financed	6.9	9.8	10.1	11.8	10.5	9.9	4.4	1.1	0.7
Foreign financed	3.1	3.3	3.2	5.3	3.2	3.0	2.8	2.7	3.6
Overall balance (incl. grants, commitment)	-9.4	-5.5	3.3	0.6	-3.6	-6.3	-5.8	-3.0	-0.9
Real GDP growth at constant prices	4.2	13.5	0.1	8.9	5.7	6.9	1.8	-6.4	-2.4
Oil GDP	-3.7	-1.1	-0.4	-4.0	-7.2	5.7	32.1	-8.4	-11.2
Nonoil GDP	6.4	17.2	0.2	11.6	8.0	7.1	-2.9	-6.0	-0.5

Sources: IMF 2011, 2013, 2015, 2016, and 2019.

Note: GDP = gross domestic product; Prel. = preliminary; — = not available.

**Table A.3. Select Macroeconomic Indicators**

Indicator	2010	2015	2016	2017	2018	2019	2020
		Prel.	Prel.	Prel.	Prel.	Proj.	Proj.
Annual percentage change, unless otherwise indicated							
Real economy							
GDP at constant prices	13.5	1.8	-6.4	-2.4	2.4	2.4	5.5
Oil GDP	17.2	32.2	-8.4	-11.2	12.7	4.0	16.7
Nonoil GDP	-1.1	-2.9	-6.0	-0.5	0.5	2.0	3.0
CPI (annual average)	-2.1	-6.8	-1.1	-0.9	4.0	3.0	3.0
Oil prices (Brent price per barrel)	79.0	50.8	42.8	54.4	71.1	61.8	61.5
Oil prices (Chadian price per barrel)	73.6	39.9	36.2	49.4	65.1	58.8	58.5
Oil production for export (millions of barrels)	44.7	47.5	44.4	36.0	42.2	45.2	53.9
Exchange rate CFAF per US\$ (period average)	494.4	591.2	592.7	580.9	555.2	—	—
External sector (percentage of GDP)							
Current account balance	-9.0	-12.3	-9.2	-6.6	-3.4	-6.5	-5.9
External debt (percentage of GDP)	20.2	25.0	27.1	25.1	25.1	24.6	22.2
Percentage of nonoil GDP, unless otherwise indicated							
Government finance							
Revenue and grants	26.7	14.8	14.9	17.1	17.1	18.3	18.9
Oil revenue	—	—	3.5	4.1	6.7	6.9	8.1
Nonoil revenue	8.1	8.3	8.4	8.7	8.1	8.8	9.4
Expenditure	32.2	21.4	18.0	18.0	16.5	18.9	18.6
Current	19.2	14.1	14.2	13.7	12.0	12.7	12.4
Capital	13.1	7.3	3.8	4.4	4.5	6.2	6.2
Nonoil primary balance	-20.1	-9.7	-4.4	-3.8	-4.2	-4.8	-3.8

Indicator	2010	2015 Prel.	2016 Prel.	2017 Prel.	2018 Prel.	2019 Proj.	2020 Proj.
Overall fiscal balance ( <i>including grants, commitments basis</i> )	-9.4	-5.9	-3.0	-0.9	1.9	0.0	2.3
Total debt ( <i>percentage of GDP</i> )	25.6	43.3	51.2	49.7	48.2	43.8	39.0
Domestic debt	5.4	18.3	24.0	24.6	23.1	19.2	16.8

Sources: IMF 2013a, 2016, 2019.

Note: CFAF = Central African franc; CPI = consumer price index; GDP = gross domestic product; Prel. = preliminary; Proj. = projected; — = not available.

**Table A.4. Indicators for the Business Environment, Connectivity, and Financial Depth**

Indicator	2005	2010	2015	2018
Business environment ( <i>Chad rank/total countries ranked</i> )				
Global Competitiveness Index	117/117	139/139	139/140	140/140
Ease of Doing Business Index	152/155	178/183	185/189	181/190 <sup>a</sup>
Enabling Trade Index	—	124/125	135/136 <sup>b</sup>	—
Connectivity				
Mobile cellular subscriptions ( <i>per 100 people</i> ), Chad	2.1	24.2	39.0	42.7 <sup>c</sup>
Mobile cellular subscriptions ( <i>per 100 people</i> ), LDCs (UN classification)	5.0	33.0	66.4	67.2 <sup>c</sup>
Financial depth				
Account ownership at a financial institution ( <i>percentage of population 15 and over</i> ), Chad	—	—	12.4	21.8
Account ownership at a financial institution ( <i>percentage of population 15 and over</i> ), Sub-Saharan Africa	—	—	34.2 <sup>d</sup>	42.6 <sup>c</sup>
Bank accounts ( <i>per 1,000 adults</i> ), Chad	5.9	19.0	30.4	32.5 <sup>b</sup>

Source: World Development Indicators.

Note: LDCs = least developed countries; UN = United Nations; — = not available.

a. 2019 data.

b. 2016 data.

c. 2017 data.

d. 2014 data.

**Table A.5. Development Challenges and Key Constraints to Poverty Reduction Identified in the Systematic Country Diagnostic**

Development Challenges	Key Constraints
Weak and inequitable management of public resources	<ul style="list-style-type: none"> <li>• Insufficient budget stability</li> <li>• Lack of community-driven development strategies or capacity to implement projects and settle disputes</li> </ul>
Low-quality primary education and lack of postbasic skills	<ul style="list-style-type: none"> <li>• Lack of postbasic skills for rural activities</li> <li>• Poor management of education services</li> </ul>
Uncertainty, ill health, and poor nutrition	<ul style="list-style-type: none"> <li>• Poor access to health care</li> <li>• Lack of social protection mechanisms, such as productive safety nets and livelihood support in rural communities</li> <li>• Poor management of health services</li> <li>• Insufficient use of clean energy for heating and cooking</li> </ul>
Low productivity in the agricultural sector	<ul style="list-style-type: none"> <li>• Insufficient use of techniques for sustainable management of natural resources (land, water) for crops and livestock</li> <li>• Lack of organization and integration of poor farmers around market-based clusters in value chains</li> <li>• Lack of agricultural insurance mechanisms</li> </ul>
Weak business environment and poor urban services	<ul style="list-style-type: none"> <li>• Ineffective justice and security</li> <li>• High costs of international transport and distribution services</li> <li>• Insufficient supply of basic infrastructure</li> </ul>
Women's empowerment	<ul style="list-style-type: none"> <li>• Women's weak land tenure</li> <li>• Women's insufficient time for economic activities</li> </ul>

Sources: IMF 2011, 2013, 2015, 2016, and 2019.

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## Appendix B. Detailed Timeline

Milestones	Time Required	IEGEC Proposal
Circulate draft AP to ELT	7 business days before One-Stop	11/29/2019
Comments due from ELT	2 business days before One-Stop	11/05/2019
AP One-Stop Review target date		11/07/2019
Draft One-Stop Review minutes (for manager and director to clear)	3 business days	11/12/2019
Send out One-Stop Review minutes (after FO's clearance)	5 business days (from meeting)	11/14/2019
Incorporate ELT comments	4 business days	11/20/2019
Draft AP to FO	2 business days before	11/22/2019
Draft AP to management		02/04/2020
Receive comments from management	15 business days	02/26/2020
Incorporate comments from management	5 business days	03/04/2020
Final AP to FO	2 business days	03/10/2020
DGE to management as FYI	2 days before e-submission	03/012/2020
<b>e-Submission of final AP to CODE</b>		03/16/2020
SECPO Clearance		—
Closing date	8 business days from SECPO clearance and distribution	03/20/2020
Formal mission launch		03/23/2020
Disclosure	7 business days from AP clearance	03/31/2020
<b>Final report</b>		
50 percent meeting (optional)	~5 months before report One-Stop	
Set and secure date for One-Stop meeting	At least 1 month before	
Send draft report to manager before One-Stop Review meeting		
Incorporate manager's comments		
<b>Send invitation and draft report to ELT</b>	7 business days before One-Stop	
Comments due from ELT	2 business days before One-Stop	
<b>Report One-Stop Review target date</b>		
Send out One-Stop Review minutes	Within 5 business days	
Incorporate ELT comments	12 business days	
Send draft report to FO	3 business days before	
<b>Send draft report to management</b>		
Send draft report to country authorities (adding days if translation is required)	No earlier than 5 business days after draft report sent to management	
Receive comments from management	15 business day	
Review meeting with management		
Incorporate comments from management	12 business days	

<b>Milestones</b>	<b>Time Required</b>	<b>IEGEC Proposal</b>
Draft memo to EDs and president		
Send to IEGDG for final clearance	2 days (3 days in the guidelines)	
DGE to management as FYI	2 days	
<b>e-Submission of final report to CODE</b>		
Meetings with CODE Executive Directors	TBD (based on CODE date)	
One-pager to Bank Group president	TBD (based on CODE date)	
CODE meeting	TBD	

*Note:* AP = approach paper; CODE = Committee on Development Effectiveness; DGE = Director-General, Evaluation; ELT = Executive Leadership Team; FO = Financial Officer; FYI = for your information; IEGDG = Independent Evaluation Group Director-General; IEGEC = Independent Evaluation Group Country Programs and Economic Management Unit; SEC = Corporate Secretariat; SECPO = Corporate Secretary Policy Operations Unit; TBD = to be determined.

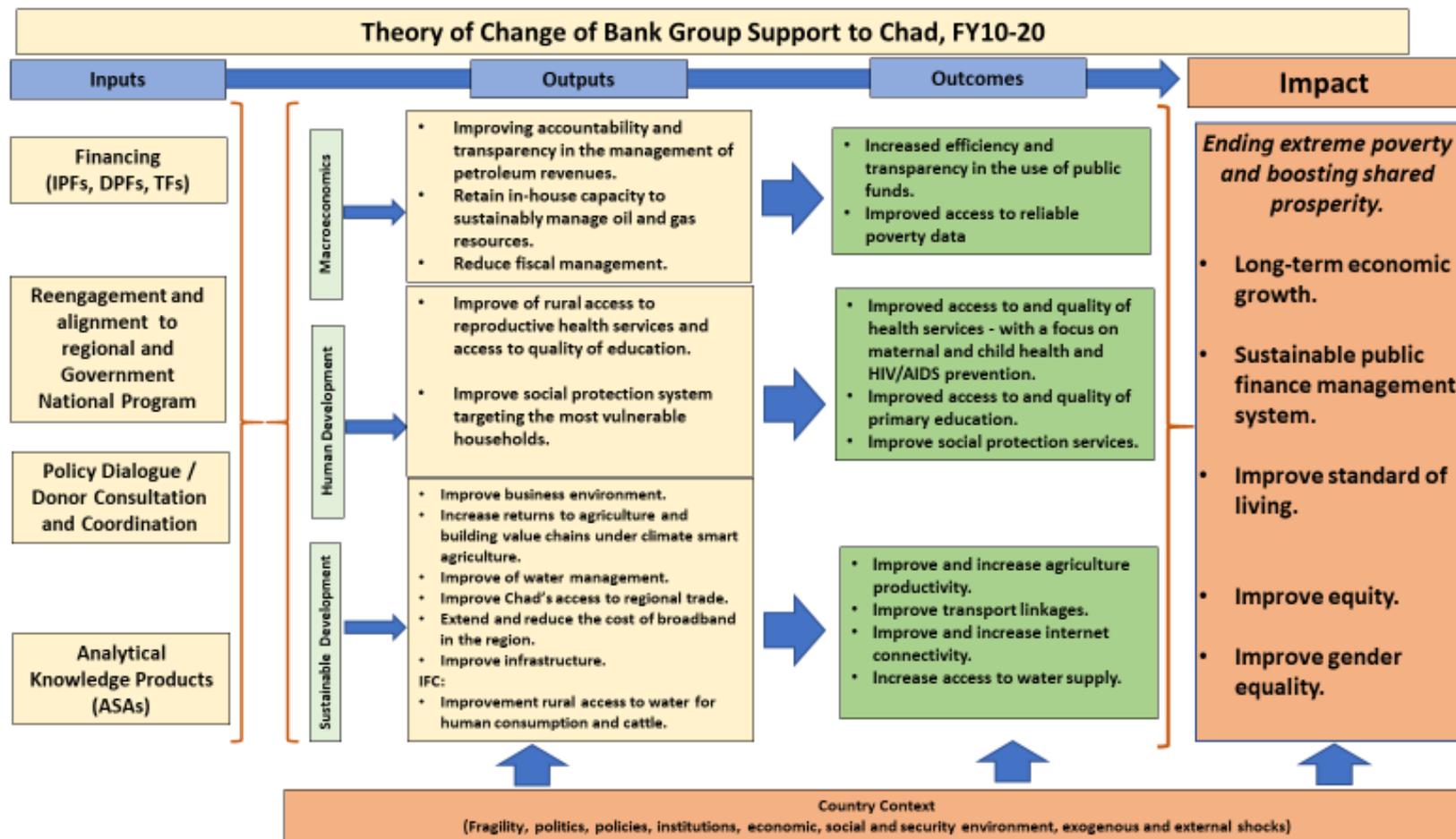
## Appendix C. Intersection of Country Context and World Bank Group (Lending) Program

Chad Country Context and Development Themes	World Bank Group Program						
	Objectives under ISN			Objectives under CPF			PLR
	Government and PFM	Access to Social Services	Regional Integration and Connectivity	Management of Public Resources	Agriculture and Value Chains	Human Capital	Climate-Smart Agriculture
Regional insecurities							
Forced displacement							
Humanitarian response							
Fiscal space							
Improving budget management							
Managing oil revenues							
Expanding social spending							
Improving fiscal space							
Low levels of physical infrastructure							
Business environment							
Upgrading/expanding infrastructure							
ICT/connectivity							
Public-private partnerships							
Growing population							
Youth population							
Fertility							
Unemployment							
Urbanization							

World Bank Group Program							
Chad Country Context and Development Themes	Objectives under ISN			Objectives under CPF			PLR
	Government and PFM	Access to Social Services	Regional Integration and Connectivity	Management of Public Resources	Agriculture and Value Chains	Human Capital	Climate-Smart Agriculture
Rural development							
Agriculture							
Rural livelihoods							
Low levels of human capital							
Education enrollment							
Education quality							
Maternal health							
General health							
Business environment							
Developing the nonoil economy							
Improving the business environment							
Climate change							
Agriculture							
Mitigation							
Poverty							
Spatial							
Human development							
Social protection							

Note: CPF = Country Program Framework; ICT = information and communication technology; ISN = Interim Strategy Note; PFM = public financial management; PLR = Performance and Learning Review.

## Appendix D. Theory of Change for World Bank Group–Supported Programs to Chad, FY10–20



Note: AIDS = acquired immune deficiency syndrome; ASA = Advisory Services and Analytics; DPF = development policy financing; FY = fiscal year; HIV = human immunodeficiency virus; IFC = International Finance Corporation; IPF = investment project financing; TF = trust fund.

## Appendix E. Preliminary IDA Portfolio Review

### World Bank Support to Chad, Fiscal Years 2010–20

World Bank support to Chad during the evaluation period was delivered through a combination of International Development Association (IDA) financing, trust fund grants, and analytical and advisory support. IDA financing approved during fiscal years (FY)10–20 was delivered through 27 commitments amounting to \$1.003 billion, including 6 commitments from regional projects worth \$166 million. The new IDA financing approved during FY10–20 was in addition to an inherited IDA portfolio of 8 projects (\$209 million) active at the start of the evaluation period (table E.1). Overall IDA disbursements during the period amounted to approximately \$665 million. The World Bank also approved 8 recipient-executed trust fund grants worth \$26 million and delivered 25 Advisory Services and Analytics products at a total cost of \$4.7 million. Key analytical products delivered included public expenditure review, poverty and social safety net assessments, and sector notes for power, information and communication technology, and agriculture sectors.

**Table E.1. Volume and Source of World Bank Financing Support to Chad, FY10–20**

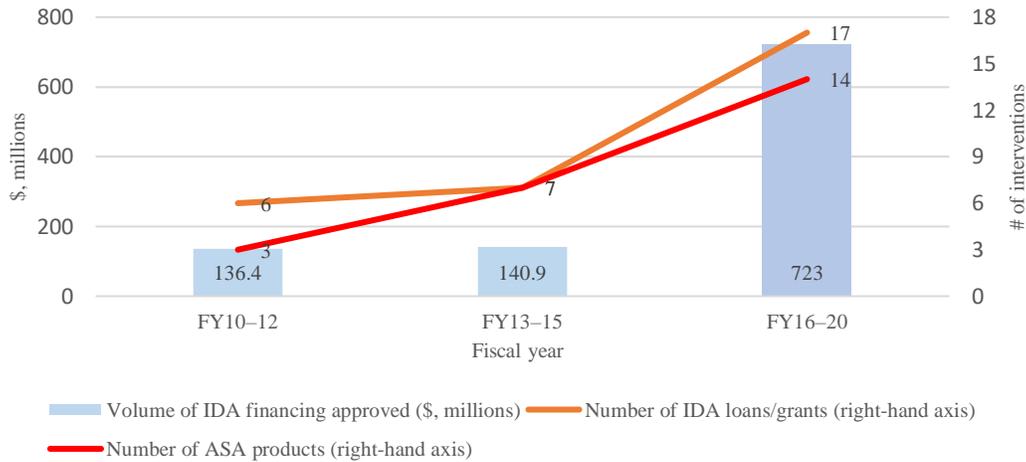
Financier	Active Portfolio at the Start of Evaluation Period			Commitments Approved during Evaluation Period (FY10–20)			Total		
	Loans (no.)	Commitment value (\$, millions)	Disbursements (\$, millions)	Loans (no.)	Commitment value (\$, millions)	Disbursements (\$, millions)	Loans (no.)	Commitment value (\$, millions)	Disbursements (\$, millions)
IDA	8	208.8	177.6	30	1,000.3	487.1	38	1,209.1	664.6
Trust fund	1	6.0	5.1	8	26.0	18.6	9	32.0	23.8
Total	9	214.8	182.7	38	1,026.3	505.7	47	1,241.1	688.4

Note: FY = fiscal year; IDA = International Development Association.

**The bulk of the World Bank’s support to Chad was delivered during FY16–20 through the use of investment project financing.** Between FY13–15 and FY16–20, the number of both lending commitments and knowledge products doubled, and the volume of IDA financing grew fivefold (figure E.1). Consequently, more than two-thirds of IDA financing to Chad during the evaluation period was delivered in FY16–20. The sharp increase was largely because of an increase in the number of high-value commitments, particularly development policy financing. Investment project financing was the primary instrument of IDA support and accounted for 64 percent of the volume and

83 percent of the number of IDA commitments. Following a series of shocks to the Chad economy, the World Bank approved three stand-alone and one programmatic development policy operations aimed at supporting the government’s fiscal stabilization plan.

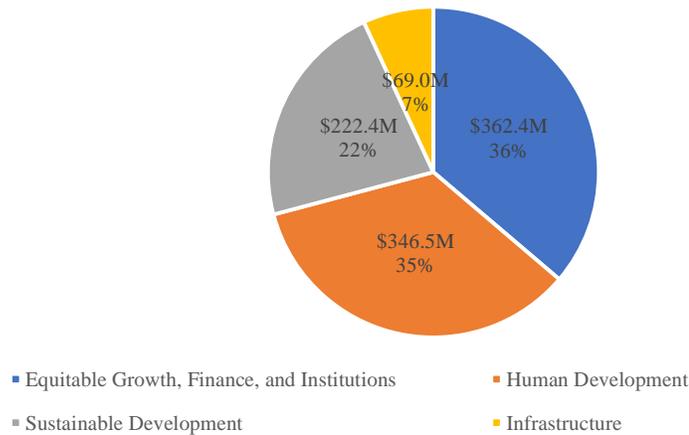
**Figure E.1. Trend in Volume of Lending and Nonlending Support**



Note: FY = fiscal year; IDA = International Development Association.

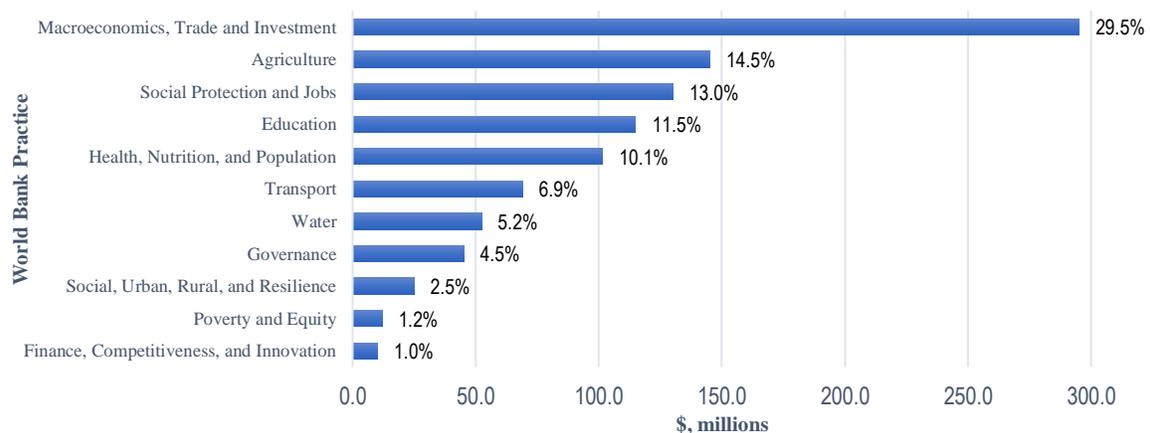
The Equitable Growth, Finance, and Institutions Vice Presidency accounted for the largest share (36 percent) of IDA commitments to Chad owing to significant development policy financing (figure E.2). The human development Global Practices (Health, Nutrition, and Population; Education; and Social Protection) accounted for the second-largest share of IDA commitments (34 percent). In terms of individual practices, however, the Macroeconomics, Trade, and Investment Global Practice accounted for the largest share of commitments (29 percent), followed by Agriculture (14 percent) and Social Protection and Jobs (13 percent; figure E.3).

Figure E.2. IDA Commitments by Vice Presidency



Note: IDA = International Development Association; M = million.

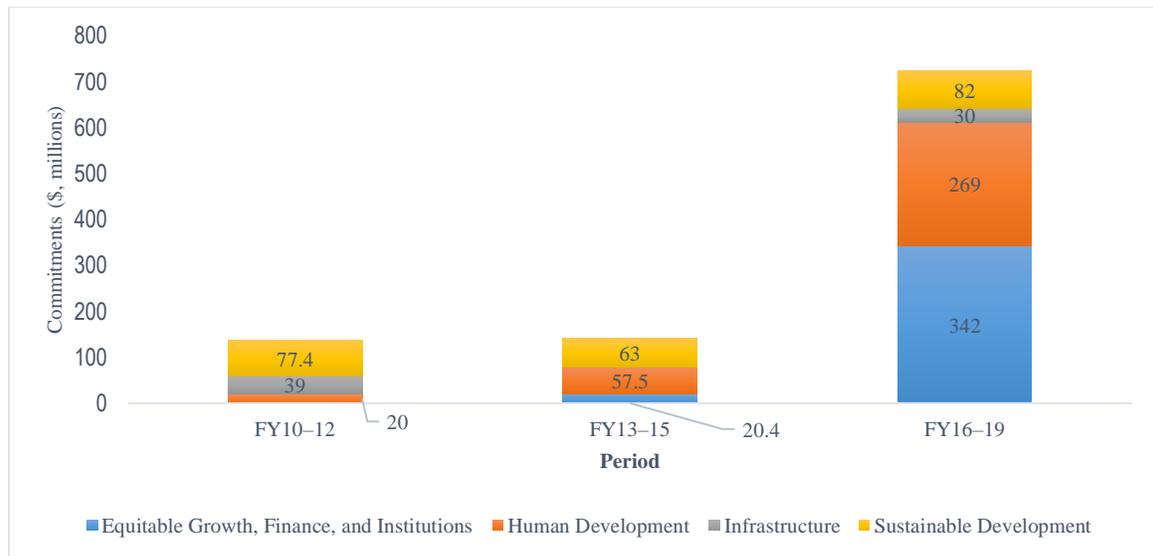
Figure E.3. IDA Lending by Global Practice



Note: IDA = International Development Association.

**The thematic focus of the World Bank’s engagements over the period shifted toward the human development and macroeconomic sectors and away from infrastructure and sustainable development.** The focus on the human development and macroeconomic sectors greatly increased by FY16–20 and accounted for a dominant share (84 percent) of the World Bank’s overall commitments. During FY10–20, World Bank support for sustainable development fell from \$140 million during FY10–15 to \$82 million during FY16–20. Lending to Infrastructure declined from \$39 million to \$30 million over the same period. The thematic areas of focus for World Bank lending largely remained consistent throughout the period.

**Figure E.4. IDA Commitments by Vice Presidency and Period**

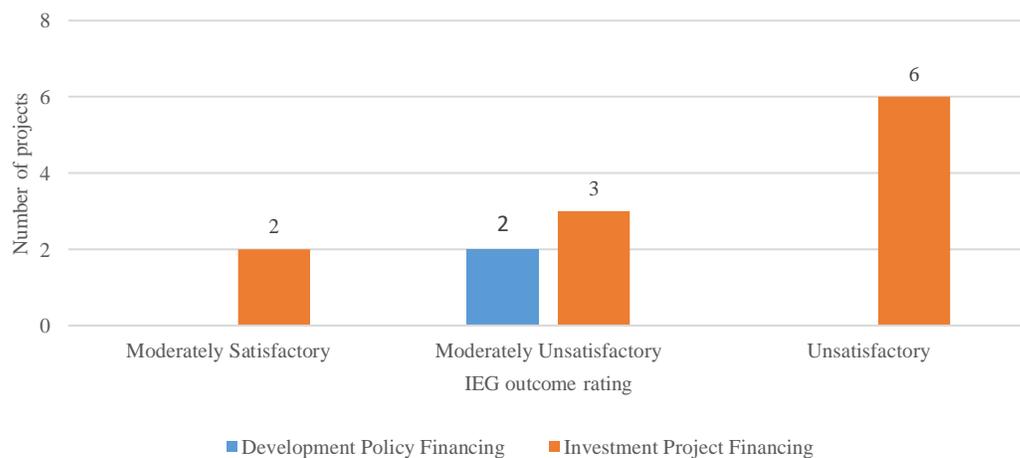


Source: World Bank Group.

Note: FY = fiscal year; IDA = International Development Association.

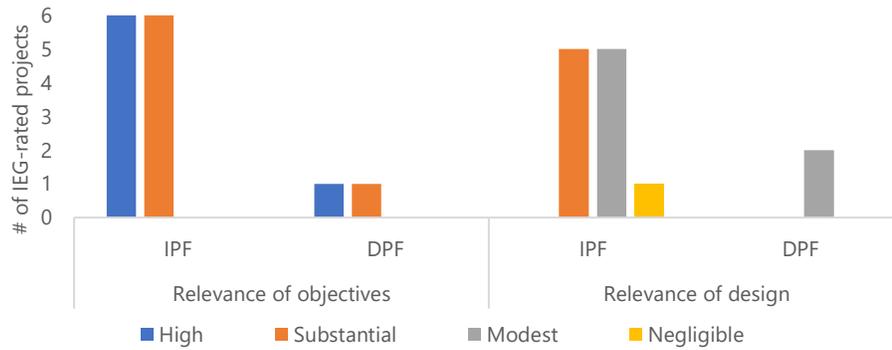
**Most projects did not achieve their development outcomes.** Of the 13 projects that closed in FY10–20 and whose development outcomes were rated by the Independent Evaluation Group, only 2 were rated as moderately satisfactory; 11 were rated as moderately unsatisfactory or worse (figure E.5). Despite the low development outcome ratings, all 13 of the rated projects received high or substantial ratings on relevance of objectives (figure E.6). These results indicate high consistency among project-level objectives, national development priorities, and the World Bank Group’s objectives as articulated in the strategic documents.

**Figure E.5. Outcome Ratings**



Note: IEG = Independent Evaluation Group.

Figure E.6. Relevance Ratings



Note: DPF = development policy financing; IEG = Independent Evaluation Group; IPF = investment project financing.

**Several shortcomings affected the design of the World Bank’s lending operations and led to inconsistencies between project design and project objectives.** Only 5 of 13 operations (38 percent) had substantial ratings for relevance of design. Factors affecting project design included complexity of project design, particularly in a context of fragility, conflict, and violence; inadequate attention to weak implementation capacity; weak causal chains between project activities and objectives; and weak government buy-in for desired reforms.

## Appendix F. Evaluation Report Outline

Table F.1. IEG Outcome Ratings of Projects Exited FY10–19

	IEG-Rated Projects (no.)				Net Commitments (\$, millions)			
	MS	MU	U	Total	MS	MU	U	Total
<b>World Bank Vice Presidency</b>								
Human Development		2	1	3	112.8	43		155.8
Sustainable Development	2	2	2	6	86.4	30.5	27.5	144.4
Equitable Growth, Finance, and Institutions		1	1	2	127.9	12.8		140.7
Infrastructure			2	2			58.2	58.2
<b>Total</b>	<b>2</b>	<b>5</b>	<b>6</b>	<b>13</b>	<b>86.4</b>	<b>271.2</b>	<b>141.5</b>	<b>499.1</b>

Note: FY = fiscal year; IEG = Independent Evaluation Group; MS = moderately satisfactory; MU = moderately unsatisfactory; U = unsatisfactory.