

**PROGRAM-FOR-RESULTS:
PROPOSAL TO REMOVE THE CAP ON COMMITMENT AUTHORITY**

Operations Policy and Country Services

April 4, 2019

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ACRONYMS AND ABBREVIATIONS

ACG	Anti-Corruption Guidelines	IBRD	International Bank for Reconstruction and Development
AFDB	African Development Bank		
ADB	Asian Development Bank		
AF	Additional Financing	IDA	International Development Association
AFR	Africa Region		
CPF	Country Partnership Framework	IEG	Independent Evaluation Group
CODE	Committee on Development Effectiveness	ILO	International Labor Organization
DANIDA	Danish International Development Agency	IP	Implementation Progress
DDO	Deferred Drawdown Option	IPF	Investment Project Financing
DFID	Department for International Development	ISR	Implementation Status and Results Report
DLI	Disbursement Linked Indicator	IT	Information Technology
DO	Development Objective	JICA	Japan International Cooperation Agency
DPF	Development Policy Finance	LCR	Latin America and Caribbean Region
EAP	East Asia and Pacific	LIC	Low Income Country
ECA	Europe and Central Asia	LMIC	Lower Middle-Income Country
EDU	Education Global Practice	M&E	Monitoring and Evaluation
EFI	Equitable Growth, Finance and Institutions	MDTF	Multi-Donor Trust Fund
ESF	Environmental and Social Framework	MDB	Multilateral Development Bank
ESSA	Environmental, Social and Systems Assessments	MFD	Maximizing Finance for Development
EU	European Union	MNA	Middle East and North Africa
E&S	Environmental and Social	MIC	Middle Income Country
FAO	Food and Agriculture Organization	MS	Moderately Satisfactory
FINNIDA	Finnish International Development Agency	MTI	Macroeconomics, Trade and Investment Global Practice
FSA	Fiduciary Systems Assessment	MU	Moderately Unsatisfactory
FCS/FCV	Fragile and Conflict-Affected Situations/Violence	Norad	Norwegian Agency for Development Cooperation
FY	Fiscal Year (IBRD/IDA)	OBA	Output Based Aid
GDP	Gross Domestic Product	OPCS	Operations Policy and Country Services Vice Presidency
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit	PAD	Program Appraisal Document
GP	Global Practice	PAP	Program Action Plan
GRM	Grievance Redress Mechanism	PforR	Program-for-Results Financing
HD	Human Development	PFM	Public Financial Management
HNP	Health, Nutrition and Population Global Practice	POV	Poverty Global Practice
		SAR	South Asia Region
		SD	Sustainable Development
		SDC	Swiss Development Corporation
		SDG	Sustainable Development Goals

ACRONYMS AND ABBREVIATIONS (CONTINUED)

SIDA	Swedish International Development Corporation Agency
SORT	Systematic Operations Risk- rating Tool
SUR	Social, Urban, Rural and Resilience Global Practice
SWAP	Sector-Wide Approach
ULG	Urban Local Government
UNICEF	United Nations International Children's Emergency Fund
USAID	US Agency for International Development
WBG	World Bank Group
WTR	Water Global Practice

I. INTRODUCTION

1. **The Program-for-Results (PforR) Instrument was introduced in 2012¹.** The Board approved a new financing instrument, building on more than fifteen years of Bank experience with results-based financing. PforR provides financing for a portion of a government expenditure program and disburses against the achievement of program results, known as disbursement linked indicators (DLIs). PforRs use country program systems and require the preparation of assessments of technical considerations, fiduciary systems, and environmental and social systems, to evaluate PforR Program-specific risks and the scope for managing these risks. These ex-ante assessments also provide the basis for actions to strengthen institutions and improve system performance during implementation.

2. **PforR is one of the Bank's three main financing instruments to client countries.** The other two are Investment Project Financing (IPF) and Development Policy Financing (DPF). IPF is the most common financing instrument, used for public projects and activities that create physical or social infrastructure. Policy and institutional reforms are supported through DPFs. Financing is also provided through guarantees (project-based guarantees for IPF, policy-based guarantees for DPF) and financial enhancements such as the Deferred Drawdown Option (DDO) for DPFs and IPFs. All three instruments are used to achieve results to address client country development challenges, as set out in the Country Partnership Framework (CPF), the Bank's goals of broad-based economic growth and elimination of extreme poverty and the Sustainable Development Goals (SDGs).

3. **The PforR was introduced to help build client systems, strengthen the focus on results, and build alignment around country platforms.** PforR was developed using the Bank's experience with results-based financing, including Sector-Wide Approaches (SWAPs) and output-based aid (OBA) which seeks to tie disbursement to the achievement of specific outputs. The PforR instrument has become an increasingly important vehicle for the Bank to partner with its clients—and in several instances with development partners. PforRs are used to: (i) provide a link between financing and development results; (ii) strengthen country systems; and (iii) foster alignment by development partners around country platforms. PforRs aim to enhance the effectiveness of public expenditure, align spending with results, and build capacity of key institutions. The introduction of the PforR is also consistent with the important agenda of donor alignment in support of common goals and strengthened country platforms. PforRs also foster close cooperation between central and line ministries.

4. **PforRs are on track to achieve development goals.** PforR's focus on results has benefitted a range of service delivery sectors to make them better able to serve the poor and excluded. The 99 PforR operations (active and closed) financed by the Bank until end of FY18 have been used across a range of countries covering the income spectrum. The development results have shown promise with 90 percent of currently active PforRs on track to meet development objectives. The Independent Evaluation Group (IEG) early stage review² conducted after two years of instrument use was also positive. The review confirmed that the policy requirements of the instrument were being met and that all the approved PforR operations supported government programs of expenditures designed to achieve significant development

¹A *New Instrument to Advance Development Effectiveness: Program-for-Results Financing* (R2011-0282, IDA/R2011-0350), December 29, 2011 (hereafter PforR Board paper).

²IEG published a review of the first 27 PforR operations approved by the end of FY15: [Program-for-Results: An Early Stage Assessment of the Process and Effects of a New Lending Instrument](#), (hereafter IEG review). IEG, June 2016. *Program-for-Results: An Early Stage Assessment of the Process and Effects of a New Lending Instrument*, IEG, June 2016.

impact. It noted that ex-ante assessments carried out prior to PforR approval—technical, fiduciary, and environmental and social—were comprehensive and contributed to the development of DLIs and Program Action Plans (PAPs)³ as discussed in section III-A in greater detail.

5. **Currently, there is a limit on commitment authority for PforR operations.** When the PforR instrument was introduced in 2012, the Board set a limit (cap) of 5 percent of aggregate International Bank for Reconstruction and Development (IBRD) and International Development Association (IDA) commitments so that implementation experience with the new instrument could be observed. The Board requested a review by Management after two years of instrument use and also requested IEG to carry out an early-stage review⁴. Management’s Program-for-Results Two-Year Review⁵ (Two-Year Review) found that the PforR instrument had been successfully rolled out across a broad range of countries and sectors, operational policy requirements had been met, and implementation for approved operations was largely on track. The Two-Year Review also noted that easing the constraint on PforR commitments was critical to acquire user experience and respond to country needs. Following a discussion of the Two-Year Review by the Board in April 2015, the limit on commitment authority was raised to 15 percent of IBRD/IDA financing over each three-year period⁶. Additionally, at the time, Management committed to inform the Board when the percentage of commitments using the PforR instrument was close to an average of 15 percent over a three-year period, which is now the case, and discuss how best to address the demand.

6. **The cap on PforR is now binding, especially in IDA countries.** Instrument choice should be based on country needs and capacity, as well as the nature of the intervention and operation design. During the first three years of implementation, fiscal year (FY) 12-14, PforR financing accounted for an average of 2.6 percent of IBRD/IDA commitments, rising to 10.3 percent in FY15-17. However, PforR commitments reached 22.5 percent of IBRD/IDA commitments in FY18, making the limit on commitment authority binding and requiring in FY19 a sharp downward adjustment of the pipeline of PforR operations to remain under the 15 percent three-year cap for the FY18-20 period.

7. **Management recommends removing the commitment limit on PforR financing.** Given continued results achieved to date, the instrument’s ability to build client capacity and the importance of the PforR instrument in supporting the SDGs, Management recommends the removal of the commitment limit on PforR financing.

8. **Management will engage in regular monitoring, enhanced Board reporting, and analytical assessments of the instrument.** Management will update staff guidance, continue quality assurance screening and identify lessons learned. The Board will be able to track PforR trends through enhanced information on PforRs in the quarterly Operations Updates. Management will prepare a PforR Retrospective examining performance, identifying trends and drawing lessons to improve the instrument. IEG has indicated that it intends to carry out a new PforR evaluation when a critical mass of operations has closed, likely after FY22.

9. **This paper is structured in six sections.** Section II presents trends in the use of the PforR instrument. Section III reviews PforR performance, including results from operations that have closed or

³ Every PforR operation includes a Program Action Plan (PAP), which set out a limited set of key priority actions for strengthening institutions and improving system performance, selected from each assessment.

⁴*Program-for- Results: An Early Stage Assessment of the Process and Effects of a New Lending Instrument*, IEG, June 2016.

⁵[Program-for-Results: Two Year Review](#), Operations Policy and Country Services (OPCS), The World Bank. March 17, 2015.

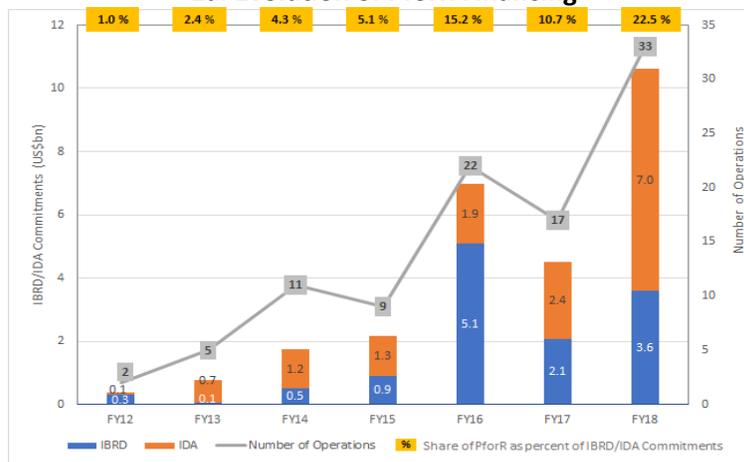
⁶Approved in the minutes of the meeting of the Executive Directors of the Bank and IDA on April 9, 2015.

that are in advanced stages of implementation. Section IV describes PforR’s role in strengthening institutional capacity. Section V summarizes findings and discusses lessons learned. Section VI concludes with Management’s request for approval by the Executive Directors.

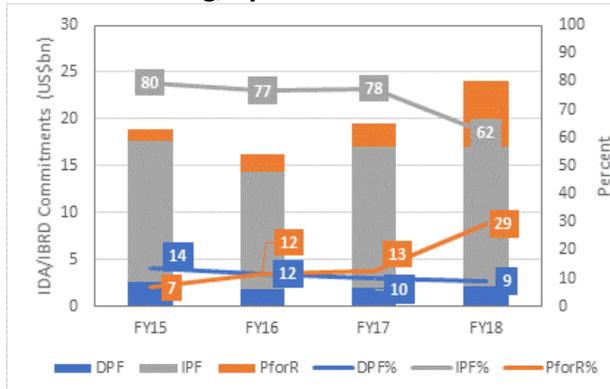
II. TRENDS IN PforR FINANCING

10. **PforR financing commitments have grown since FY12.** Both the number of PforR operations and the volume of PforR commitments have grown rapidly since the instrument was introduced in FY12. As of end FY18, the Board has approved a total of 99 PforR operations, plus 9 additional financings (AF), totaling US\$27.1 billion in IBRD/IDA commitments⁷. During FY 12-14, PforR financing accounted for an average of 2.6 percent of IBRD/IDA commitments while during FY15-17, PforR financing accounted for an average of 10.3 percent of total lending, under the 15 percent cap. PforR financing increased from 1 percent of overall IBRD/IDA commitments in FY12 to 22.5 percent in FY18 (Figure 1a). PforR use has increased more rapidly in IDA countries, from 7 percent of IDA financing in FY15 to 29 percent in FY18, while in IBRD countries it grew from 4 percent of total IBRD financing to 15 percent (Figures 1b and 1c) in the same period. Analysis and explanation of these patterns can be found below.

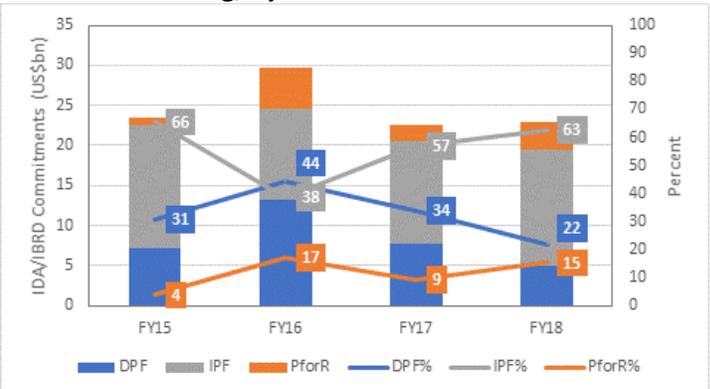
**Figure 1. IDA and IBRD Financing
1a. Evolution of PforR Financing**



1b. IDA Financing, By Instrument



1c. IBRD Financing, By Instrument



Note: (1) Volume includes all PforR operations and additional financings. The percent value represents the share of PforR as percent of IBRD/IDA commitments. Source: Bank Business Intelligence

⁷ The data in this Report are as of June 30, 2018 unless otherwise specified.

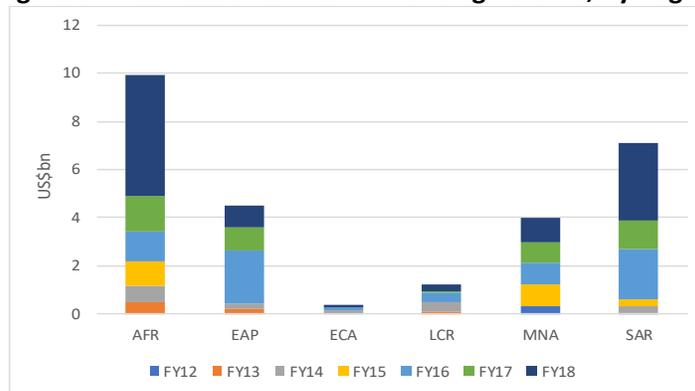
Box 1. Use of PforR in FCS

At the close of FY18, all practice groups had used PforR in FCS. Since PforR’s inception, six operations have been approved in FCS environments: Nepal Bridges Improvement and Maintenance (FY12, closed FY18, US\$60 million, IDA), West Bank and Gaza Local Governance and Services Improvement, (FY16, ongoing, US\$18 million, Trust Fund), Lebanon Reaching all Children with Education Support (FY17, ongoing, US\$100 million, IDA), Lebanon National Jobs (FY18, ongoing, US\$400 million, IBRD), Mozambique Primary Health Care Strengthening (FY18, ongoing, US\$80 million, IDA), and the Mozambique Disaster Risk Management and Resilience Program (FY19, ongoing, US\$90 million, IDA). The Bank records an operation as being in an FCS when the country or situation has that status at entry, although it may move in or out of FCS status during implementation. There are opportunities to increase the use of PforR operations in FCS, as the FY19 PforR pipeline has been affected by the current cap on lending commitments and at times has contributed to a risk-averse selection process.

The use of PforR within FCS can vary. The six FCS operations approved were evaluated based on the assessments of performance of the implementing agencies and their ability to deliver results under the Program to be supported. Even within the same country or situation, the Bank has deemed one operation suitable for a PforR while deciding that another is inappropriate due to variations in the track record of achieving results, capacity and the strength of program systems to deliver results while being able to adequately manage risks during implementation. A recent study⁸ that reviewed experience with results-based financing in the education sector in FCS found that such instruments might be better deployed to incentivize system-building than outcomes at first, as these systems will make it possible to set intermediate and outcome-level indicators in the future.

FCS operations have shown some promising results. The Nepal: Bridges Improvement and Maintenance Program (discussed in greater detail in Box 2) closed with satisfactory ratings for outcomes, Bank performance and M&E quality, validated by IEG. It contributed to the increase in Nepal’s Strategic Network Bridges in good or fair condition, increased the number of bridges that were structurally safe and as well supporting planning, design and quality management capacity. The Mozambique Primary Health Care Strengthening operation is supporting the improvement of the utilization and quality of reproductive, maternal, child and adolescent health and nutrition services, in underserved areas of the country. It has contributed to an increase in qualified personnel by assigning 2,045 additional technical health personnel to the primary health care network and training some additional 1,300 community health workers.

Figure 3. Distribution of PforR Financing Volume, By Region

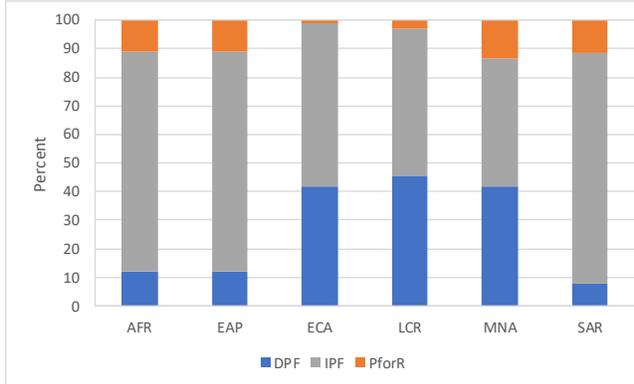


Source: Bank Business Intelligence

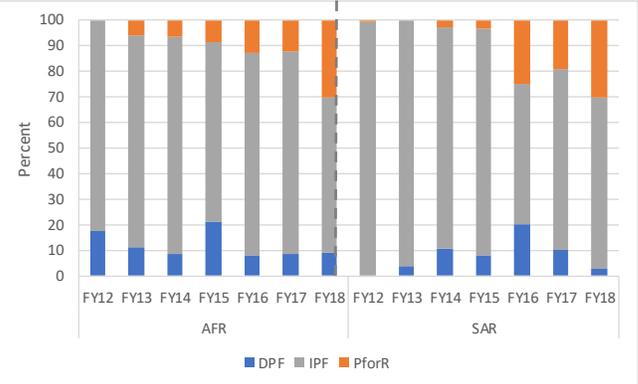
⁸ Lee, Ling Jessica Diana; Medina Pedreira, Octavio. 2019. *Results-Based Financing in Education: Learning from What Works (English)*. Washington, D.C.: World Bank Group. <http://documents.worldbank.org/curated/en/915061548222619389/Results-Based-Financing-in-Education-Learning-from-What-Works>

Figure 4. Instrument Share of Regional Distribution of PforR Volume

4a. Average (FY12-18)



4b. AFR and SAR (FY12-18)

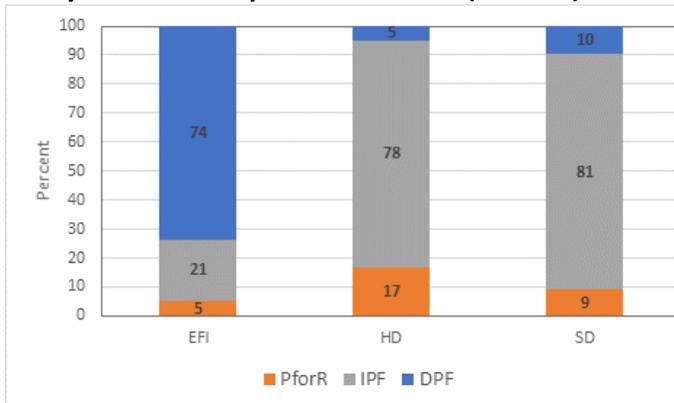


Source: Bank Business Intelligence

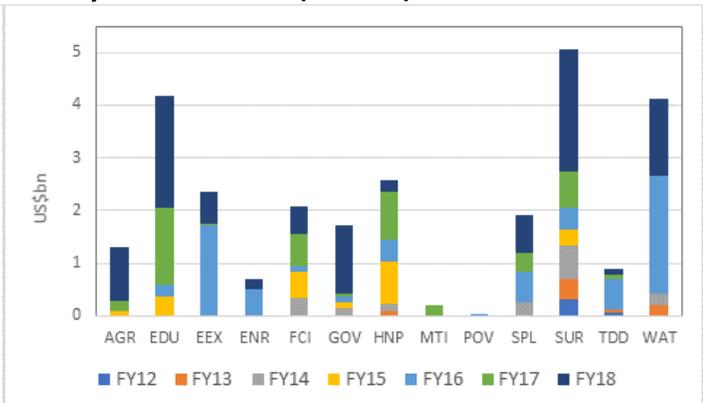
14. **PforRs are a significant part of the Human Development portfolio.** HD PforR commitments account for 17 percent of HD financing and 32 percent of overall PforR commitments between FY12-18 (Figure 5a). PforR operations are supporting the WBG’s Human Capital agenda in health and education, with active operations to strengthen health systems, learning outcomes and job creation, and through the delivery of basic services. The Sustainable Development (SD) practice group has the largest number of PforR operations, with nearly half (48 percent) of all approved PforR operations and 53 percent of PforR financing volume. However, these represent just 9 percent of SD total commitments. In terms of global practices, Social, Urban, Rural and Resilience (SUR) and Education (EDU) are the heaviest users of PforR, followed by Water (WTR) and Health Nutrition and Population (HNP) (Figure 5b).

Figure 5. Distribution of Financing Volume by Practice Group and Practice

5a. By Practice Group and Instrument (FY12-18)



5b. By Global Practice (FY12-18)



Source: Bank Business Intelligence

15. **The average size of PforR operations is around twice that of IPFs.** In terms of size, the average PforR commitment is US\$258 million, more than twice the size of the average IPF commitment (US\$111 million for the period FY12-18). PforR operations span a wide range: the largest operation—Swachh Bharat Mission Support in India—totaled US\$1.5 billion in Bank financing with a total Program size of US\$22 billion. The smallest operation, Local Governance and Services Improvement in the West Bank and Gaza, has Bank financing from trust funds of US\$5 million, and a total program size of US\$20 million. There has been an increased pooling of non-Bank, largely domestic resources. Specifically, in FY12-FY14, the

Bank financed on average 51 percent of total PforR program, declining to 38 percent in FY17- FY18. Sixteen PforR operations have a Bank financing share of below 10 percent and five operations are at 90 percent or above. On average, Bank financing made up a larger share of PforR programs in AFR and MNA.

16. **While the average costs⁹ for preparing PforRs are higher than for other instruments, they have declined over time and have the potential to offer considerable value for money.** Average preparation costs for PforR were about 1.4 times the average preparation costs for all Bank financing in FY18. However, PforRs are on average around twice the size of IPFs and as such the cost per commitment basis is lower. Moreover, average preparation costs for PforR declined 23 percent from the FY12-15 period to the FY16-18 period, suggesting that as experience with the instrument grows, costs decline. PforRs on average are also costlier than IPF to supervise – this reflects the relatively larger size of the PforR and the nature of implementation support issues which go beyond the share of the Bank’s financing and often covers issues related to the whole government program. Teams work with counterparts to use and strengthen country systems, enhance capacity building, and monitor performance, with potential for generating improvements in the efficiency of government spending and value for money that goes beyond the specific Bank financed portion of the overall government program.

17. **Development Partnerships and co-financing are an important part of PforRs and contribute to building development partner coordination around country platforms.** The PforR instrument has enhanced the Bank’s ability to work in partnership with development partners to align goals, deliverables and results to enhance development effectiveness. Of the 99 PforR operations approved as of the close of FY18, nearly one-third included co-financing with development partners, with development partner financing of approximately US\$9 billion, through both recipient and Bank executed multi-donor trust funds and through direct bilateral grants and financing. In addition to IBRD/IDA PforR financing, many Government programs receive financing from bilateral and multilateral development partners (including the European Commission (EC), United Kingdom Department for International Development (DFID), Finnish International Development Agency (FINNIDA), the Ministry for Foreign Trade and Development Cooperation of the Netherlands, Norwegian Agency for Development Cooperation (Norad), Swiss Agency for Development Cooperation (SDC), Danish International Development Agency (DANIDA), the Swedish International Development Corporation Agency (SIDA), US Agency for International Development (USAID), the implementing agency Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ) on behalf of the German government, and the United Nations International Children's Emergency Fund (UNICEF), global funds (such as the Global Financing Facility for Health and the Global Concessional Financing Facility for refugee hosting countries), and/or MDBs such as the African Development Bank (AfDB), Asian Development Bank (ADB), Asian Infrastructure Investment Bank and Inter-American Development Bank. For some operations, implementing agencies such as GIZ have provided resources to Bank teams preparing PforR or those in the early stages of implementation. Box 2 describes the role of PforR in catalyzing development partners around country platforms.

18. **The Bank has taken an active role in sharing experience and knowledge with other multilateral development banks (MDBs).** Some MDBs have developed their own results-based instruments (see Annex 2 for more details). The high level of demand for PforRs reflects a large appetite for results-based development support, beyond that supplied by IBRD/IDA.

⁹ Cost data should be interpreted with caution as some preparation and implementation support costs for operations may be coded as part of complementary analytical tasks.

Box 2. Use of PforR to Support Development Partner Coordination around Country Platforms

PforR operations have often provided a common approach to managing sector programs involving other donors or benefited from other donors' capacity building efforts. An example of the former is the **Tanzania Strengthening Primary Health Care PforR operation** approved in FY15 (US\$200 million, IDA) which has facilitated the alignment of development partners in the health sector. The Bank and six other development partners contribute to a pooled funding mechanism to support the operating cost of primary health care, and these development partners have also adopted several DLIs under the Bank's PforR for their own disbursements to the government.

Another example is the **Rwanda Transformation of Agriculture PforR operation** approved in 2015 (US\$146 million, IDA). This included co-financing through a multi-donor trust fund from DFID and the Netherlands and supported a US\$1.2 billion government program that was also financed by the AfDB, EU, IFAD, FAO, Japan International Cooperation Agency (JICA), USAID, and other bilateral partners. The operation helped consolidate existing projects, programs and sector budget support within a common framework. It also identified capacity gaps that were addressed through other donors' support and facilitated the communication of donor messages regarding agricultural development to the government, including the preparation of a National Agriculture Policy, which became a DLI in the subsequent additional financing.

An example in which other donors supported systems strengthening, in this case through a multi-donor trust fund supported by DFID, DANIDA, the European Union, USAID, Sweden, and Finland, is the **Kenya Devolution Support PforR operation** approved in 2016 (US\$200 million, IDA). The fund financed capacity building in six areas that were part of the government's strategy and benefited the implementation of the PforR. These were: the fiscal impacts of devolution; public financial, and human resource management; planning and M&E, performance monitoring, and open data; social accountability and citizen engagement; support to devolved service delivery sectors; and knowledge exchange.

III. PforR PERFORMANCE AND RESULTS

19. **Performance of PforRs is discussed in three subsections:** a) a summary of early reviews of PforR financing, b) a review of the results of closed PforRs as well as a range of operations in advanced stages of implementation, and c) a summary of the performance of the active portfolio, including the PforR Implementation Status and Results Report (ISR) ratings on development objective performance.

A. REVIEWS OF PforR FINANCING

20. Since 2012, two reviews of the instrument have been carried out: (i) Management's 2015 Program-for-Results Two-Year Review; and (ii) the IEG 2016 Early Stage Assessment of the Program-for-Results.

(i) Summary of the Two-Year Review of the Program-for-Results (2015)

21. **In 2015, Management completed a two-year review of the PforR instrument, covering the 22 operations approved as of December 31, 2014¹⁰.** This review had two main objectives: (i) to assess the early experience with the design and implementation of PforR operations and the challenges faced by borrowers, development partners, and Bank staff; and (ii) to identify emerging early lessons and recommend any proposed changes to the PforR framework that would strengthen the instrument.

¹⁰ *Program-for-Results: Two Year Review*, OPCS, March 17, 2015.

22. **The review found that the PforR instrument had been successfully rolled out in diverse settings.** It noted that early operations had met Bank policy requirements, and that overall implementation for all but one of the approved operations was satisfactory or moderately satisfactory. It noted that easing the constraint on PforR commitments (capped at the time at 5 percent of IBRD/IDA commitments), was critical to respond to clients' demand. On the policy side, the review found that the sections of the PforR policy that excluded those activities that involve procurement of goods, works, and services under high-value contracts, in some instances could affect the development impact and integrity of the Program. The review also noted that the articulation of the anti-corruption guidelines (ACGs) required some adjustment.¹¹

23. **The review found areas in which staff, borrowers, and other stakeholders expressed a wish for more information or guidance.** It recommended a range of measures to provide support to Regions and global practices (GPs) for the further rollout of the instrument: revise and update guidance, templates, instructions, and systems; communicate with and better inform government counterparts and other stakeholders about the instrument; strengthen and expand training programs; and continue with the learning approach to the instrument. This review is discussed in greater detail in Annex 3.

(ii) Summary of the IEG Early Stage Assessment of PforR Results (2016)

24. **IEG's 2016 review¹² was generally positive.** This review was conducted before any operations had closed, covering the 27 operations approved by the end of FY15, and provided recommendations for improving some areas during preparation of operations. It examined the features of the PforR instrument to assess whether the instrument's policy requirements had been met. The review confirmed that the policy requirements of the instrument were being met and that all the approved PforR operations supported government programs of expenditures for which high development impact was expected. It noted that assessments for the PforRs—technical, fiduciary, and environmental and social—were appropriate and generally credible and comprehensive, although Program Action Plans (PAPs) were identified as needing greater selectivity¹³. It also found that risks related to PforR operations were considered to have generally been well identified and assessed and reasonably well managed by country systems.

25. **The IEG review noted positive aspects of PforR's record with respect to ownership and partnerships.** The IEG review described field visits showing evidence of a considerable degree of government ownership of programs under implementation. The review noted that government officials (and Bank staff) who used the PforR instrument had "quickly moved up the learning curve" and that "countries have been eager to rely on their own financial management systems and procedures." The IEG review noted that "many PforR operations involve parallel financing with development partners through

¹¹ Following the Two-Year Review, some technical adjustments and clarifications were made to the ACGs including: framing the ACGs in the context of the Bank's and borrower's common interest in and commitment to preventing and combating fraud and corruption in the Program; more explicit recognition that responsibility for the implementation of the Program under the legal agreement, including the primary responsibility for preventing and combating fraud and corruption, rests with the borrower; clarifying that the ACGs are not intended to restrict or otherwise affect the country's sovereign right to investigate, prosecute, or take any other action in furtherance of its own laws and regulations, or to obligate countries to undertake investigations and follow up actions in contradiction with the country's applicable law; and clarifying that any "investigations" undertaken by the Bank are "administrative inquiries" for the purpose of determining compliance with its own policies, directives, and procedures, and to fulfill its fiduciary duty, and are not a replacement for national law enforcement.

¹² *Program-for- Results: An Early Stage Assessment of the Process and Effects of a New Lending Instrument*, IEG, June 2016.

¹³ Every PforR operation includes a Program Action Plan (PAP), which set out a limited set of key priority actions for strengthening institutions and improving system performance, selected from each assessment.

various means, including partners’ financing of technical assistance requirements, or the Bank and other partners supporting the same government programs.”

26. **The IEG review highlighted the strong focus on the monitoring and evaluation (M&E) of results of PforR operations.** The review found that all PforR operations set out a results framework for the PforR Program with clearly defined objectives and indicators, although some improvements to the design of results frameworks were identified. Disbursements have been based on achievement of monitorable indicators, rather than inputs, and through specific and transparent verification protocols, leading to a stronger focus on results than operations using other Bank financing instruments. The review found that over 40 percent of the operations included program support for impact evaluations. Finally, about three-quarters of operations provided for greater disclosure of the results of M&E processes and greater engagement of civil society in this work.

27. **At the time of the review, IEG noted that the growth in demand indicated that the cap would be a constraint to the future processing of PforR operations.** However, because none of the PforR programs had closed, IEG noted that it was too early to draw definite conclusions about whether the instrument was doing a better job of achieving its objectives compared with alternative approaches. Lastly, the review found that both government officials and Bank staff who used the PforR instrument had indicated satisfaction with most of the specific features of the instrument. Table 1 summarizes the key recommendations of IEG’s review and Management’s response.

Table 1. Actions Taken Towards Implementation of IEG Recommendations

IEG PforR Early Stage Assessment (2016)	Actions Taken
Recommendation 1: Strengthen the design of the results framework and DLIs to ensure that the Program Appraisal Document (PAD) presents a clear line of sight to developmental results.	Training, advice, and written guidance is now provided to staff on the program theory of change and choice of DLIs. Teams are encouraged to articulate the connection between DLIs and program outcomes, to consider the incentive effect of DLIs and to reflect on the balance between predictability of disbursement and achievement of results.
Recommendation 2: Strengthen the design and monitoring of the Program Action Plans (PAPs).	The preparation guidance note has been updated to advise on managing the number of actions under the PAPs. This is also reflected in training material and advice provided to teams. Information on PAPs is now made available through the publicly-disclosed ISR.
Recommendation 3: Minimize the overly cautious interpretation of the “high” environmental and social risks exclusion.	Guidance on interpreting the definition of “high” risks, managing exclusions and ensuring consistency with Program boundaries has been updated through a revised guidance note, training, and advice to teams.
Recommendation 4: Strengthen the monitoring and reporting of results to cover systematically the entire results framework as well as the environmental and social effects of the projects.	Training and guidance has emphasized monitoring and evaluation. The ISR system has been updated to include reporting of environmental and social risk and a grievance redress mechanism (GRM) reporting requirement has been introduced.

28. **IEG findings have also helped shape the Bank’s extensive learning program on PforR.** The Bank has held regional training events, as well as country specific workshops and clinics. To date, clients from 38 countries, representing all six regions have received training. The Bank has also trained more than 1,500 staff since FY16 through clinics, sector and country-focused learning events, e-learning, and a 2.5-day PforR Academy.

B. RESULTS OF PforR OPERATIONS AND PORTFOLIO PERFORMANCE

29. **PforR objectives are typically well-aligned with Country Partnership Framework (CPF) objectives.** CPFs in countries which consistently use PforR highlight the role of the instrument in: (i) incentivizing improved service delivery; (ii) increasing the focus on results; and (iii) strengthening institutions and borrower systems. In India, the CPF (FY18-22) makes the case for expanding the use of PforR operations to incentivize better service delivery. The Morocco CPF (FY19-24) aims to use PforRs to increase the focus on results. In the case of Ethiopia, the CPF (FY18-22) builds on country systems for delivery, which in turn helps strengthen those systems and spurs further reforms.

30. **Management analyzed the PforR portfolio to review progress related to results achieved and standard measures of portfolio quality as of end FY18.** Two PforR operations approved by the Board in June 2012 have closed, and ICR ratings have been validated by IEG. Another four operations closed more recently and while their results have not yet been validated by IEG, their ISRs show evidence of satisfactory implementation (see Box 3). The background analysis conducted by Management focused on three countries which are large PforR users: India, Tanzania, and Ethiopia, and three global practices: WTR, EDU, and SURR. These operations represent more than half of all active PforRs in the portfolio.

31. **Feedback from client workshops, and Management’s background analysis, identified several consistent themes.** Clients appreciate PforRs for: (i) the ability to shift the focus to results, including linking institutional actions to the implementation steps needed to achieve results; (ii) the linkage between “hard” investments (such as infrastructure) with “soft” investments in capacity building; (iii) the use of country program systems, which allowed clients to coalesce formerly fragmented and isolated interventions, particularly in countries with significant development partner financing and sub-sectors such as basic education, and to expand leverage and scale; and (iv) the ability to increase program flexibility to create room for “localized solutions.” Although many operations are still in the early stages of implementation, several operations have already achieved results. See Box 4 for examples of results from PforR operations with at least three years of implementation.

Box 3. Results from Completed PforRs

Nepal: Bridges Improvement and Maintenance Program (FY12, closed FY18). This Program (US\$60 million, IDA) which was implemented in an FCS environment, achieved, and in some cases, exceeded its targeted results. The share of Nepal's Strategic Roads Network bridges in good or fair condition increased from 53 percent at baseline to 81 percent at completion, corresponding to 481 bridges improved and 85 bridges made structurally safe. Despite the 2015 earthquake and limited capacity of local contractors, by the end of the Program, 6,618 meters of new bridges were built or improved, 16,139 meters of bridges received major maintenance, and 10,729 meters had minor maintenance. The Program also supported improvements in planning, design, and quality management capacity. This operation received satisfactory ratings for outcomes, Bank performance, and M&E quality, validated by IEG.

Morocco: National Initiative for Human Development 2 (FY12, closed FY16). This Program (US\$300 million, IBRD) delivered key areas of program investment including: (i) girls' education: the share of girls residing in educational dormitories graduating to the next grade increased from a baseline of 50 percent to 84 percent following the construction of 96 dormitories for 5,800 girls; (ii) clean water: the percentage of the population with access to improved water supply in targeted communes increased from 50 percent in 2011 to 85 percent in 2015, following the construction of 2,098 improved water schemes, serving 99,620 households; (iii) income generation activities: the percentage of income generating activities judged as viable after 2 years increased from 18 percent at baseline in 2011 to 75 percent in 2015, after the establishment of 5,262 income generating activities involving 78,930 people; and (iv) pre-natal care: 11,240 women received prenatal care in specialized clinics, 50 percent higher than in 2011. This operation received satisfactory ratings for outcomes, Bank performance, and M&E quality, validated by IEG.

Pakistan: Punjab Public Management Reform Program (FY14, closed FY19). This Program (US\$50 million, IDA) to improve transparency and resource management of targeted departments of the Province of Punjab achieved results such as: (i) 100 percent of urban property tax data digitized and centralized in 36 districts, with more than 1 million properties added and property tax collection increased from 4.7 to 10 billion Pakistani rupees between 2013 and 2018; (ii) 5,384 procurements processed through the Procurement Management Information System and 246 contracts processed through basic e-procurement; and (iii) increased performance monitoring from 18 to 216 district services in agriculture, education and health.

Rwanda: Transformation of the Agricultural Sector III (FY15, closed FY19). This Program (US\$146 million, IDA) has surpassed targets to increase agricultural productivity and innovation. Results include: (i) the protection of 174,941 hectares from soil erosion; (ii) irrigation of 20,703 hectares on hillsides and marshland; (iii) increase in use of 20 agricultural technologies from 25 percent of farmers in 2013 to 62 percent in 2018; and (iv) improvement in average daily yields of milk per cow from 4.0 to 6.3 liters per day between 2013 and 2017. The Program also supported the implementation of agricultural finance reforms and the update of the National Agriculture Policy.

Rwanda: Public Sector Governance (FY15, closed FY19). This Program (US\$100 million, IDA) to enhance Rwanda's Public Financial Management (PFM) and statistics systems to improve transparency and accountability in the use of public funds, revenue mobilization and data achieved results such as: (i) an increase from 32 percent to 50 percent between 2013 and 2018 in the proportion of ministries and other agencies receiving an unqualified audit opinion; (ii) an increase in domestic revenue mobilization of 34.2 percent between 2014 and 2018; (iii) a fivefold increase in the number of PFM staff with increased PFM qualifications between 2014 and 2018; and (iv) the rollout of e-procurement systems to 137 ministries, districts and agencies.

Brazil: Ceara Strengthening Service Delivery PforR (FY14, closed FY19). This Program (US\$350 million, IBRD) contributed to improving the quality of unfiltered and untreated water (from a baseline index of 61 to 81, exceeding its target of 67) and the coverage and quality of early childhood development services (from zero to 11 percent of the targeted population) and extending the government's model of results-based management to involve agencies responsible for service delivery. The operation also motivated a focus on results, through the improved collection and monitoring of outcome level data, and greater cross-sectoral collaboration within government.

Box 4. Results from PforR Operations in Advanced Stages of Implementation

Ethiopia: Health MDG Support (FY13, ongoing). This Program (US\$100 million IDA) shifted the focus from output-based results such as renovation of health centers to outcomes. Data from 2011 and 2016 national surveys show: (i) an increase in the share of deliveries attended by skilled birth providers, from 10 percent to 26 percent; (ii) an increase in the share of pregnant women receiving at least one antenatal care visit, from 34 percent to 62 percent; and (iii) increasing the contraceptive prevalence rate nationwide, from 27 percent to 35 percent.

India: Enhancing Teacher Effectiveness in Bihar (FY15, ongoing). This Program (US\$250 million, IDA) has supported the Government of Bihar's program Diploma in Elementary Education offered through open and distance learning, as well as the implementation of an app to collect data on schools, including teacher performance and attendance and student outcomes. Improved outcomes between 2015 and 2018 include training of more than 11,000 untrained teachers across the state and an increase in teachers' attendance from 80 to 85 percent.

Nigeria: Saving One Million Lives (FY15, ongoing). This Program (US\$500 million, IDA) has achieved results higher than the annual national average in reproductive, child health and nutrition in 12 states including: (i) use of long lasting insecticide treated nets by children under five; (ii) immunization coverage (DPT3); (iii) HIV testing during antenatal care; and (iv) contraceptive prevalence. Births attended by skilled personnel increased from 2.8 to 3.2 million between 2014 and 2016. This operation also strengthened M&E systems and use of data.

32. **The development results supported by PforRs include progress on issues related to gender, Maximizing Finance for Development (MFD), climate change, FCV, and citizen engagement.** A sample of how these themes are supported in PforR operations is described in this sub-section. Of the 99 PforRs, 12 have DLIs that feature gender themes, 16 have DLIs that feature environmental sustainability and climate change themes, and 7 have DLIs that involve fragility or conflict themes. Selected results related to these special themes are provided below:

- **Gender: Morocco National Initiative for Human Development 2 (FY12, closed FY16, US\$300 million, IBRD).** Investment in girls' dormitories increased female school retention rates (from 50 percent to 84 percent), and the number of women benefitting from prenatal care in maternity clinics rose by more than 50 percent. Participation of women and young people in local governance bodies exceeded targets. More than a fifth of local governance body members are now female.
- **Maximizing Finance for Development: Uruguay Road Rehabilitation and Maintenance.** (FY13, ongoing, US\$136 million, IBRD). The private enterprise operating the road concession granted by the Uruguayan government, Corporacion Vial de Uruguay, issued bonds as part of the Program and was restructured in 2016 to raise more financing. Outcomes include a near doubling of annual investments in road maintenance and rehabilitation and more than 4,500 km of the national road network being maintained through performance-based contracts.
- **Climate Change: India Grid Connected Rooftop Solar and Energy Efficiency Scale-Up.** (FY16, ongoing, US\$500 million, IBRD). The Bank has been supporting the development and expansion of solar energy and scale-up of energy efficiency in India through two PforR operations which seek to mobilize sources of private finance while also reducing the growth of greenhouse gases in India. The Grid Connected Rooftop Solar Program mobilized US\$100 million in additional equity financing from private sources as of December 2018, while the Energy Efficiency Scale-Up Program will mobilize commercial financing through a project-based guarantee in parallel to the PforR loan under this operation.
- **Fragility and Vulnerability: Jordan Education Reform Support.** (FY18, ongoing, US\$147 million, IBRD). Although Jordan is not an FCS, it hosts some 1.3 million Syrian refugees. The Bank, with

financial assistance from the Global Concessional Financing Facility, has a PforR operation to support key elements of Jordan’s National Education Sector Plan. Since the operation was approved in 2017, enrollment of Jordanian and Syrian refugee children in early childhood education increased from a baseline of 80,000 to 98,005 with a target of 110,000 by 2023.

- **Citizen Engagement: Tunisia Urban Development and Local Governance PforR.** (FY18, ongoing, US\$130 million, IBRD). A national interactive E-Portal was launched to improve public awareness of decentralized funding of small-scale infrastructure and services in all municipalities. Program support is conditioned on the existence of a Grievance Redress Mechanism (GRM) in every local government unit. According to a 2017 Inspector General report, out of 264 local governance units: (i) 254 appointed an environmental & social focal point; (ii) 237 set up an updated grievance registry; and (iii) 165 dealt with grievances within the required timeframe. Audits of more than 130 local government units have been carried out and made available to the public in 2016 and 2017.

33. **The quality of DLIs is reviewed during project preparation, and data suggest that over time more DLIs are linked to the program results framework.** The selection of DLIs is vetted during project preparation, including at the concept, decision and appraisal stages. Additional feedback is provided in the form of the peer review process from GPs as well as corporate inputs. Teams receive detailed guidance and training on DLI selection, targets, verification, and disbursement allocation. Between FY12-15 and FY16-18, the share of DLIs linked to the results framework in approved operations increased by 15 percentage points while the share of DLIs that are also PDO level indicators increased by 12 percentage points.

34. **PforRs disburse against a broad range of results.** The PforR instrument also allows for the combination of results types within a DLI chain, as shown in Table 2. The 2016 IEG review found that disbursements had been based on achievement of monitorable actions, outputs and outcomes, rather than inputs. Management analyzed the distribution across the results chain of 2,968 disbursement-linked results derived from all the approved operations up to June 2018 to assess whether PforRs have disbursed against a range of results.

Table 2. Examples of Different Parts of the Results Chain

<i>Input</i>	<i>Action</i>	<i>Output</i>	<i>Outcome</i>
Provide budget for literacy programs	Develop new educational materials for literacy programs	Number of participants in intensive literary programs in focus states	Improvement in literacy rates in focus states
Contract for supplier to install new water connections	Preparation and approval of new tariff structure for water services to allow cost recovery	New household water connections in targeted villages	Number of people receiving regular water supply of adequate quality

35. **PforR has disbursed across the results chain.** Two-thirds of planned PforR disbursements are against outputs or outcomes; one third are against policy and institutional actions. There are almost no disbursements against inputs given the PforR requirements that inputs should not be DLIs. Many PforR operations have also incorporated more than one result type within an indicator. Hence, PforRs appear to be used to support different parts of the results chain, and are therefore complements, and not

substitutes for other Bank financing instruments. In all operations, disbursements occur only upon verified achievement of DLIs as described in Box 5.

Box 5. DLIs and Verification of PforR Program Results

The PforR instrument allows for a mix of results types. DLIs can be outcomes (e.g., infant mortality rate, literacy rates, etc.); outputs (e.g., immunization rates); intermediate outcomes, outputs, or process indicators (e.g., confirmation of substantive participation in decision-making by specified communities); or financing indicators (e.g., share of strategic projects in total expenditures). DLIs can also be key actions aiming to address specific risks or constraints to achieving the results (e.g., actions to improve fiduciary systems, environmental and social management, and/or monitoring and evaluation).

For a DLI to be considered met, the government sends the Bank a third-party verification report ascertaining the achievement of the results as defined in the legal agreement and the specified verification protocol. Each DLI has a specified verification protocol developed during project preparation and appraisal. Verification is typically handled by government entities (usually in charge of conducting audits) or by private firms contracted by the government. The Bank undertakes additional due diligence when deemed necessary and can ask for revisions to the verification report if credibility is in question. Any changes to targets or disbursement formulas are required to undergo formal restructuring.

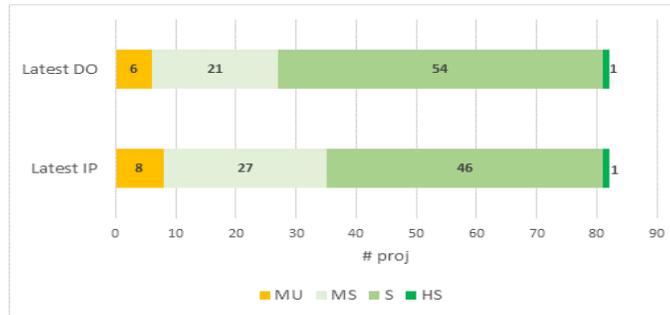
If results are not verified, disbursements do not occur. For example, in the case of the Morocco National Initiative for Human Development 2 PforR operation that closed recently, the PforR loan disbursed 98.5 percent of proceeds, cancelling the remainder because the operation did not fully achieve one of its 9 DLIs. Another example is the Croatia Improving Quality and Efficiency of Health Services operation where a change in government impacted achievement of financial consolidation for hospitals envisaged under the operation. The operation was restructured to cancel one DLI and its corresponding funds from the Program, reducing the Bank's financing from US\$103.5 million to US\$88.3 million.

36. **The PforR portfolio is performing well.** Ninety percent of operations for which ratings are available have an Implementation Progress (IP) rating of Moderately Satisfactory (MS) or higher, and 93 percent have a Development Objective (DO) rating of MS or higher (Figure 6) as of end-June 2018. Overall, the incidence of problem operations (those with an IP rating or DO rating of Moderately Unsatisfactory (MU) or below) is lower for PforR than for IPF, 10 percent compared to 17 percent, although this may reflect the relatively younger age of the PforR portfolio. Although just two closed operations have results validated by IEG, applying the average “net disconnect” rate between the last DO rating captured in the ISR and IEG's eventual rating to projects expected to close by the end of FY21, 91 percent of the PforR portfolio is projected to have a successful outcome rating, as measured by IEG. For operations under implementation for three or more years, the point at which difficulties may be expected to have been identified and recognized, DO and IP ratings for PforR continue to be stronger than for IPF (Figures 7a and 7b).

37. **Management is reviewing instrument choice carefully to facilitate the appropriate use of PforR.** Over the years, more than 70 operations that have been proposed as PforR have been screened out, due to lack of instrument suitability, unacceptable risks in environmental, social or fiduciary systems, or changes in government priorities. Furthermore, Management has been curtailing use of the instrument to stay under the IBRD/IDA commitment limit¹⁴.

¹⁴ At the beginning of FY19, there were 46 PforR operations in the pipeline for the year. Operations from AFR and SAR continued to make up most of the pipeline volume—37 percent (17 operations) from AFR region and 33 percent (15 operations) from SAR,

Figure 6. PforR Portfolio Quality



Note: N=82, representing all the effective PforR operations for which ISR ratings are available, as of June 30, 2018.
Source: Bank Business Intelligence

Figure 7. PforR vs. IPF Portfolio Quality for Older (>3 years) Operations



Note: Data as of June 30, 2018 for operations under implementation for 3 years or more. For PforR N=25. For IPF N=369, representing operations in countries with at least one PforR operation.
Source: Bank Business Intelligence

38. Restructuring of PforR operations. As of end-FY18, 26 percent of PforR operations (26 operations) had undergone restructuring compared with 45 percent for the IPF portfolio. One-third (9 operations) of these restructurings comprised Additional Financing and were accompanied by stronger or increased targets for DLIs. Just under a third (7 operations) included an extension to the closing date. Several restructurings involved changes such as, clarification of definitions, or changes in geographic area or target group. Others involved a reallocation of financing towards areas where DLI targets could be increased.

39. PforR use will vary according to the nature of country development priorities and the government’s capacity to use the instrument effectively. Certain government priorities – such as the development of basic infrastructure – will continue to rely heavily on IPFs. Support for policy reform will require DPFs. Improvements in service delivery results, or institutional strengthening, may lead to greater

with 15 percent from EAP (8 operations), 9 percent from MNA (4 operations), and 4 percent (2 operations) from ECA. As of December 2018, there are four approved operations and 23 operations in the pipeline, due to active management to reduce PforR commitments to stay within the 15 percent cap.

use of PforR. While there is considerable uncertainty about the instrument share beyond FY20, the expectation is that the IPF instrument will remain the primary lending instrument for the Bank.

IV. STRENGTHENING INSTITUTIONAL CAPACITY TO DELIVER RESULTS

40. PforRs build capacity to deliver development results by: a) building results-focused client systems; b) promoting effective public expenditure systems; c) strengthening environmental and social systems; and d) developing fiduciary capacity within government. This section reviews each in turn.

A. BUILDING RESULTS-FOCUSED CLIENT SYSTEMS

41. **PforRs can be effective in strengthening the results-focus of administrative systems in low-capacity countries.** Findings from Management country and sector analysis, as well as evidence from the IEG review suggest that strengthening of fiduciary, monitoring and social and environmental risk management systems has become one of the most attractive features of PforRs for clients. The IEG review found that the identification of ways to strengthen program systems had been mostly satisfactory and that the PforR approach was helping to stimulate the design of innovative features, through greater scope and flexibility relative to other Bank instruments. The IEG review included country visits where the implementation of capacity building measures was found to be progressing reasonably well, although in some cases, subject to delays.

42. **Sectoral and country analysis suggest that in the absence of prior experience with results-based instruments, the success of PforR operations depends on teams undertaking certain foundational tasks during preparation.** These include the development of an adequate results management framework that identifies all the obstacles to achieving DLIs. Many PforR operations include system-strengthening actions in PAPs and/or DLIs, while 22 percent of PforR includes technical assistance components funded by IPF. Analysis of education operations suggests that in the absence of prior experience with results-based instruments, building a robust results framework, communicating the content of DLIs to implementing agencies, and establishing a mechanism for verifying DLI compliance are critical first steps. For example, an analysis of Ethiopia PforR operations showed that operations are tackling weaknesses in implementation systems identified as part of operation design.

43. **The use of PforR in FCS is gradually increasing.** One FCS operation was approved from FY12-15, four were approved from FY16-18, and one has been approved to date in FY19, with more operations in the near-term pipeline. As discussed earlier in this paper, PforR can be used in FCS countries provided there is a credible results-focused government program with some implementation capacity and ability to manage risks. A recent study¹⁵ noted that strong government commitment and prior donor involvement in the sector, particularly in low-income settings, are among the factors that make successful design and implementation more likely. Box 6 provides additional examples of ways in which PforR operations are being used for capacity building.

¹⁵ Lee, Ling Jessica Diana; Medina Pedreira, Octavio. 2019. *Results-Based Financing in Education: Learning from What Works (English)*. Washington, D.C.: World Bank Group. <http://documents.worldbank.org/curated/en/915061548222619389/Results-Based-Financing-in-Education-Learning-from-What-Works>

Box 6. Examples of Capacity Building in PforR Operations

Ethiopia: Local Government Development Project II (FY14, ongoing, US\$380 million, IDA). Urban local governments (ULGs) have become more accountable to their citizens. Before the program, audits suffered from lengthy delays, the number of ULGs with timely audits has since increased from 5 in 2014 to all 44 covered by the program in 2017 (there are 85 ULGs in the country). All 44 ULGs have a council approved three-year capital investment plan for FY17-20, along with an annual budget, action and procurement plan. Furthermore, the ULGs now make public expenditures available to their citizens, enhancing transparency and accountability. The program has had an impact on environmental and social systems in the country – the ULGs screen all investments for potential environmental and social risks under their capital investment plan, with the corresponding assessments and management plans prepared as required.

Mozambique: Public Financial Management for Results Program (FY14, ongoing, US\$50 million, IDA). Mozambique’s education and health ministries were struggling to get resources to hospitals and schools due to a lack of effective coordination. Financial incentives along with capacity coaches trained to identify bottlenecks and help coordination have improved service delivery. In health, there has been an improvement in medicines’ warehouse management: 95.8 percent of districts now report logistics information to the Central Medicines Warehouse. The availability of essential medicines has increased, and medicine fill rates are improving. In education, the share of primary schools receiving school grants on time increased from zero to 99 percent. An improved budget classification system has been applied to 99.8 percent of districts.

44. **The instrument’s focus on the quality of outputs and outcomes has benefited a range of service delivery sectors.** PforRs have been used to strengthen management and improve accountability to constituents and beneficiaries (e.g., Punjab Public Management Reform and the Tunisia Urban Development and Local Governance). Its adoption in GP SUR, WTR and transport and digital development reflects a recognition that effectiveness requires a shift to rewarding improvements in access and quality. This has been accompanied by a stronger emphasis on monitoring performance, often through user feedback, and on ensuring the sustainability of service provision (e.g., Egypt’s Sustainable Rural Sanitation Services). Urban operations have also combined support for infrastructure investments with strengthening local authorities’ systems for managing them, usually by reinforcing a performance-based grant mechanism. Likewise, in education, PforR operations have similarly shifted the focus of discussions with clients from inputs to outcomes (e.g., DLIs linked to improved student achievement in the Tanzania Basic Education and Nigeria Better Education Service Delivery for All).

B. PROMOTING EFFECTIVE PUBLIC EXPENDITURE SYSTEMS

45. **Expenditure Framework Assessments are a core element in PforR preparation.** The assessment of the expenditure framework underpinning the Program supported by the PforR is a critical element of the ex-ante technical and fiduciary assessments carried out during the preparation of a PforR. Through this assessment, the Bank verifies the historical record on predictability, adequacy, and timeliness of budget transfers from the Ministries of Finance to implementation agencies relevant for the proposed Program. The assessment also seeks to ensure that the categories and amounts of planned expenditure are adequate to achieve the intended results under the operation. The expenditure assessment reviews the efficiency of public expenditure and notes where sector reforms are required which may be built in to the design of the operation.

46. **The IEG review found that the results of the expenditure framework assessments have been used in PforRs.** IEG rated the frameworks of 89 percent of the operations as moderately satisfactory or

better.¹⁶ For example, it found evidence that capacities strengthened in the Kenya National Safety Net operation would be sustained through reforms supporting the medium-term expenditure framework. Key gaps identified in the expenditure assessment are typically included in DLIs and the PAP. For example, in the Mozambique operation on public financial management, a DLI supported transfers to schools to improve service delivery. In the Tunisia Urban Development and Local Governance operation, a DLI was used to enforce timely transfer of funds from central to local governments.

47. **Strengthening a program expenditure system is effective in countries with a sustainable fiscal framework.** The current PforR Directive and Guidance refer to the importance of taking into account fiscal considerations in the design of PforRs. Specifically, these documents refer to the government's overall medium-term budget trajectory and its implication for the implementation of the PforR Program and vice-versa. Management's review of PforRs illustrates good practice examples where the use of the instrument and the design of the PforRs have explicitly taken this fiscal lens into account. In these cases, data on key fiscal variables such as the overall budget deficit, its outlook, domestic/external financing sources and the sustainability of its financing was presented. For example, in the Brazil Upper Secondary Education Reform operation, the PAD explained the details of the budget preparation process, including the link between planning and budgeting, and the checks at both federal and state level to prevent the expansion of recurrent expenditures without a secure source of revenue. The Casablanca Municipal Support Program for Morocco, whose objective was partly to strengthen investment capacity, went even further in analyzing the impact of the operation on the city's medium-term debt sustainability and included its operating surplus as an intermediate results indicator. Overall, Management review indicates that this guidance requires greater focus, emphasis and more consistent application. Management will update the Directive and Guidance reflecting good practice, and will be required to ensure that PADs reflect this aspect more systematically starting July 1, 2019.

C. STRENGTHENING ENVIRONMENT AND SOCIAL SYSTEMS

48. **In 2018, Management reviewed all Environmental and Social Systems Assessments (ESSAs) conducted for PforR operations.** This review updates and complements the 2016 IEG review, providing more detailed information and analysis on key aspects such as: (i) risk identification and assessment; (ii) assessment of Borrowers' capacity to assess and mitigate risks; and (iii) stakeholder engagement.

49. **The 2018 review confirmed that the ESSA risk assessment process has been largely effective in assessing environmental and social risks of PforR operations.** While there is room for improvement in screening practices, this is consistent with IEG's view that "all reviewed ESSAs have been of reasonable quality"¹⁷. The operational approach to E&S assessment entails identifying risks through screening; excluding activities that are judged to be likely to have 'significant adverse impacts that are sensitive, diverse, or unprecedented on the environment and/or affected people', as per the PforR Policy; and conducting a comprehensive assessment of the E&S effects of the proposed operation, adequacy of borrower systems to manage E&S risks informed by the six E&S core principles in the PforR Policy¹⁸.

¹⁶ *Program for Results: An Early Stage Assessment of the Process and Effects of a New Lending Instrument*, IEG, June 2016. p.xiii.

¹⁷ *Ibid.* p.32.

¹⁸ The PforR Policy states that the environmental and social systems assessment considers, as may be applicable or relevant in a particular country, sector, or PforR Program circumstances, to what degree the PforR Program Systems: (a) promote environmental and social sustainability in the PforR Program design; avoid, minimize, or mitigate adverse impacts, and promote informed decision-making relating to the PforR Program's environmental and social impacts; (b) avoid, minimize, or mitigate adverse impacts on natural habitats and physical cultural resources resulting from the PforR Program; (c) protect public and

Borrower capacity to manage these risks is considered, and if necessary measures are formulated for inclusion in the PAP or as DLIs to enhance both E&S management systems and outcomes in a manner agreed with the borrower during implementation.

50. **Consistent with the policy framework, PforRs have not financed high environmental or social risk activities.** Eleven operations initially considered as PforRs were converted to IPFs or dropped due to weak E&S systems and/or insufficient capacity of the implementing entities to mitigate E&S risks. For operations that did proceed as PforRs, 73 percent were characterized as having Low to Moderate E&S risk at time of approval. Consistent with IEG's recommendation that PforR teams not avoid risk when appropriate risk mitigation tools are available, 27 PforR operations were rated as having Substantial E&S risk at time of approval, often due to capacity weaknesses in the institutions involved in the PforR Program. These operations only proceeded after a risk mitigation plan was developed, with corresponding mechanisms identified to mitigate risks involving the appropriate institutions.

51. **Consistent with the findings of the 2016 IEG evaluation, the 2018 Management review found that ESSAs have largely provided a useful and relevant assessment of the applicable E&S risk management systems.** This includes the enabling environment (i.e. legal framework, technical standards, procedures), organizational structures and division of responsibilities within and among implementing entities, although more consistency is needed in describing and evaluating system performance and track record. The ESSAs have been largely effective in identifying gaps between Borrower systems and the core principles and attributes identified in the PforR Policy and directive. The PforR operations are then designed to help close gaps in clients' capacity to manage E&S risks. However, the experience with systems and capacity building during implementation has been affected by factors such as the degree to which additional resources can be mobilized to achieve these improvements. An important lesson is the need to ensure adequate resources are provided under the operation to close capacity gaps. In this regard, some operations have an IPF technical assistance component or use parallel financing to support capacity building, while others have provided for capacity building resources within the PforR program.

52. **PforR has supported stakeholder engagement, including consultations and Grievance Redress Mechanisms (GRM)**¹⁹. One important element of the ESSA is to describe the consultation process used to gather feedback and inputs on the ESSA itself, and to assess the client's systems for communication and engagement that are applicable to the Program. Most ESSAs review the systems relevant to the Program and make recommendations for specific actions to improve borrowers' consultation processes and GRMs, while in some cases stakeholder engagement (beyond E&S issues) is an essential element of the program strategy and may be evaluated as part of the technical assessment. As part of portfolio oversight, Management observed that the effectiveness of GRM can vary, and that GRM monitoring was not consistently applied across operations. To improve consistency of monitoring and reporting on the

worker safety against the potential risks associated with: (i) construction and/or operations of facilities or other operational practices under the PforR Program; (ii) exposure to toxic chemicals, hazardous wastes, and other dangerous materials under the PforR Program; and (iii) reconstruction or rehabilitation of infrastructure located in areas prone to natural hazards; (d) manage land acquisition and loss of access to natural resources in a way that avoids or minimizes displacement, and assist the affected people in improving, or at the minimum restoring, their livelihoods and living standards; (e) give due consideration to the cultural appropriateness of, and equitable access to, PforR Program benefits, giving special attention to the rights and interests of the Indigenous Peoples and to the needs or concerns of vulnerable groups; and (f) avoid exacerbating social conflict, especially in fragile states, post-conflict areas, or areas subject to territorial disputes.

¹⁹ Stakeholder engagement is used broadly here to include not only the E&S aspects but other dimensions of stakeholder involvement during program preparation, implementation and completion phases.

status of GRMs, a requirement to report GRM status during implementation was introduced in the ISR in March 2018.

53. **The Bank is committed to updating environmental and social principles for PforR in line with evolving practices and lessons from experience.** The operational approach to E&S risk management in PforR operations, which support governments' implementation of their programs using their own systems, with capacity strengthening as needed (see examples in Box 7), is necessarily different from the project and transaction-based approach used in IPF. However, the underlying policy principles are intended to be similar as they reflect the Bank's mission and vision. The "Core Principles" set out in the PforR policy are consistent with the E&S Safeguard Policies for IPF and go beyond them particularly regarding the breadth of coverage of social risks and impacts. Adherence to the core principles is monitored as part of Bank implementation support throughout the operational life cycle. The Bank task team monitors PforR Program performance and the implementation of the borrower's E&S systems that apply to the Program, especially regarding any specific systems or capacity strengthening measures agreed with the borrower. The PforR Core Principles are well aligned with the objectives of the recently introduced Environmental and Social Framework (ESF) for IPF. Management will update the PforR Directive and Guidance in line with the Bank's evolving understanding of social and environmental issues relevant to government programs by June 2019.

Box 7. Examples of How Environmental and Social Issues are Addressed in PforR

Labor and Working Conditions. In the Pakistan Punjab Jobs and Competitiveness PforR operation, a DLI (also a Program Development Objective indicator) was included to monitor progress made by Punjab on the European Union (EU) Generalized System of Preferences Plus Labor conventions. This indicator captures changes to regulations which contained obsolete provisions restricting the employment of women in factories. Under this DLI, 10 legal amendments have been drafted to existing labor laws relating to International Labor Organization (ILO) Standards addressing issues such as forced labor, child labor, and discrimination.

Financial Intermediaries. In the People's Republic of China Innovative Financing for Air Pollution Control operation, the ESSA assessed the implementing agency's (Hua Xia Bank) institutional capacity and performance to manage potential adverse E&S issues under the PforR Program. Agreements were reached on actions to improve Hua Xia Bank's capacity to effectively manage environmental, health, safety, and social issues during implementation.

Stakeholder Consultations. To build and maintain a constructive relationship with program stakeholders, Mozambique Primary Health Care Strengthening Program includes a DLI monitoring the percentage of rural health centers in priority districts with performance-based allocations in accordance with a minimum of two scorecard assessments with community consultations in the previous FY. This DLI includes consultations with community about their perceptions and assessment of services provided. The implementation of these score cards and community consultations covers approximately 65 rural health facilities in year one of program implementation (2018).

Grievance Redress. In the India West Bengal Institutional Strengthening-II operation, a DLI which partially disburses against the percentage of grievances redressed has helped incentivize a culture of timely response to grievances. A government order dictates responsibility for GRM at various levels, including complaint intake points via a website, mobile app, mailbox at Gram Panchayats, and a toll-free number. To date, 8,088 grievances have been registered by the GRMs, with 85 percent of these having been addressed.

D. DEVELOPING FIDUCIARY SYSTEMS

54. **Fiduciary systems assessments (FSA) have generally fulfilled the requirements specified in the PforR Policy and Directive, including: (i) capacity assessment; (ii) risk assessment; (iii) anti-corruption arrangements; (iv) risk mitigation; and (v) implementation support.** The IEG review found that “Overall, the fiduciary assessments have been comprehensive, and cover most of the key aspects that one could expect to find” and concluded that “the fiduciary risks associated with PforRs have been satisfactorily identified and rated in most cases.” Management reviewed 27 operations with more than three years of implementation and concluded that risk mitigation measures were generally embedded in the program design as DLIs, PAP, or legal covenants.

55. **PforR operations have utilized FSAs to improve fiduciary systems.** The fiduciary strengthening measures identified in the assessments have been used to strengthen existing program systems. PforR operations have helped to improve the capacity and performance of program fiduciary systems through, for example, expenditure tracking, increased procurement planning and competitive procurements, strengthened internal controls, and an increase in the proportions of clean audit reports. Local level fiduciary systems have also been strengthened through urban development PforR operations in Uganda, Tanzania and Vietnam, where scores on fiduciary performance increased sharply, and in some cases, exceeded targets. A Management review also found that fiduciary related DLIs and PAP actions that are well sequenced, prioritized or integrated in the programs have been more effective.

56. **The high value procurement exclusion and the current Anticorruption Guidelines remain appropriate for PforRs.** To date, none of the operations have required a policy exception to include high-value contracts. The IEG review also noted that this exclusion has not been a major obstacle as excluded procurements can be financed from other sources. In March 2018, the Bank modified its internal systems to add a separate section in its supervisory reports for PforR operations to indicate if the periodic reporting to monitor fraud and corruption for the operation has been submitted by the relevant counterpart agency as required.

V. LOOKING AHEAD

A. FINDINGS AND LESSONS LEARNED

57. **The overall findings from Management’s analysis show that PforRs can enhance the Bank’s development effectiveness in contributing to development outcomes, strengthened government systems and country platforms. Moreover, we find:**

- **The potential development impact of strengthening country systems and achieving development outcomes using PforRs is significant.** PforR use has grown especially in IDA countries and in sectors supporting human development and basic services. PforRs are also supporting institutional strengthening, across IDA and IBRD countries. Development Partnerships and co-financing are an important part of PforRs and contribute to building development partner coordination around country platforms.
- **Key development results are being achieved as the PforR portfolio is performing well.** The IEG evaluation as well as portfolio analysis indicate that the policy requirements of the instrument are being met, key portfolio indicators are sound and that most PforRs are on track to meet development results.

- **PforRs are helping to strengthen institutional capacity in a range of areas.** The 2016 IEG review found that PforR operations, which work through and provide technical assistance to improve the functioning of country systems, have been appreciated by the client for their contributions to improving client's capacity in public expenditure management, social, environmental and fiduciary risk management and results monitoring.
- **PforR implementation can be strengthened by systematically learning from experience.** This includes updating staff guidance on specific issues and periodic evaluations and folding lessons into learning and corporate review processes.

B. RECOMMENDATIONS

58. **Considering the above, Management recommends that the cap on PforR commitments as a share of IBRD/IDA commitments be removed.** The Bank and country's ability to use PforRs when it would be the most effective instrument is currently limited in light of the lending cap. Lifting the cap would enable the Bank to better match the choice of the financial instrument to client needs to achieve sustainable development results in areas key to the achievement of the SDGs.

59. **Management will apply its risk screening mechanisms and appropriate oversight so that PforRs continue to be used effectively.** Moreover, Management will update the PforR Directive and Guidance for staff in the following two areas:

- **Expenditure Framework Analysis.** The PforR Directive and Guidance related to the implications of a country's overall fiscal trajectory and budgetary priorities on the PforR and vice-versa will be updated. Program Appraisal Documents will reflect this updated guidance starting in July 1, 2019 (as detailed in paragraph 47).
- **Environment and Social.** The PforR Directive and Guidance related to the implementation of PforR E&S aspects will be updated to reflect the evolving understanding of social and environmental issues in government programs by July 1, 2019 (as detailed in paragraph 53).

60. **Corporate Oversight.** Management will continue to provide support for teams preparing and implementing PforR operations, including risk-based corporate review at key stages of preparation. In parallel, capacity building of staff and clients will continue through regular staff training and client events. Management will enhance its regular monitoring and reporting to the Board and continue to learn from analytical reviews of the instrument.

61. **Board Oversight.** The Board will continue to approve each PforR operation. The Board will be able to track use of the instrument through the regular Operations Updates. More detailed information on the nature of PforRs approved and trends will be provided in the annual financing retrospective. The Board will be informed about PforR restructurings through an annual report on Operational Policy Waivers and Restructurings. Management will also carry out periodic retrospectives on PforR, to be discussed with the Committee on Development Effectiveness (CODE). In addition, IEG has indicated that it will conduct an evaluation at a time at which sufficient PforR operations have closed to enable a comprehensive evaluation of the instrument, projected to be after FY22.

VI. REQUEST FOR APPROVAL

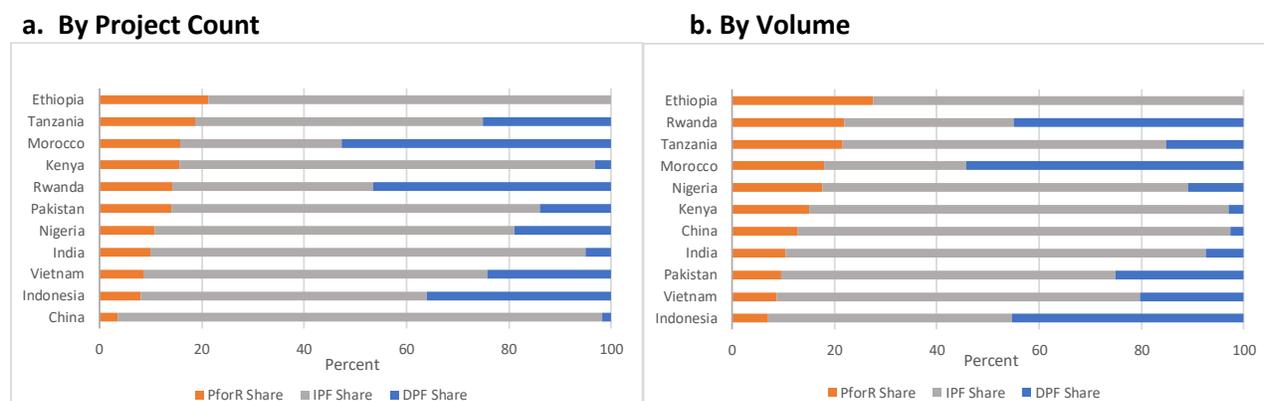
62. **Recommendation.** Management recommends that the Executive Directors approve the removal of the limit on PforR commitments as a share of total IBRD/IDA commitments.

63. If the Executive Directors approve this recommendation, the new commitment authority will take effect starting July 1, 2019.

ANNEX 1. ADDITIONAL INFORMATION ON PforR TRENDS

Most Active Users of PforR. India and Ethiopia were relatively early adopters of PforR and are the most active users of PforR in terms both of number of operations and net commitments, with 12 operations (15 percent of lending commitments) and seven operations (12 percent lending commitments) respectively. PforR has become an increasingly important part of the portfolio of the top ten users of PforR as shown in Figures 8a and b.

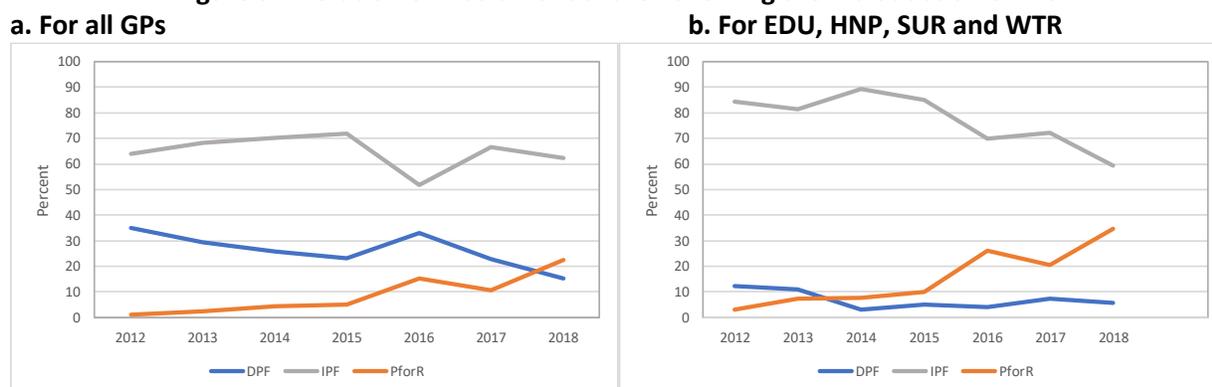
Figure 8. Instrument Share for the Top 10 Users of PforR



Source: Bank Business Intelligence

Usage by Global Practice. The strongest take-up of PforR, both by volume and number of operations, has occurred in those GPs that rely more on IPF. SUR and EDU use the PforR instrument most frequently, followed by HNP and WTR. Two EFI practices—Macro Economics, Trade and Investment (MTI), and Poverty (POV), are the least active in using PforR operations. MTI, the heaviest user of DPF before the introduction of the PforR in 2012, remains the heaviest user of DPF (Figures 9a and b). This is consistent with expectations that PforR would be most useful when the effectiveness of investments depends on complementary institutional changes, such as service delivery sectors. PforR was not anticipated to be as actively used in sectors whose effectiveness relies largely on policy or regulatory changes.

Figure 9. Evolution of Instrument Share Following the Introduction of PforR



Source: Bank Business Intelligence

ANNEX 2. DEVELOPMENT PARTNERS

Program Co-financing. The PforR instrument was expected to enhance the Bank's ability to work in partnership with governments and other development partners to align goals, deliverables, and results to enhance development effectiveness. PforRs often developed an overall framework for a Government program; in addition to IBRD/IDA funds, many of these Government programs would receive funding from bilateral and multilateral development partners (including the European Commission, DFID, FINNIDA, the Ministry for Foreign Trade and Development Cooperation of the Netherlands, Norad, SDC, DANIDA, SIDA, CIDA, USAID, the German Government and GIZ GmbH, and UNICEF, global funds (such as the Global Financing Facility for Health and the Global Concessional Financing Facility for refugee hosting countries), and/or MDBs.

The closer collaboration often involves common planning, accounting, reporting, auditing and evaluation for all Development Partners which reduces overlap, duplication and additional costs for the government. Out of the 99 PforR operations approved as at the close of FY18, 30 included co-financing or parallel financing with development partners, of approximately US\$9 billion.

Multi-Donor trust funds (MDTF) have also been used to support PforR operations. For example, the Lebanon Reaching All Children with Education Support operation is being financed by the Lebanon Syrian Crisis Multi Donor Trust Fund and the Reach MDTF. Some operations employ a mix of trust fund and direct development partner co-financing. For instance, the Nepal School Sector Development Program is co-financed by the ADB, European Commission, Finland, Norway, Reach MDTF, and UNICEF.

Harmonizing MDB policies. Since PforR uses government Program systems to deliver results, it is an instrument well-suited to donor harmonization in support of these government programs. In the interest of development partner coordination, the Bank has taken an active role in sharing experience and knowledge with other MDBs in formulating their own results-based instruments.

- The ADB was the first MDB that drew on the Bank experience and introduced its "Results-Based Lending" instrument in 2013. Since then the ADB and the Bank have conducted joint staff training and co-financed two PforR operations, Indonesia Power Distribution Development and the Nepal School Sector Development Program.
- The Bank provided advice to the African Development Bank on developing a results-based financing instrument, approved at the end of 2017. The two institutions have jointly provided staff training and discussions are underway to identify government programs for possible co-financing.
- IFAD has assessed results-based lending and is considering piloting project and program-based results-based lending, drawing on the Bank experience and advice through this process.
- The Asia Infrastructure Investment Bank is starting to formulate their approach to results-based lending and is confirmed to co-finance the Bank's Egypt Sustainable Rural Sanitation Services Program Additional Financing through a co-lenders agreement while their formal policy is under development.

Resources to Support Bank Teams. At the Bank corporate level, implementing partner GIZ on behalf of the Germany government has contributed funds to the Program-for-Results Multi-Donor Trust Fund of €1.55 million (US\$1.76 million) to support teams preparing PforR operations or at early stages of implementation. The MDTF supported 31 PforR operations with grants ranging from US\$50,000 to US\$60,000 and PforR Knowledge Sharing activities including client events and the PforR Academy. In addition, the Global Partnership on Output Based Aid has provided grants of US\$50,000 for technical support to four PforR operations and support for the review of performance of PforR operations.

ANNEX 3. SUMMARY OF THE IMPLEMENTATION ACTION PLAN OF THE PforR TWO YEAR REVIEW

Commitment Following PforR Two Year Review	Actions Taken
<p>Procurement. Management will amend the PforR policy framework to allow for specific cases where the exclusion may affect the development impact and integrity of the Program</p>	<p>The PforR policy framework was amended to allow, in exceptional cases, high-value contracts to be included in a PforR operation if the activities are deemed to be essential to the integrity of the Program and the monetary value of the contracts is deemed to be modest in relation to the overall size of the Program. Such exceptions would be subject to a due diligence process including an approval by the Chief Executive Officer. To date, none of the approved operations have required an exemption to include high-value contracts.</p>
<p>Anti-Corruption Guidelines. The original articulation of the ACGs are to be modified based on client feedback as part of the two-year review while maintaining the overall approach and principles set out in the ACGs.</p>	<p>The ACGs were modified; these modifications were mainly technical adjustments clarifying, <i>inter alia</i>, that any “investigations” undertaken by the Bank are “administrative inquiries” for the purpose of determining compliance with its own policies, directives, and procedures, and to fulfill its fiduciary duty, and are not a replacement for national law enforcement; and that the ACGs are not intended to restrict or otherwise affect the country’s sovereignty or take actions in contradiction to the country’s applicable law.</p>
<p>Templates, Instructions, and Systems. Templates and instructions will be updated to consider lessons learned from the review and other changes in the institution. These changes also include updating the risk framework, the Systematic Operating Risk Tool (SORT) and Information Technology (IT) Systems to better institutionalize the monitoring and reporting on the instrument.</p>	<p>Templates have been updated to reflect feedback from staff and clients, and other changes in the institution. The risk framework has been updated to use the SORT; IT systems have been developed to include processing of PforRs during preparation, AF, and ISRs through improved systems in the Operations Portal.</p>
<p>Guidance Materials. All Guidance notes will be updated and revised to take into account the lessons of experience and feedback from clients and staff. The revisions are intended to provide more direct operational guidance and “how to” direction to staff.</p>	<p>Guidance notes have been updated to reflect feedback from clients and staff. Guidance notes for AF for PforR and Implementation Completion and Results Report for PforR have also been developed.</p>
<p>Training. Core training and orientation programs will be designed for countries that can be made available through a variety of vehicles. For staff, the formal operational training that is currently available for other instruments will be expanded to include PforR. In addition, a PforR Academy will soon be launched. For both clients and staff, learning events upon demand will be available.</p>	<p>The Bank has held regional training events, as well as country specific workshops and clinics. To date, clients from 38 countries, representing all six regions have received training. For staff learning, there is a suite of learning options that deliver training online, at country offices and headquarters. More than 1,500 staff have been reached since FY16.</p>
<p>Community of Practice. The established community of practice will be strengthened, and its outreach efforts expanded, thereby strengthening learning</p>	<p>The community of practice is being strengthened across some of the GPs that have high use of PforR such as WTR, EDU, SUR, and GOV as well as fiduciary,</p>

<p>across teams and GPs and helping to generate knowledge and good practice notes that can help clients and task teams with future PforRs. The community of practice is considered an important vehicle for enhancing the efficiency of learning about PforR, as well as an extension of the corporate support for the instrument.</p>	<p>environmental and social functions. More peer reviewers for PforR operations are PforR task team leaders which is bringing practical advice to teams at preparation and mid-term review.</p>
<p>Corporate Support. Support at the corporate level will continue. Working with the community of practice as well as the Regions and GPs, this will facilitate the effective further rollout of the instrument.</p>	<p>Corporate support continues to provide review and comments at all concept reviews and decision meetings. The corporate support team also provides advice and support on demand throughout the process. This has also included shared learning events and support missions and learning events with regions and some GPs.</p>
<p>Communications and Outreach. A package of communication materials that clearly describe the instrument and how it functions will be developed for clients. A package of communication materials will also be prepared for staff, presenting the instrument and discussing how and when to use PforR and identifying available resources. As part of the outreach and training efforts, the materials and activities will incorporate clear guidance to staff and information for clients to help them make informed choices of instrument. In addition, outreach to external stakeholders including civil society and development partners, will continue.</p>	<p>Communication brochures, videos, and presentations have been developed for clients and for use by staff. These have been used in several countries and presentations have been updated to reflect feedback.</p>
<p>Transparency and Access to Information. PforR has adopted a very open approach where all documents, including the Bank’s assessments, have been made available to the public. Moving forward, these efforts will continue and other mechanisms to make information more accessible to various stakeholders in countries, and hence further enhance transparency, will be explored.</p>	<p>All assessments continue to be disclosed and are available to public. The disclosable ISRs have been improved to include the disclosure of progress on the PAP.</p>
<p>Supporting Capacity Building. Efforts will be made to expand and replenish the MDTF for PforR to provide additional support regarding capacity building efforts, especially for the client.</p>	<p>The MDTF for PforR supported by GIZ has been nearly fully utilized. It provides additional support, with a focus on the learning agenda and capacity building for staff and clients.</p>
<p>Learning approach. Management will continue with the learning approach by establishing a strong corporate support team to help with PforR operations and overall learning and by introducing regular PforR “retrospectives” through which it can assess and draw lessons from experience with the instrument.</p>	<p>Learning approach continues and reflected in continued improvements in advice, guidance and training provided to teams based on reviews (IEG review), feedback from staff and clients. The current review benefits from in-depth review of selected GPs and specific themes of the PforR instrument.</p>

ANNEX 4. LIST OF PforR OPERATIONS APPROVED AS OF JUNE 30, 2018

Project ID	Operation Name	Bank Approval Date	Closing Date	Country
P157571	Power Sector Financial Recovery Program	04/27/2016	07/30/2021	Armenia
P129770	Revenue Mobilization Program for Results: VAT Improvement Program (VIP)	05/09/2014	06/30/2020	Bangladesh
P160943	Transforming Secondary Education for Results Operation	12/18/2017	12/31/2022	Bangladesh
P162619	Quality Learning for All Program	06/14/2018	06/30/2023	Bangladesh
P164186	Benin Rural Water Supply Universal Access Program	05/15/2018	06/30/2024	Benin
P127463	Strengthening Service Delivery for Growth, Poverty Reduction and Environmental Sustainability in the State of Ceará PforR	11/21/2013	01/31/2019	Brazil
P163868	Support to Upper Secondary Reform in Brazil Operation	12/14/2017	12/31/2023	Brazil
P132216	Burkina Faso Public Sector Modernization Program	07/09/2015	12/31/2019	Burkina Faso
P164345	Burkina Faso Water Supply and Sanitation Program	06/26/2018	12/31/2023	Burkina Faso
P154669	Innovative Financing for Air Pollution Control in Jing-Jin-Ji	03/22/2016	06/30/2022	China
P154672	Hebei Air Pollution Prevention and Control Program	06/06/2016	12/31/2018	China
P154984	China Health Reform Program	05/09/2017	12/31/2021	China
P163138	Guangxi Poverty Reduction Program for Results	06/22/2018	12/31/2021	China
P148435	Strengthening Universal Health Insurance in Costa Rica	03/15/2016	04/30/2022	Costa Rica
P144871	Health System Quality and Efficiency Improvement	05/08/2014	10/31/2019	Croatia
P150993	Inclusive Housing Finance Program	05/05/2015	06/30/2020	Egypt, Arab Republic of
P154112	Sustainable Rural Sanitation Services Program for Results	07/28/2015	08/31/2022	Egypt, Arab Republic of
P157395	Upper Egypt Local Development PforR	09/29/2016	12/31/2021	Egypt, Arab Republic of
P123531	Ethiopia Health MDG Support Operation	02/28/2013	07/31/2021	Ethiopia
P133592	Ethiopia Local Government Development Project II	05/02/2014	12/31/2019	Ethiopia
P151432	Ethiopia Enhancing Shared Prosperity through Equitable Services	09/15/2015	05/31/2023	Ethiopia
P163050	Ethiopia General Education Quality Improvement Program for Equity	12/19/2017	07/07/2022	Ethiopia
P160395	Ethiopia Electrification Program (ELEAP)	03/01/2018	07/07/2023	Ethiopia

Project ID	Operation Name	Bank Approval Date	Closing Date	Country
P163452	Ethiopia Urban Institutional and Infrastructure Development Program	03/14/2018	07/07/2023	Ethiopia
P163829	Ethiopia Economic Opportunities	06/26/2018	12/31/2024	Ethiopia
P126325	Maharashtra Rural Water Supply and Sanitation Program	03/12/2014	03/31/2020	India
P132665	India: Enhancing Teacher Effectiveness in Bihar	05/19/2015	06/30/2020	India
P153251	Swachh Bharat Mission Support Operation	12/15/2015	01/31/2021	India
P155007	Grid-Connected Rooftop Solar Program	05/13/2016	11/30/2021	India
P156867	Skills Strengthening for Industrial Value Enhancement Operation	03/02/2017	11/30/2022	India
P159427	West Bengal Institutional Strengthening of Gram Panchayats Program II	03/15/2017	12/31/2022	India
P156687	Himachal Pradesh Public Financial Management Capacity Building Program	05/17/2017	09/30/2022	India
P158435	Skill India Mission Operation	06/23/2017	03/31/2023	India
P160331	Odisha Higher Education Program for Excellence and Equity	08/31/2017	11/30/2022	India
P158146	Uttarakhand Water Supply Program for Peri Urban Areas	01/04/2018	12/31/2023	India
P162849	India Energy Efficiency Scale-up Program	05/17/2018	09/30/2022	India
P158119	Atal Bhujal Yojana (Abhy)-National Groundwater Management Improvement	06/05/2018	09/29/2023	India
P154805	Power Distribution Development Program-for-Results	04/22/2016	04/30/2020	Indonesia
P160665	Indonesia Social Assistance Reform Program	05/09/2017	06/30/2021	Indonesia
P164277	Indonesia - Supporting Primary Health Care Reform	06/13/2018	04/30/2024	Indonesia
P164686	Investing in Nutrition and Early Years	06/21/2018	04/30/2022	Indonesia
P159522	Economic Opportunities for Jordanians and Syrian Refugees P4R	09/27/2016	01/31/2021	Jordan
P162407	Jordan Education Reform Support Program	12/05/2017	05/31/2023	Jordan
P131305	National Safety Net Program for Results	07/23/2013	06/30/2020	Kenya
P149718	Kenya Statistics Program for Results	09/10/2015	12/31/2020	Kenya
P149129	Kenya Devolution Support Project	03/15/2016	12/31/2020	Kenya
P156777	Kenya Urban Support Program	07/26/2017	07/31/2023	Kenya
P161387	Program to Strengthen Governance for Enabling Service Delivery and Public Investment in Kenya (GESDeK)	09/07/2017	12/31/2022	Kenya
P159470	Reaching All Children with Education in Lebanon Support Project	09/27/2016	02/28/2023	Lebanon

Project ID	Operation Name	Bank Approval Date	Closing Date	Country
P163576	Creating Economic Opportunities - Lebanon National Jobs Program	06/27/2018	12/31/2023	Lebanon
P145578	MX Oaxaca WSS Sector Modernization	06/06/2014	12/31/2021	Mexico
P144892	Moldova Health Transformation Project	05/22/2014	03/30/2019	Moldova
P116201	MA-National Initiative for Human Development II	06/28/2012	06/30/2016	Morocco
P148017	MA-Health Sector Support	04/24/2015	12/31/2019	Morocco
P149653	Morocco Urban Transport	12/09/2015	06/30/2020	Morocco
P144539	Integrated Disaster Risk Management and Resilience Program	04/20/2016	12/31/2021	Morocco
P149995	Casablanca Municipal Support Program	12/13/2017	09/30/2022	Morocco
P158346	Strengthening Agri-Food Value Chains	12/20/2017	09/30/2023	Morocco
P124615	Mozambique Public Financial Management for Results Program	06/24/2014	03/31/2019	Mozambique
P163541	Mozambique Primary Health Care Strengthening Program	12/20/2017	12/31/2022	Mozambique
P125495	Bridges Improvement and Maintenance Program	06/28/2012	07/15/2017	Nepal
P160207	Nepal Health Sector Management Reform Program	01/13/2017	07/15/2021	Nepal
P160748	Nepal School Sector Development Program	03/24/2017	07/15/2021	Nepal
P146583	Nigeria – Program to Support Saving One Million Lives	04/23/2015	12/31/2019	Nigeria
P160430	Better Education Service Delivery for All	06/20/2017	10/31/2022	Nigeria
P161998	Nigeria - Kaduna State Economic Transformation Program-for-Results	06/20/2017	03/31/2021	Nigeria
P162009	States Fiscal Transparency, Accountability and Sustainability PforR	06/27/2018	12/30/2022	Nigeria
P132234	Pakistan: Punjab Public Management Reform Program	11/14/2013	12/31/2018	Pakistan
P155963	Pakistan Punjab Jobs and Competitiveness Program for Results	03/31/2016	12/31/2021	Pakistan
P158643	Pakistan: National Social Protection Program	03/15/2017	06/30/2021	Pakistan
P162446	Punjab Agriculture and Rural Transformation P4R Program	12/15/2017	06/30/2023	Pakistan
P157507	PFM and Accountability to Support Service Delivery PforR	12/19/2017	11/30/2021	Pakistan
P156972	Punjab Cities Program	05/25/2018	09/30/2023	Pakistan
P165388	Punjab Green Development Program	05/25/2018	06/30/2023	Pakistan
P148927	Transformation of Agriculture Sector Program Phase 3 PforR	10/31/2014	09/30/2018	Rwanda
P149095	Rwanda Public Sector Governance PforR	10/31/2014	12/31/2018	Rwanda

Project ID	Operation Name	Bank Approval Date	Closing Date	Country
P252350	Rwanda Priority Skills for Growth (PSG)	07/05/2017	09/30/2020	Rwanda
P161876	Transformation of Agriculture Sector Program 4 Phase 2	05/29/2018	12/31/2021	Rwanda
P157097	Municipal and Agglomerations Support Program	01/30/2018	07/30/2023	Senegal
P155172	PforR on Modernization and Optimization of Public Administration	04/20/2016	02/29/2020	Serbia
P163760	Enhancing Infrastructure Efficiency and Sustainability	11/02/2017	12/31/2021	Serbia
P159995	Accelerating Higher Education Expansion and Development Operation	05/12/2017	06/30/2023	Sri Lanka
P118152	Urban Local Govt Strengthening Program	10/23/2012	06/30/2020	Tanzania
P147486	TZ-Education Program for Results	07/10/2014	01/31/2020	Tanzania
P152736	Strengthening Primary Health Care for Results	05/28/2015	06/30/2020	Tanzania
P152810	Tanzania Education & Skills for Productive Jobs	06/16/2016	06/30/2021	Tanzania
P153781	Tanzania Rural Electrification Expansion Program	06/21/2016	07/31/2022	Tanzania
P163732	Sustainable Rural Water Supply and Sanitation Program	06/26/2018	07/31/2024	Tanzania
P130637	Urban Development and Local Governance Program	07/24/2014	06/30/2023	Tunisia
P117876	Uganda Support to Municipal Infrastructure Development Program	03/28/2013	12/31/2023	Uganda
P160250	Uganda Intergovernmental Fiscal Transfers Program	06/27/2017	12/31/2023	Uganda
P125803	Road Rehabilitation and Maintenance Program	11/13/2012	06/30/2020	Uruguay
P127435	Results-Based Rural Water Supply and Sanitation Under the National Target Program	11/01/2012	07/31/2019	Vietnam
P143596	Results-Based National Urban Development Program – Northern Mountains	06/05/2014	06/30/2021	Vietnam
P152693	Results-based Scaling Up Rural Sanitation and Water Supply Program	11/12/2015	07/31/2021	Vietnam
P155086	Local Road Asset Management Program	04/29/2016	06/30/2023	Vietnam
P150060	Vietnam Enhancing Teacher Education	06/29/2016	06/30/2022	Vietnam
P159737	National Targeted Programs Support	06/28/2017	12/31/2021	Vietnam
P148896	Local Governance and Services Improvement	11/02/2015	12/31/2020	West Bank and Gaza