

IDA19 Retrospective

Responding to Multiple Crises on the Road to 2030: Growth, People, Resilience

FY21 – FY22



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Photos

World Bank

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Foreword

The 19th Replenishment of the International Development Association (IDA19), which received donor contributions amounting to \$23.5 billion out of the total \$82 billion, aimed to expedite progress towards the Sustainable Development Goals (SDGs). Soon after the final replenishment meeting in December 2019, however, the World Health Organization declared a global pandemic.

With a dramatically changed landscape, IDA redirected its focus to address the rapidly spreading health emergency as well as the substantial economic fallout, which was reversing decades of poverty reduction. For the first time since IDA's inception in 1960, the cycle was shortened from three to two years to enable significant surge financing to IDA countries during the July 2020 – June 2022 period.

This Retrospective reviews IDA's delivery during what may have been its most challenging cycle to date. And it draws lessons of value for IDA's future implementation.

One such lesson is that even against a backdrop of large reversals in member countries, IDA managed to deliver results by balancing countries' immediate needs with delivery against longer-term development priorities. For instance, with support from IDA19, more than 170 million people benefitted directly from IDA-supported safety nets; in FCS countries, more than 82 million people received essential health, nutrition, and population services; and IDA delivered \$25.4 billion in climate finance. In Yemen, IDA19 lessened the impact of the crisis on local households and communities by improving incomes, livelihoods, and social mobilization; in Haiti, IDA helped the government respond to emergency needs, providing access to maternal and child health services for 1.2 million women and children; and millions of students in Sierra Leone benefitted from IDA-supported distance learning and return-to school interventions. These are just a few examples made possible by IDA donors' willingness to shorten the cycle and replenish IDA20 a year early despite facing serious fiscal constraints, thereby enabling sharp increases in IDA's annual commitments during a period of great need.

At the same time, IDA19 also exposed challenges. The lack of pandemic preparedness in both IDA- and non-IDA countries at the time of the COVID-19 outbreak underscored the inadequacy of efforts to break the cycle of "panic and neglect" that followed previous viral outbreaks, such as SARS, Ebola, and Zika. Preparing the world for the next crisis will require focused efforts, even as countries face other urgent development needs.

IDA is a unique global coalition that delivered at a time of extreme need, despite considerable operational constraints. The lessons from IDA19 will help further strengthen IDA and support the world to stand better prepared in future crises. It is therefore my pleasure to present the *IDA19 Retrospective: Responding to Multiple Crisis on the way to 2030: Growth, People, Resilience*.



David Malpass
President
World Bank Group

Abbreviations

Fiscal Year (FY) = July 1 to June 30
All dollar amounts are US dollars

AFE	Eastern and Southern Africa	ECOWAS	Economic Community of West African States
AFDB	African Development Bank	ERF	Early Response Financing
AFW	Western and Central Africa	ESMAP	Energy Sector Management Assistance Program
ASA	Advisory Services and Analytics	ESF	Environmental and Social Framework
ASP	Adaptive Social Protection	EU	European Union
ATRI	African Trade and Supply Chain Finance Program	FAO	Food and Agriculture Organization
AU	African Union	FCS	Fragile and Conflict-Affected Situations
BEAS	Benin Electricity Access Scale-Up	FCV	Fragility, Conflict, and Violence
CAT DDO	Catastrophe Deferred Drawdown Option	FMO	Nederlandse Financierings-Maatschappij voor Ontwikkelingslanden N.V.
CCDRs	Country Climate and Development Reports	FTCF	Fast Track COVID-19 Facility
CEN	Country Engagement Notes	G&I	Governance and Institutions
CF	Common Framework	GBV	Gender-Based Violence
CGD	Center for Global Development	GCR	Global Compact on Refugees
COVID-19	Corona Virus Disease 2019	GDP	Gross Domestic Product
CPF	Country Partnership Framework	GEMS	Geo-Enabling initiative for Monitoring and Supervision
CPSD	Country Private Sector Diagnostics	GHG	Greenhouse Gas
CRW	Crisis Response Window	GP	Global Practice
CSO	Civil Society Organizations	GPE	Global Partnership for Education
D4P	Data for Policy Initiative	GW	Gigawatt
DE4^a	The Digital Economy for Africa	GW_h	Gigawatt-hour
DIMC	Disability Inclusion Monitoring Committee	HCI	Human Capital Index
DMF	Debt Management Facility	HD	Human Development
DPF	Development Policy Financing	HIV	Human Immunodeficiency Virus
DPO	Development Policy Operation	HNP	Health, Nutrition, and Population
DRM	Disaster Risk Management	HAS	Hayel Saeed Anam Group
DSEP	Debt Sustainability Enhancement Program	IDP	Internally Displaced Persons
DSSI	Debt Service Suspension Initiative	IEG	Independent Evaluation Group
EAP	East Asia and Pacific		
ECA	Europe and Central Asia		

IFC	International Finance Corporation	RRA	Risk and Resilience Assessments
IFF	Illicit Financial Flows	RSS	Resilience Rating System
ILO	International Labor Organization	RSW	Refugee Sub-Window
IMF	International Monetary Fund	RW	Regional Window
IPF	Investment Project Financing	SAR	South Asia Region
JET	Jobs and Economic Transformation	SARS	Severe Acute Respiratory Syndrome
Lao PDR	Lao People's Democratic Republic	SCD	Systematic Country Diagnostics
LCR	Latin America and the Caribbean	SDFP	Sustainable Development Finance Policy
M&E	Monitoring and Evaluation	SDG	Sustainable Development Goals
MDB	Multilateral Development Bank	SDR	Special Drawing Rights
MIGA	Multilateral Investment Guarantee Agency	SME	Small to Medium-sized Enterprise
MNA	Middle East and North Africa	SPJ	Social Protection and Jobs
MPA	Multiphase Programmatic Approach	SSN	Social Safety Nets
MSME	Micro, Small and Medium-size Enterprises	SPRP	Strategic Preparedness and Response Program
MTR	Mid-Term Review	SUW	Scale-Up Window
NBSAPs	National Biodiversity Strategies and Action Plans	TA	Technical Assistance
NCBP	Non-Concessional Borrowing Policy	TAA	Turn-Around Allocation
NDC	Nationally Determined Contribution	TB	Tuberculosis
NGO	Non-Governmental Organization	TTL	Task Team Leader
PBA	Performance-Based Allocation	UN	United Nations
PC	Policy Commitments	UNDP	United Nations Development Fund
PCO	Program of Creditor Outreach	UNHCR	United Nations High Commissioner for Refugees
PForR	Program for Result	UNICEF	United Nations International Children's Emergency Fund
PPA	Performance and Policy Actions	WBG	World Bank Group
PPE	Personal Protective Equipment	WePOWER	Women in the Power Sector Network
PRA	Prevention and Resilience Allocation	WFP	World Food Programme
PSW	Private Sector Window	WHO	World Health Organization
RECA	Remaining Engaged in Conflict Allocation	WHR	Window for Host Communities and Refugees
RMS	Result Measurement System		
RPRF	Refugee Policy Review Framework		



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Executive Summary

This Retrospective reviews the 19th Replenishment of the International Development Association (IDA19).

With \$23.5 billion in donor contributions, the \$82 billion IDA19 replenishment was initially designed to accelerate progress toward the Sustainable Development Goals (SDGs). IDA Participants held their final Replenishment Meeting in December 2019, when the first signs of an impending global pandemic were barely discernable. The context soon changed dramatically, and the World Health Organization (WHO) declared the novel coronavirus (COVID-19) a global pandemic on March 11, 2020, just months before IDA19 was set to begin.

During the cycle, the World Bank Group (WBG), including IDA, responded rapidly and at scale as partner countries grappled with the consequences of COVID-19. On March 3, 2020, the Board of Executive Directors endorsed the WBG's urgent action to support IDA and IBRD countries' responses to COVID-19. The Board agreed to establish a WBG Fast Track COVID-19 Facility (FTCF) with financing from IDA, IBRD and the International Finance Corporation (IFC) for health responses and vaccines that ultimately reached \$34 billion.

After the immediate COVID-19 response, IDA Participants and Management came together to endorse historic adjustments to IDA19 to meet the needs of IDA countries in crisis.

These adjustments bolstered the pandemic response, while retaining IDA's core commitments. For the first time in IDA's history, and citing IDA's uniquely effective platform, stakeholders endorsed a recommendation to launch the IDA replenishment one year early, shortening the IDA19 cycle from three to two years. The adjustments made an additional \$16 billion available to aid IDA countries' responses to COVID-19 in FY21 and FY22. The IDA19 financing envelope was adjusted from \$82 billion to \$71 billion, with \$11 billion transferred to IDA20. The overall structure of IDA's Results Measurement System (RMS) and the policy commitments (PCs), agreed in support of IDA19's five Special Themes, was retained. To better reflect the compressed implementation period and new priorities, expected ranges/values for 16 of 20 Tier 2 RMS indicators, and targets for 15 of 44 PCs were also adjusted.

IDA provided record new commitments of \$75 billion to help countries address urgent needs while

delivering on longer-term development priorities.

Average annual commitments increased sharply, and total commitments over the two-year period were nearly equivalent to the commitments made in the three-year IDA18 cycle. Undisbursed balances as a share of the active portfolio remained well within historical averages despite the increased portfolio size, demonstrating both implementation and absorptive capacity. Disbursements over the two-year period totaled \$44.1 billion, delivering tangible results for people in need. IDA's surge enabled partner countries to continue delivering essential services and advancing development priorities, even as they responded to COVID-19 and other challenges. In addition, IDA's \$1.7 billion commitment to the Private Sector Window (PSW) mobilized \$8.2 billion in investments from the IFC, the Multilateral Investment Guarantee Authority (MIGA) and third parties to support private sector investments in IDA countries.

IDA directed financing to areas of need. IDA continued to increase the share of funding delivered to countries in Africa, which received 71 percent of commitments (\$53 billion) during the cycle. In line with the [WBG Strategy for Fragility, Conflict and Violence](#) (FCV), IDA also increased the resources available to fragile and conflict-affected situations (FCS), including through the newly introduced FCV Envelope. FCS countries received 41 percent of IDA19 commitments (\$30.5 billion), nearly tripling the commitments for FCS countries relative to IDA16. Commitments to small states also nearly tripled compared to IDA16, reaching record highs in IDA19 (\$2.5 billion). Most commitments were made through country allocations. IDA windows complemented the country allocations with supplemental finance for global priorities such as regional investments, crisis response, investments for refugees and host communities, transformational investments and incentives for private sector investment. IDA employed its reallocation mechanism during the cycle to reallocate a total of \$7.4 billion to finance priority areas and urgent needs such as COVID-19 vaccination efforts, food insecurity and natural disasters.

Even against a backdrop of significant development reversals in member countries, IDA delivered results and sustained progress on development priorities.

IDA financing delivered results both in crisis response and in other priority areas, notably with respect to climate change. IDA's RMS tracked outcomes, demonstrating the reach and scale of this effort. More than 170 million people benefitted directly from IDA-supported safety nets. In FCS countries, more than 82 million people received

essential health, nutrition, and population (HNP) services. And IDA delivered \$25.4 billion in climate finance. Sixty percent of this funding, or \$15.2 billion, supported adaptation, a marked contrast to the estimated 7.5 percent of global climate finance dedicated to adaptation. Job focused interventions and improved access to electricity and water benefitted tens of millions of people. IDA also continued to invest in five Special Themes: Jobs and Economic Transformation (JET); Gender and Development; Climate Change; Fragility, Conflict and Violence; and Governance and Institutions (G&I), and systematically addressed priority issues of human capital, debt, disability inclusion and technology, through newly introduced Cross-cutting Issues. With considerable effort by clients and WBG staff, most of the policy commitment targets – about 80 percent – were either met or exceeded. Human capital receives special attention in this report, given the impact of the pandemic in this area. Similarly, a Mid-Term Review (MTR) of the Sustainable Development Finance Policy (SDFP) accompanies this Retrospective, reviewing IDA's support for the increasingly important area of debt sustainability.

The cycle underscored valuable lessons about IDA's core strengths.

IDA19 underscored IDA's core strength in financing long-term priorities while promoting investments that respond to emerging global challenges. As a convening platform, IDA successfully engaged borrowing and donor countries to identify solutions, take meaningful action, and track progress together to address global challenges that included the pandemic at the beginning of the cycle and the economic consequences of Russia's invasion of Ukraine in the final months of the two-year period. The cycle demonstrated IDA's capacity to deliver in difficult circumstances, including severe logistical challenges.

But IDA19 also exposed delivery challenges. The lack of pandemic preparedness in both IDA- and non-IDA countries at the time of the COVID-19 outbreak underscored that efforts to break the cycle of "panic and neglect" that followed previous viral outbreaks (such as SARS, Ebola, and Zika) were inadequate. Preparing the world for the next outbreak will require intentionality even at times when no pandemic rages and other development needs are urgent. Finally, over successive cycles, IDA has adopted an increasingly complex policy package and architecture. This has helped IDA target key development gaps but can limit its flexibility to accommodate shifts in client demand, including in the face of unexpected emergencies. IDA19 amplified the challenge.



As it moves ahead, IDA will need to continue balancing refinements to its policy package and architecture with the country leadership and flexibility that remain central to its operational model.

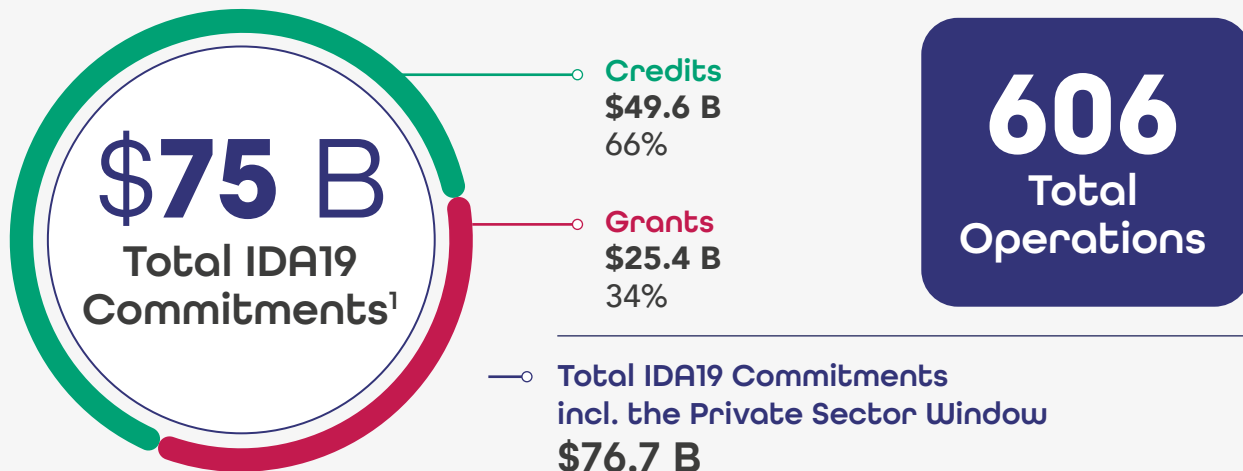
Looking ahead, financing needs of IDA countries will remain high. Progress eradicating extreme poverty and achieving the Sustainable Development Goals is off track, driven not only by the pandemic but by climate change and growing fragility, among other challenges. Many IDA countries are seeing reductions in public expenditures at a time when they need to invest more to recover lost ground. IDA countries increasingly face risks of debt distress and will continue to require substantial external sources of finance, including from IDA, as they work to recover, rebuild, and achieve long-term development goals. At the same time, as global public goods come into sharper focus, IDA will be expected to do even more. IDA's hybrid financial model has doubled the leverage of donor financial contributions since IDA17 and can continue to enhance contributions to future replenishments but cannot address all needs. IDA factors risks of debt distress into determinations of eligibility for grant financing. Grant financing relies on donor contributions. As risks of debt distress and fragility increase, grants as a share of IDA commitments have also risen over time, increasing the importance of donor contributions.

This report highlights achievements and lessons from the extraordinary cycle. The Retrospective is organized around six sections. "IDA at a Glance" follows this Executive Summary and summarizes key data from the cycle. Chapter 1 reviews the context of IDA19, including the crises that bookended its implementation, and outlines how IDA responded. Chapter 2 reports on results and policy commitments, offering illustrative examples of IDA at work. Chapter 3 describes how IDA's architecture complemented country allocations with financing for key priorities. Chapter 4 reflects on the emerging lessons from the cycle, including those that are shaping the ongoing implementation of IDA20. Appendices provide detailed reporting on IDA's Results Management System, policy commitments, and window financing. In initial discussions about their interests and priorities for this report.

IDA Deputies expressed a strong interest in a Retrospective that reflected candidly on the Bank's experience of delivery during this exceptional cycle. To respond to that interest, insights of task team leaders (TTLs), World Bank Group staff who work closely with clients to prepare and support the implementation of IDA-financed operations, complement the reporting throughout the report. As front-line staff, TTLs had a close-up view of the WBG's pandemic response. Together with insights from IDA clients and beneficiaries, the TTLs' observations powerfully illustrate the unique experiences of implementing IDA19.

IDA19 - At a Glance

Overview



3
Exceptional countries
Moldova, Mongolia, Ukraine

0
IDA graduates

3
Reclassified countries
Cambodia, Mauritania, Senegal

¹ Throughout At a Glance, total commitments exclude the Private Sector Windows (PSW) unless otherwise noted.

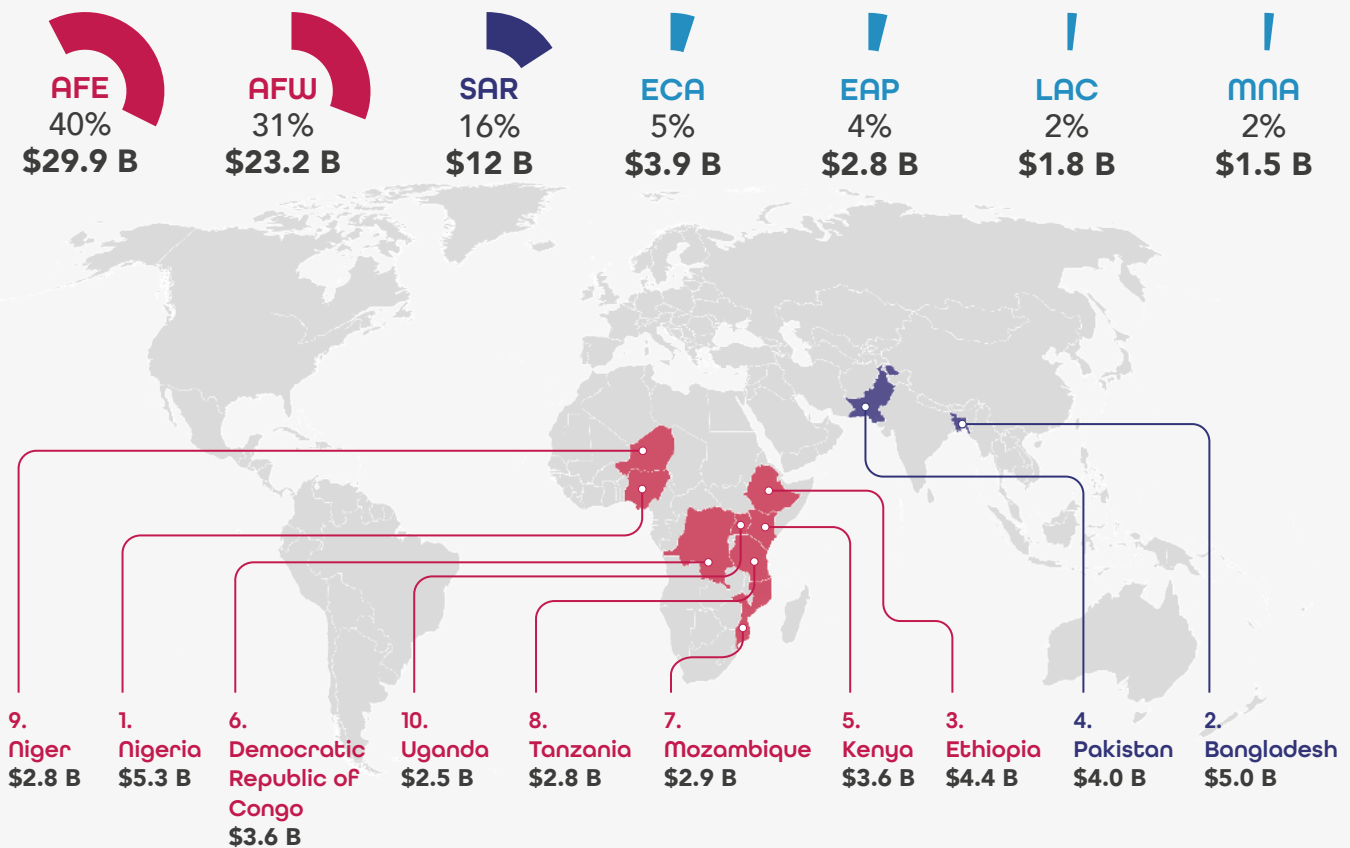
² Eritrea, Syrian Arab Republic, and Zimbabwe, that are in non-accrual status, and Myanmar due to suspension of operations.

³ FCS refer to countries on the World Bank Group Harmonized Lists of Fragile Situations in the corresponding fiscal years.

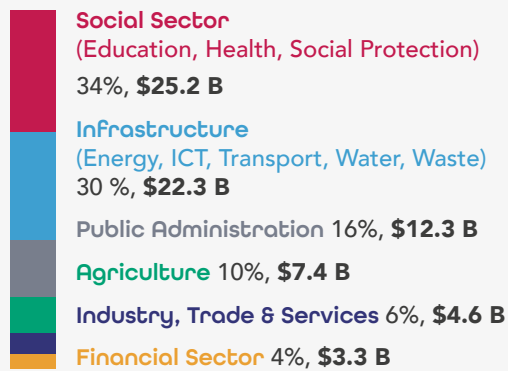
⁴ Small States refer to countries with population of 1.5 million or less (as of FY22, 21 IDA countries).

Commitments

By region and top 10 largest recipient countries



By sector



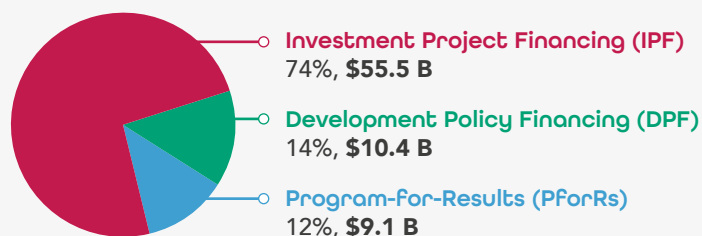
By financing windows



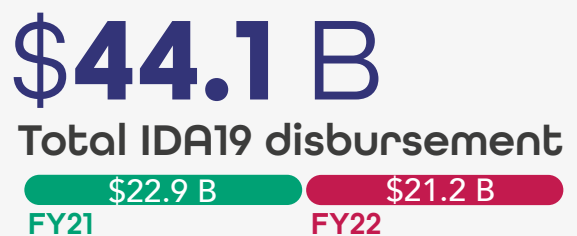
Climate finance



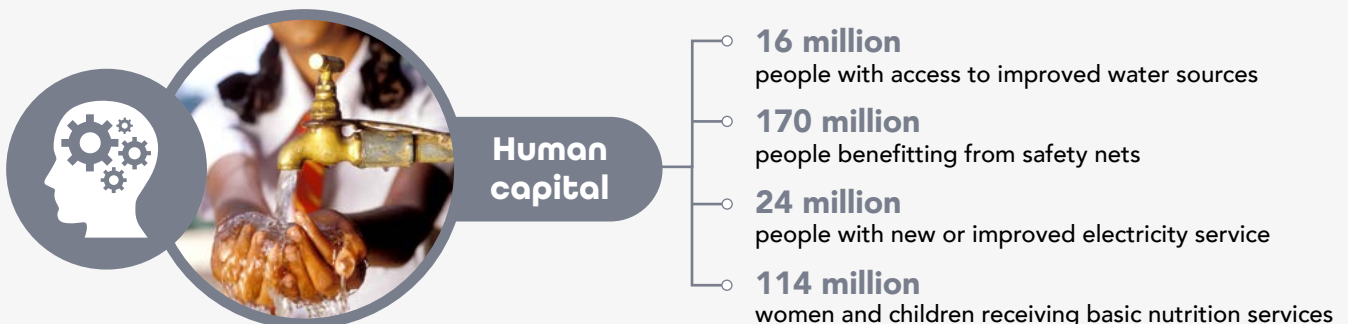
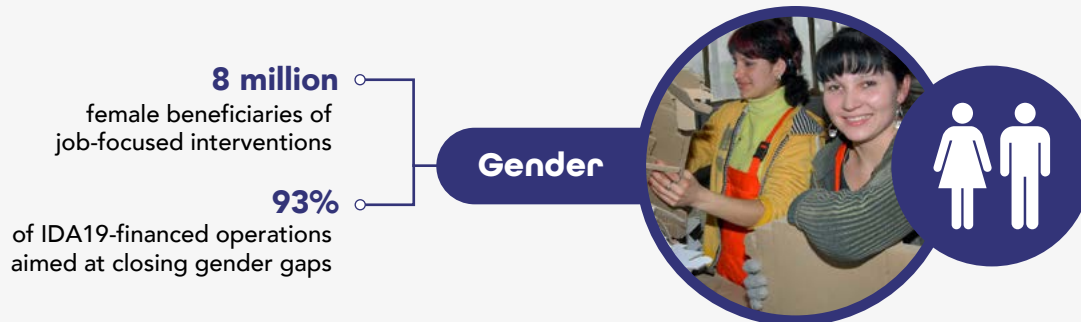
By lending instrument



Disbursement



IDA19 Outcome Highlights (FY21-FY22)



Note: IDA19 RMS data includes FY21 and FY22 results

IDA19 Financing Delivery Trends

Figure ES 1.
IDA increased as a share of total WB lending

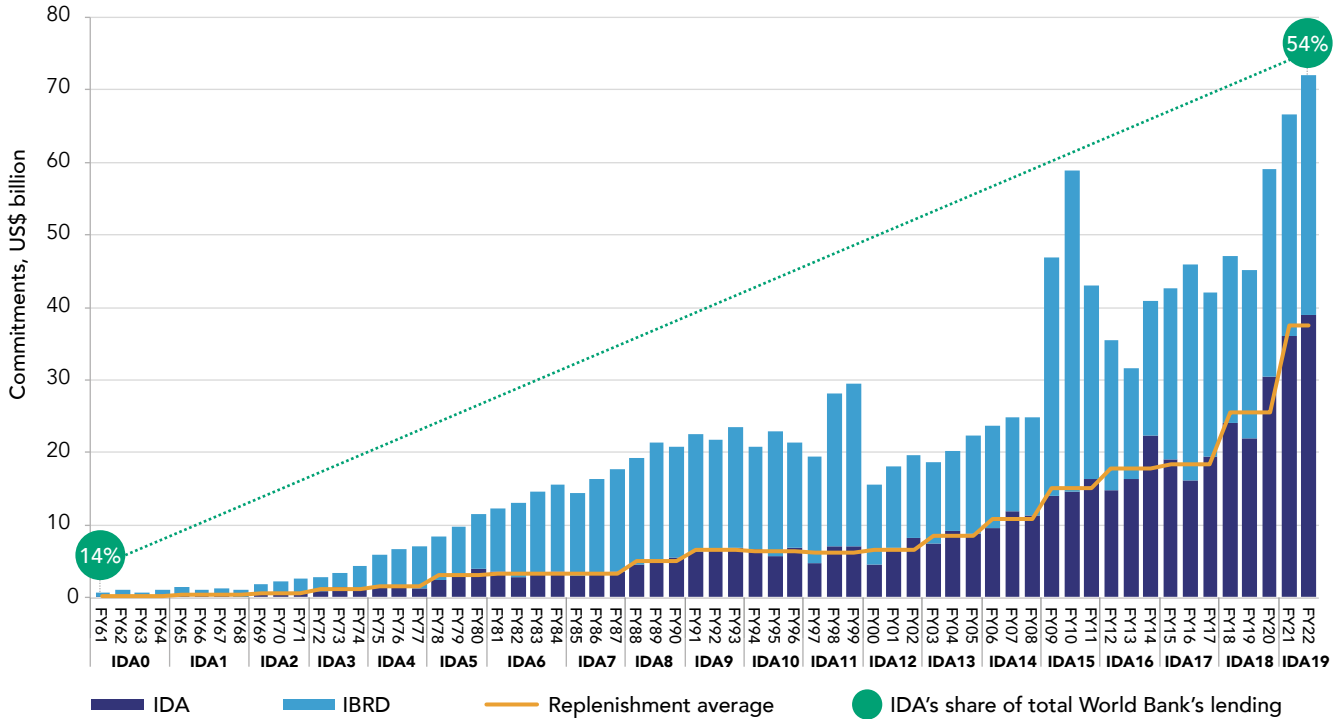


Figure ES 2.
Total IDA19 commitments nearly the same as IDA18, despite shorter cycle

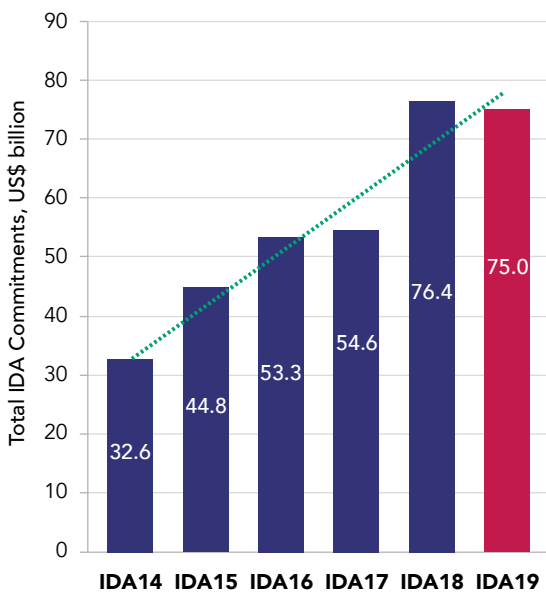
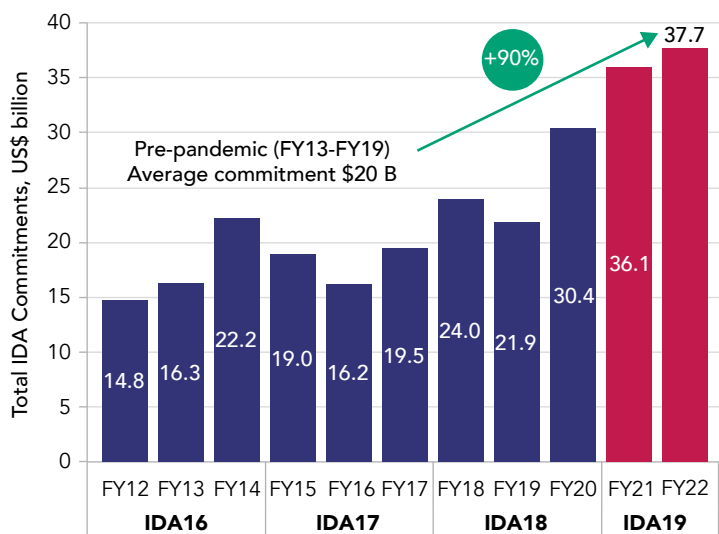


Figure ES 3.
Significant increase in IDA19 financing from pre-COVID-19 average commitment



Note: FY22 do not include four IDA19 projects that were approved in FY23 for \$1.2b and make up a total IDA19 envelope of \$75b (excluding PSW).

Figure ES 4.
Share of grants in IDA total commitments increased considerably in IDA19 due to heightened debt vulnerabilities during COVID-19

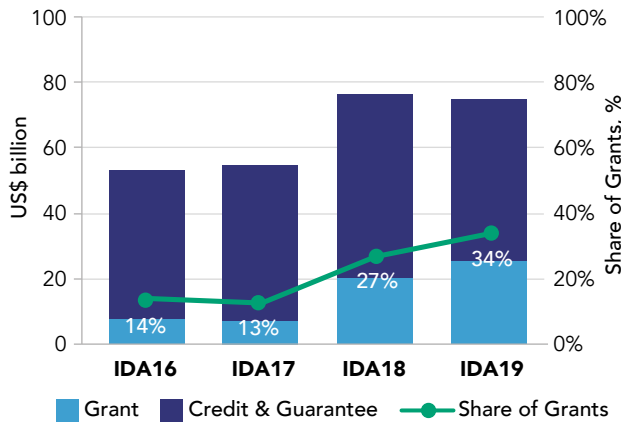
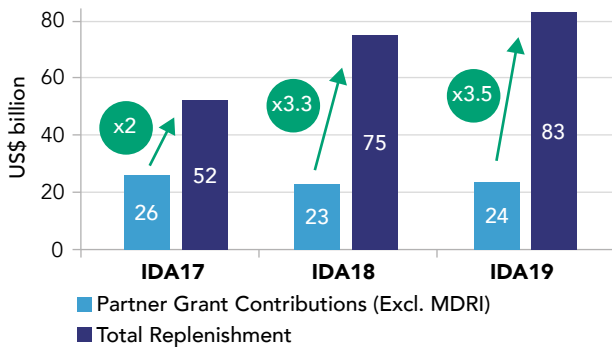


Figure ES 5.
Leverage of donor contributions has nearly doubled since IDA17



Note: Donor contributions are in nominal dollar terms. IDA19 replenishment envelope increased from \$82 (agreed replenishment amount) to \$83bn, with the additional \$1bn going towards exceptional financing for Ukraine operation.

Figure ES 6.
Nearly a 6x leverage each IDA dollar spent through Private Sector Window (PSW)

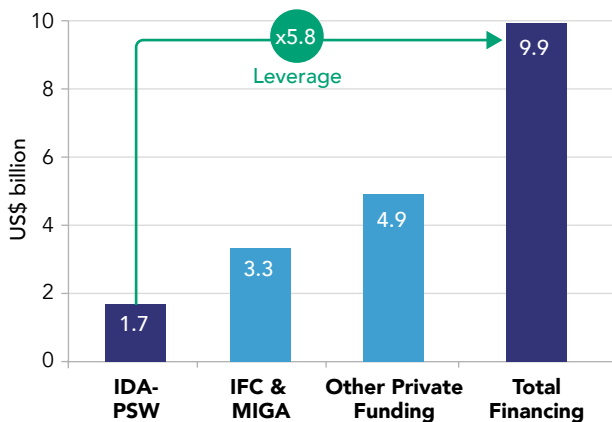


Figure ES 7.
Share of IDA Financing to Africa is increasing

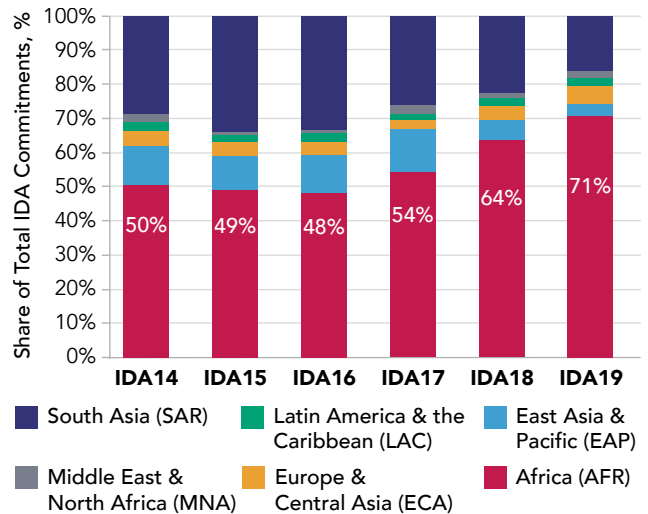




Figure ES 8.
Total IDA19 financing to FCS countries has nearly tripled since IDA16

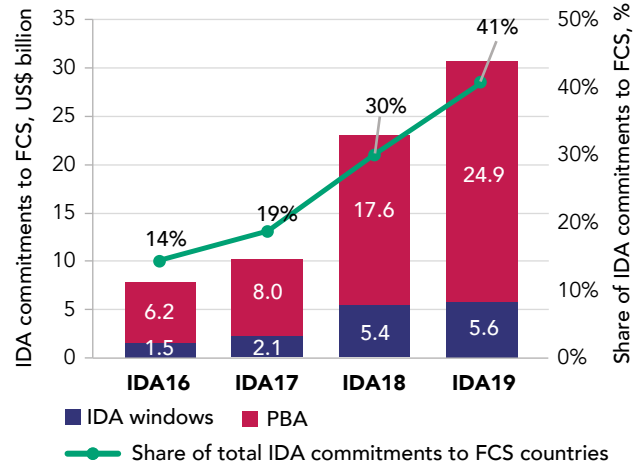
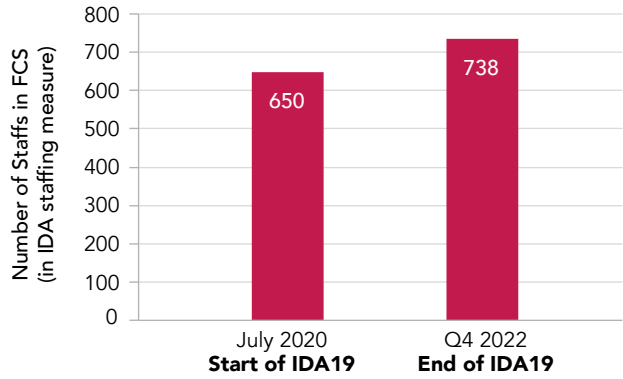


Figure ES 9.
Steady progress in staffing in FCS countries



Note: The number of staffing in FCS countries, which was affected by the pandemic and political disruptions, has steadily increased to 747 in FY23 Q2.

Figure ES 10.
IDA financing to Small States in IDA19 is growing

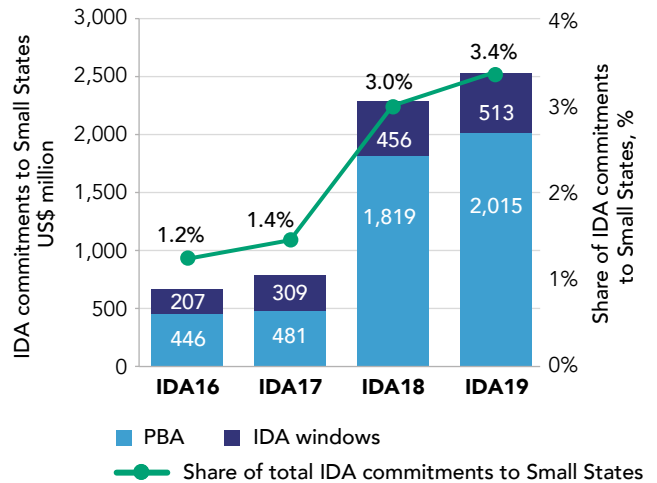


Figure ES 11.
Share of IDA Climate Finance has increased, providing more in grants

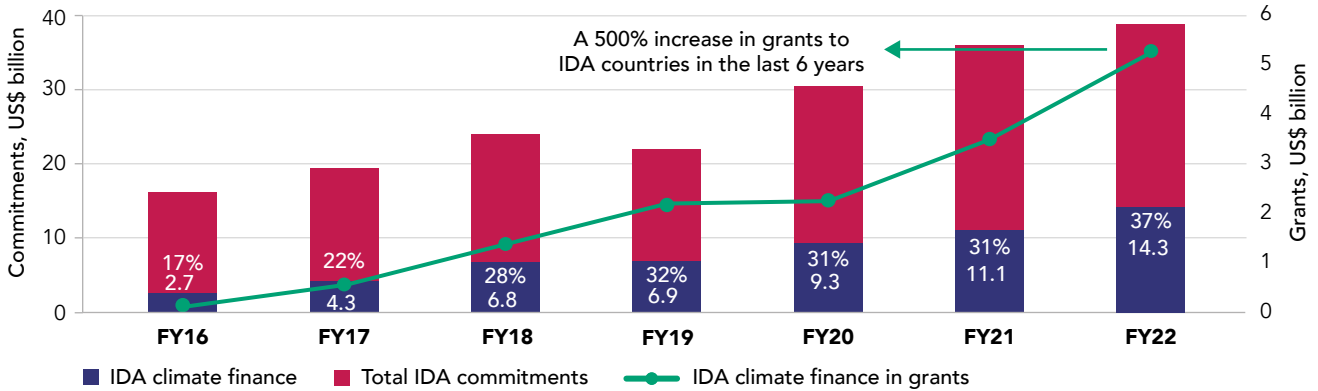
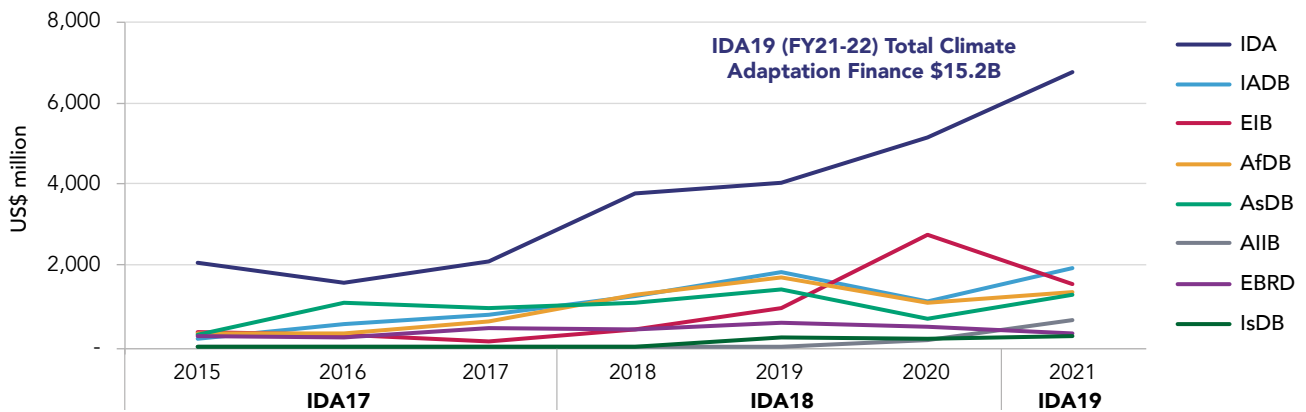
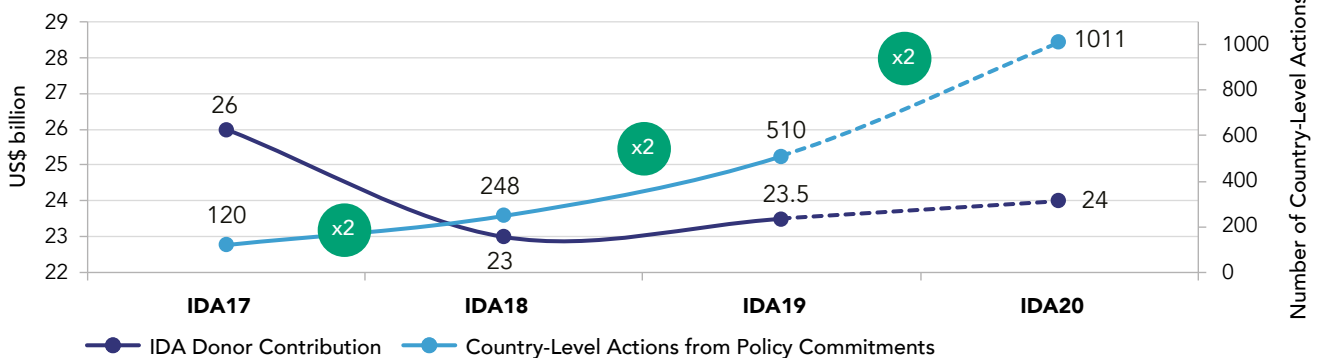


Figure ES 12.
IDA significantly scaled-up climate adaptation finance, leading other MDBs



Note: 2015-2021 data from Joint MDB Climate Finance Report shows adaptation finance in all economies where MDBs operate; World Bank IDA uses FY and MDBs use CY; IDA19 (FY21-FY22) total climate adaptation finance is \$15.2B. However, the graph excludes IDA's FY22 data for comparable comparison with other MDBs which FY22 data are not yet available.

Figure ES 13.
While donor contributions remain stagnant, country-level actions from IDA countries for policy commitments have significantly increased



Note: Donor contributions are in nominal dollar terms. Country-level actions are those taken by IDA clients as part of country programs, as agreed in policy commitments. These typically include IDA support for investments, analytics, policy frameworks, or strategies. Policy commitments for which the number of country-level actions are uncertain (for example, 35% of infrastructure projects) and for co-benefits are counted as zero. IDA actions (for example, adjustments to Bank guidance) are counted as zero.

Figure ES 14.
More than 2/3 Investment Project Financing (IPF) share in total IDA19 commitments, reversing a declining trend

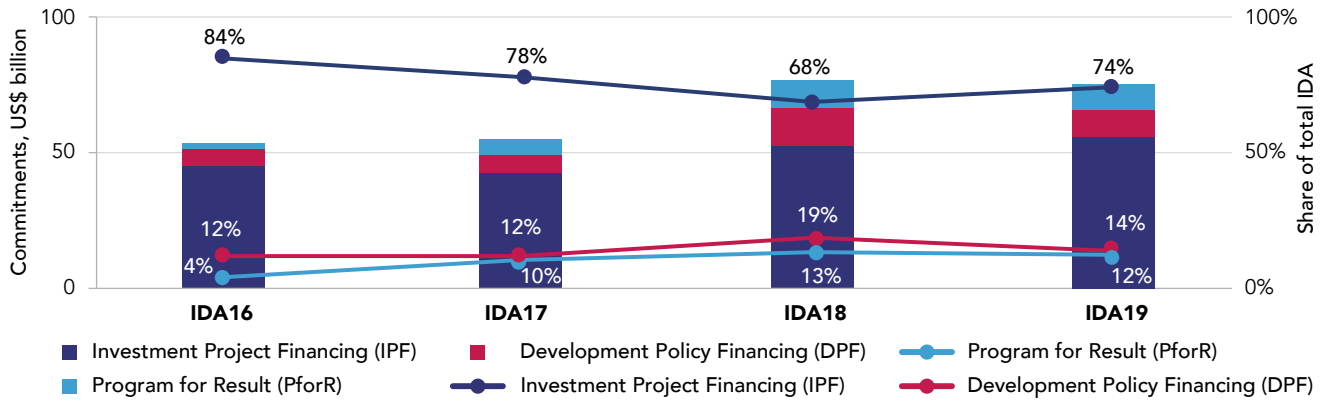
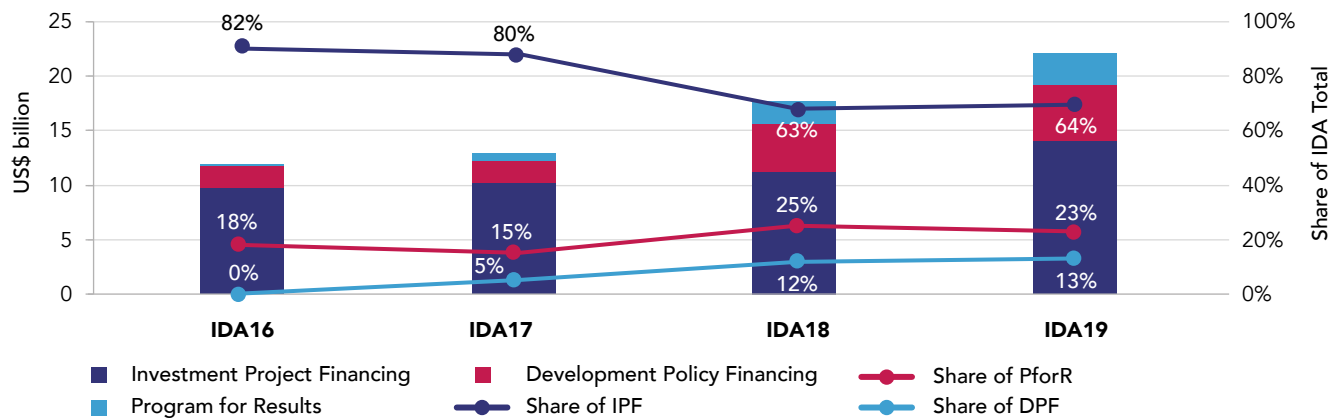
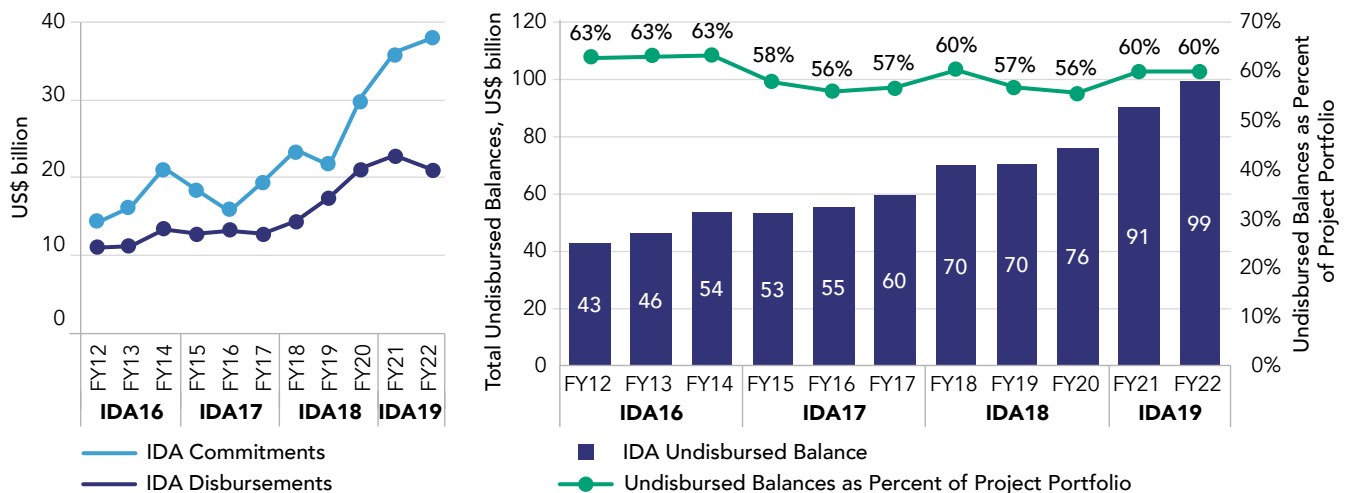


Figure ES 15.
Average disbursement increased in IDA19 compared to IDA18



Figures ES 16. ES 17.
The undisbursed balances as a share of the active portfolio remains well within average despite a significant increase in the size of the portfolio, which demonstrates IDA's implementation capacity and IDA countries' absorptive capacity





Chapter 1. IDA19 AT WORK IN A GLOBAL EMERGENCY

The 19th Replenishment of the International Development Association (IDA19) is unique in IDA's history. The replenishment was designed to help meet the global ambitions of the Sustainable Development Goals, with 10 years remaining to 2030. The outbreak of the COVID-19 pandemic made a sharp change in focus necessary. As IDA countries faced extraordinary new challenges, IDA took unprecedented steps to accelerate its response, including adjusting priority areas of focus, accelerating timelines, and increasing the volume of support. For the first time since IDA's inception in 1960, the implementation cycle was shortened to two years, making an additional \$16 billion available to IDA countries at a time of urgent and widespread need.

This Retrospective reviews how IDA19 delivered in the context of multiple, compounding crises, including the COVID-19 pandemic, unfolding conflicts, and increasing impacts of climate change. IDA countries were forced to make difficult trade-offs between preserving essential

government services and halting a deadly pandemic, and between immediate financing needs and longer-term debt sustainability. In this changed context, IDA adapted its program of support to continue serving as a major external financier for many countries in need. By providing surge financing, IDA helped soften trade-offs between long-term development needs and emergency response.

“

I was involved in three projects when the pandemic started. I was stuck in one country the first five or six months and could not travel back to Washington, D.C. where my family lives, nor to the other two project countries. The situation was the same for my team and clients.

- Poverty and Equity TTL

”



We put together a restructuring paper to support local governments, already beneficiaries of the ongoing project, in strengthening their capacity to handle emergency response, developing communication tools at the local level, fast tracking alternative educational arrangements, and procuring and delivering basic hygiene kits, including items like masks, gloves, and disinfecting gels to prevent the disease from spreading. It was crucial to do this in the first few months of the pandemic.

— Governance TTL



The Retrospective also considers how IDA can best support countries to respond to future crises. What worked well in the face of compounding crises and what did not? Did IDA manage to serve clients despite the operational challenges, including severe mobility restrictions? How did IDA's convening role contribute to the global response to urgent needs? Does the IDA model offer enough flexibility to address unexpected crises, even as more innovations in IDA18 and IDA19 have led to an increasingly fixed and complex IDA setup? Did the innovations of IDA19, such as the FCV Envelope, the Crisis Response Window's (CRW's) Early Response Financing (ERF), and the intensive efforts to address public debt vulnerabilities through the Sustainable Development Finance Policy, help support the responses? The IDA19 Retrospective probes these questions, drawing on the October 2022 IDA19 Implementation and Delivery report, IDA's Results Measurement System, financial delivery data, policy commitments, Special Themes and Cross-cutting Initiatives, as well as evaluations by the World Bank Group's Independent Evaluation Group (IEG), and the observations of staff and client representatives.

1.1. Context and Original Focus of IDA19

With \$23.5 billion in donor contributions, the \$82 billion IDA19 replenishment initially aimed to help IDA countries close gaps in SDG achievement. It adopted the overall theme of *“Ten Years to 2030: Growth, People, Resilience.”* At the time of replenishment negotiations from 2018 to 2019, IDA countries' progress against important development indicators was evident. Decades of institution strengthening—policies, systems, and capabilities—in partner countries, including with IDA support, helped governments improve and expand essential services. As a result, IDA countries had seen key development indicators in health, education, and economic empowerment rise steadily. IDA countries were also investing in renewables and their own adaptation and resilience to climate change.

At the same time, the steady fall in global poverty rates had slowed, with poverty increasingly concentrated in Sub-Saharan Africa. Violent conflict, severe forced displacement crises, and natural disasters were compounding challenges. In IDA countries in fragile and conflict-affected situations, the absolute number of poor had increased to 279 million people in 2019, from 251 million people in 2015. IDA countries continued to struggle to create the jobs required to meet the needs of young women and men, including those with disabilities, and had seen limited or no progress on the rates for maternal mortality and gender-based violence (GBV). After years of decline, hunger was on the rise. The Inter-Government Panel on Climate Change warned that the world was failing to reduce global warming to 2°C. These threats risked rolling back hard-won development gains in IDA countries, which are disproportionately susceptible to climate risks. To compound the challenges, the risk of debt distress had increased, making many IDA countries more vulnerable to shocks, and less able to borrow sustainably to meet development needs. IDA19's policy package aimed to deepen work on key constraints to economic and social development. The work was organized around five Special Themes: Jobs and Economic Transformation; Gender and Development; Climate Change; Fragility, Conflict, and Violence; and Governance and Institutions.

IDA Deputies held their final IDA19 replenishment meeting in December 2019, when the first signs of an impending global pandemic were barely discernable. Initial reports of patients experiencing symptoms later identified as Corona Virus Disease 2019 (COVID-19) emerged

during the week of the final IDA19 Replenishment Meeting. The World Health Organization declared COVID-19 a Public Health Emergency of International Concern in January 2020 and declared a pandemic in March 2020. The devastating effects of the outbreak and of the ensuing lockdowns became clear in the following months, underscoring the urgent need to enhance countries' ability to stage effective responses. The pandemic also amplified vulnerabilities related to debt, human capital, disability, and technology, as well as gaps related to jobs, gender, climate change, fragility, and governance. In this context, IDA doubled down on efforts to close pre-COVID-19 structural gaps and address crises related to climate change, natural disasters, conflict, and food insecurity, while urgently taking on the new challenges presented by the pandemic.

1.2. Impacts of the COVID-19 Pandemic in IDA Countries

As IDA countries suddenly faced significant uncertainty in the face of the COVID-19 pandemic, the context for IDA19 implementation changed dramatically. The situation deteriorated rapidly in 2020. The pandemic challenged health systems in IDA countries and beyond, while associated lockdowns and travel restrictions upended normal life for most people, leaving billions of lives and livelihoods under threat. The crisis amplified existing inequalities faced by women, informal workers, and other vulnerable groups. IDA countries' hard-earned development gains quickly eroded against a backdrop of declining per capita income, pushing more than 70 million people into extreme poverty by the end of 2020 and increasing the global total to more than 700 million¹.

The outbreak had severe human consequences in IDA countries and beyond. As the pandemic hit, countries across the world saw increased illness and mortality, and health systems globally came under strain, exposing weaknesses and lack of preparedness. IDA countries also saw serious secondary consequences, as people were unable to access essential care for long periods of time. Millions of children faced reductions in health care, including missing critical vaccines. They also faced more stress in their care environments—orphandom, domestic violence, suboptimal nutrition—which led to declines in social and emotional development and school readiness. Countries across the globe closed schools to combat the pandemic, resulting in large and sharply unequal learning losses. Learning poverty in IDA countries was already high before 2020, but school closures and poor remote learning



Box 1.1 Health and mortality impact in IDA countries of the COVID-19 pandemic

As of February 20, 2023, over 11.44 million COVID-19 cases and 192,557 deaths due to COVID-19 had occurred in IDA countries. The COVID-19 incidence rate in IDA countries has varied widely. As of February 20, 2023, average incidence of COVID-19 infection in IDA countries was 6,300 cases/million population, with incidence much higher in some countries, such as Nepal (32,772 cases/million population). Incidence rates can change rapidly depending on factors including the emergence of new variants, vaccination rates, and testing.

The overall death rate from COVID-19 infection in IDA countries is 1.68 percent, but it varies widely by country. Yemen has the highest death rate at 18.07 percent, followed by Sudan, Syria, and Somalia. Factors influencing the death rate include age, health status, access to health care, and public health measures. Data collection and reporting systems in several IDA countries are weak, leading to the likely underestimation of deaths. WHO estimates excess deaths in IDA countries at 1.63 million as of May 2022, with countries such as Pakistan, Nigeria, Bangladesh, the Democratic Republic of Congo (DRC), and Ethiopia having among the highest number of excess deaths.

The COVID-19 pandemic has caused severe disruptions to routine immunization services in many low-income countries, including IDA countries. As of July 2022, an estimated 25 million children globally had missed out on routine vaccinations due to the pandemic.

opportunities led to significant further losses, putting the achievement of SDG4 in jeopardy.² In Uganda, where schools were closed for two full years, the share of young students who could not read the letters of the alphabet doubled between 2018 and 2021.³ And when schools reopened, learning did not return to the pre-COVID-19 pace. For example, Malawi's schools closed for seven months, with test scores indicating that the closures in fact led to an estimated learning loss of 18 months.⁴

Even as IDA countries grappled with the health crisis, they also had to contend with the consequences of lockdowns, including reversals of hard-won gains in poverty reduction and the SDGs. As the effects of the pandemic and of compounding crises unfolded during 2020, IDA countries saw a sharp drop in Gross Domestic Product (GDP) (Box 1.2). These shocks impacted poor people the hardest, because of the vulnerability associated with where they live, what they consume, what they do for a living, and what little savings and assets they hold. The pandemic and its effects contributed to widespread increases in extreme poverty in IDA countries, making the goal of reaching 3 percent global poverty by 2030 increasingly distant.

Box 1.2 High-level development outcome indicators show the uncertain trajectory for recovery

As of 2021, IDA countries have seen declines in economic well-being and human capital compared to pre-pandemic levels. The annual rate of real GDP per capita growth dipped significantly in 2020 following the onset of the crisis. It made a recovery in 2021, but only to near-pre-pandemic levels. In IDA FCS countries, neither the annual growth rate of real GDP per capita nor the GDP per person employed had recovered to pre-pandemic levels. Compared with pre-pandemic data, the youth employment to population ratio also declined in 2021 for IDA countries. Disaggregated data show that this downturn particularly affected females and youth in FCS countries. The human toll of conflict and violence has continued to grow. Numbers of refugees and internally displaced persons (IDPs) have grown steadily over the past three years. Global growth is expected to decelerate, and economic progress in IDA countries remains fragile.

Note: Due to time lags in data collection, 2022 data are not yet available for some Tier 1 indicators in the RMS.



1.3. Refocusing Resources to Address the Emergency

1.3.1. Addressing the Health Emergency Using a Multiphase Programmatic Approach (MPA)

On March 3, 2020, the Board of Executive Directors endorsed the WBG's urgent action to support IDA and IBRD countries' response to the pandemic. The Board authorized the establishment of a WBG Fast Track COVID 19 Facility, subsequently followed by an Additional Financing for COVID 19 vaccines, bringing the total funds available for the WBG's COVID health response to \$34 billion, including an IFC contribution of \$8 billion. The Facility adopted a MPA to implement the COVID-19 Strategic Preparedness and Response Program (SPRP). To speed delivery, the Board granted Management the authority to approve country operations with Environmental and Social Framework (ESF) ratings below "High" and with financing under \$100 million. This arrangement, combined with a range of other operational flexibilities adopted to speed the response, enabled IDA to help fund a rapid response to the pandemic together with national budgets and other development partners.

1.3.2. Adjustments to IDA19

In April 2021, IDA Management and Participants came together to advance the IDA20 replenishment to respond to extraordinary needs. After extensive consultations,⁵ the April 2021 meeting endorsed—for the first time in IDA's history—a recommendation to shorten IDA's replenishment period from three to two years. The early replenishment meant that an additional \$16 billion originally planned for use in FY23 became available for use in FY21 and FY22. The decision reflected, and built upon, the strength of IDA's balance sheet and the flexibility of IDA's hybrid financial model that can consolidate global resources from donors and capital markets to support focused country programs and development spending.⁶ IDA increased country allocations, adjusted the FCV Envelope, and re-sized several IDA windows. The overall financing envelope for IDA19 was adjusted from \$82 to \$71 billion, with the remaining \$11 billion transferred to IDA20. The CRW contributed \$148 million to the World Bank's Fast-Track COVID-19 Facility, supplementing the \$1 billion that had been contributed through the CRW in IDA18. Participants also endorsed Management's recommendation not to graduate any country at the end of IDA19.⁷

To respond to changing needs, IDA reallocated \$7.4 billion to pressing priorities over the two-year cycle.⁸ About \$5.8 billion,⁹ or nearly 80 percent, of this amount was redirected through intra- and inter-regional allocations of country performance based allocations. About \$1.6 billion, just over 20 percent, was redirected from IDA windows and other sources.¹⁰ Reallocations aligned with corporate priorities, including support for climate co-benefits, for FCS countries, and for Small States, and prioritized urgent needs such as financing for COVID-19 vaccination, food insecurity and natural disasters.

“

COVID-19 has proven how teams within and across global practices and central units can work together to solve what could feel like insurmountable challenges in times when crisis does not knock on the door.

- Health TTL

”

IDA retained all policy commitments and results priorities originally agreed at replenishment, and calibrated targets to reflect the compressed delivery period. The shortened IDA cycle, shifting priorities, and mobility restrictions affected what IDA could deliver. Without changing the overall structure of IDA's Results Measurement System or the policy commitments, some targets were adjusted. In the RMS, expected ranges/values for 16 of 20 Tier 2 indicators were adjusted, along with one of the 26 Tier 3 indicators.¹¹ Targets for 15 of 44 policy commitments were adjusted: three linked to the Jobs and Economic Transformation Special Theme, two for Gender and Development, three for Climate Change, three for Fragility Conflict and Violence, and four for Governance and Institutions.¹² Most adjusted targets were achieved, and a number were exceeded. Some made considerable progress but were just short of targets at the close of IDA19. Details are discussed in Chapter 2 and presented in Appendices 1 and 2.



1.4. Mitigating the Economic Fallout and Protecting the Most Vulnerable

The adjustments made to IDA19 in April 2021 significantly accelerated IDA's crisis response. While the pandemic compounded the major challenges that low-income and FCS countries already faced, IDA's response, firmly anchored in the support provided over successive IDA cycles contributed to global efforts to mitigate the severity of the impacts. Using the new MPA and IDA's surge financing, IDA countries shored up their emergency health responses, and took steps to address the severe economic contraction caused by the lockdowns.

“

The World Bank intervened as soon as possible and as best as it could to contain the disease. Benin did not have enough intensive care beds. The need became more pronounced with the advent of COVID-19 but, very quickly, this gap was filled.

- Director, Emergency Medical Assistance Service (Samu-Benin).

”

IDA19 expanded the reach of its human capital programs for the most vulnerable. Sharply heightened demand led IDA to double its human capital support compared with the 10-year period before. Programs were repurposed and reprioritized to address emergencies. IDA's efforts helped cushion setbacks by strengthening health systems' delivery capacity, and by providing resources for intensive care, isolation, and treatment centers for COVID-19 patients, and for the procurement of personal protective equipment (PPE). Education programs responded to the crisis to enable virtual learning during school closures – even as the constraints to remote learning quickly became evident along with the need to build much more resilient education systems.



The three projects I was involved in had a small subcomponent dedicated to innovation. When the pandemic hit, our GP initiated a global effort to collect information on the pandemic and how it affected different countries. We leveraged those subcomponents to carry out data collection. In all three countries we covered, we designed and implemented monthly phone surveys that were directly financed by IDA. This is a big result of this project, as these countries did not have the system in the past.

- Poverty and Equity TTL



Social safety net programs – some established comparatively recently – helped IDA countries tackle poverty and build resilience as well as address the effects of the pandemic. For example, just prior to the pandemic, 45 countries in Sub-Saharan Africa—three times as many as at the end of the 1990s—had introduced social safety net programs, which allowed governments to move quickly to support the poorest communities. With support from IDA19, in West and Central Africa alone, 19 countries rolled out cash transfers and employment assistance, reaching about 50 million people. Over the two-year implementation period, IDA19 committed over \$6 billion across a wide swath of IDA countries to build and enhance digital social protection systems to deal effectively with shocks and strengthen households' resilience and inclusion.

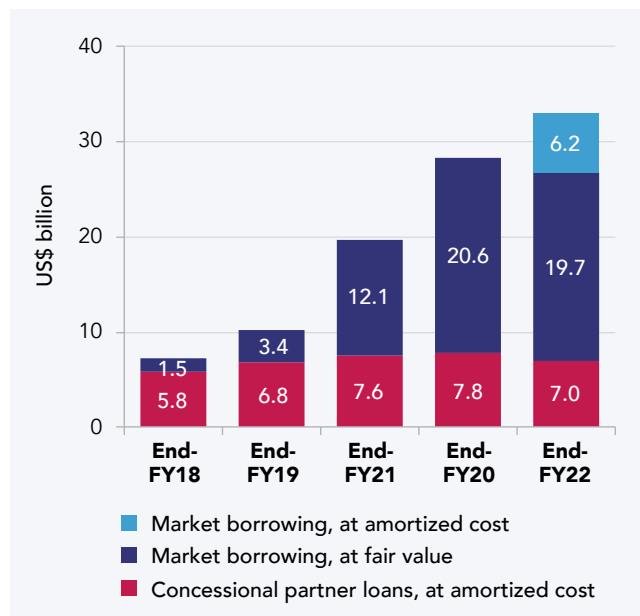
The World Bank also conducted frequent household phone surveys to help monitor pandemic impacts and target support to those in need. The surveys aimed to gather critical information about the pandemic's impact on households, including health, employment, and access to basic services such as food and social safety nets (SSN). Conducting regular surveys enabled the World Bank to better track changes in household conditions and respond to emerging needs. Data collected from the surveys helped inform policies and programs to address the pandemic's impacts and assess the effectiveness of these measures.

1.5. IDA's Hybrid Financial Model Was Key to Its Decisive Response

IDA19 built on the momentum of the hybrid financing framework introduced in IDA18. IDA's financing model has evolved through the years, seeking to stretch donor contributions and maximize development assistance to IDA countries. IDA18 introduced a hybrid financing model and completed IDA's inaugural bond issuance. These achievements, together with IDA's accumulated capital and new contributions in IDA19, meant that IDA could continue to access capital markets during the cycle.

During IDA19, IDA's market acceptance and access accelerated. IDA is the only market entity that borrows funds from investors at low yielding, triple-A bond rates and lends at long term concessional rates. IDA is financially sound due to its robust capital adequacy model and donor contributions that also signal strong shareholder support. The new concept nevertheless required substantial outreach to familiarize investors with the IDA model. IDA made progress with these efforts, and market acceptance accelerated during the cycle. At the end of IDA19, after just three years of market access, IDA market borrowings were already over \$10 billion in one year. IDA's planned fundraising from bond markets grew: After an inaugural \$1.5 billion issuance in April 2018, within two years, IDA targeted issuance of the US dollar equivalent of \$5–7 billion by the end of FY20, and greater than \$10 billion annually by FY21 and FY22. By the end of FY22, IDA had total market borrowings of about \$26 billion (Figure 1.1).

Figure 1.1.
IDA borrowings and balances, as of the end of the fiscal year



IDA's successes in market borrowing stretched the reach of donor contributions and helped IDA scale up financing for clients. Thanks in part to the resources generated by IDA's hybrid capital model, along with IDA's strong capital adequacy and ample liquidity, IDA entered the cycle in a robust financial position. That financial position, in turn, enabled IDA to lean forward in its responses to unfolding crises while continuing to manage resources prudently. IDA supported the pandemic response by increasing FY21 and FY22 resources nearly 50 percent above annual levels in IDA18. After Russia invaded Ukraine in the final months of IDA19, IDA, with the support of stakeholders, tapped into temporarily available capital headroom to provide exceptional non-concessional financing to Ukraine. As IDA19 transitioned to IDA20, it became clear that multiple compounding crises would continue to unfold. IDA's near-term deployable strategic capital position enabled it to support clients in frontloading IDA20 resources from FY24 to FY23.





IDA continues to work to protect and enhance its access to cost-efficient market funding. IDA is working to build a sustainable bond program to mobilize resources for long-term development needs in IDA countries. All IDA bonds from FY22 have been issued with the label 'Sustainable Development Bond' to indicate to investors that funds will support sustainable development activities in member countries. Finally, even as IDA carefully stretches resources to enhance financing when warranted by client needs, it builds on the WBG's successful seven-decade track record of prudent risk management and mobilization of financing from capital markets. It also continues to conform to principles agreed among IDA donors, borrower representatives, and WBG Management when the hybrid financing model was introduced. In particular, IDA aims to protect the stability and predictability of financing to IDA countries, to mitigate against hidden bills to donors, and to use ensuing discussions to monitor progress and adjust as needed.

Donor contributions remain central to IDA's financial model. Donor contributions to replenish IDA's capital are key to determining IDA's total financing envelope. IDA's hybrid capital model also relies on this donor support. Other measures to optimize IDA's balance sheet can supplement donor contributions and market borrowing but are subject to factors including IDA's remaining deployable capital, the level of concessionality, and the riskiness and conditions of the external environment.¹³

1.6. Accelerating the IDA20 Replenishment and responding to a Second Global Crisis

As the extraordinary IDA19 cycle entered its final two quarters, Russia's invasion of Ukraine and its impact on the global economy prompted another rapid response from IDA. The crisis emerged at an already exceptionally challenging time for the poor and vulnerable, compounding the effects of the pandemic and adding to the longer-term challenges related to climate change and conflict. It posed additional challenges to the WBG's twin goals and increased the risks of deepening inequality across and within countries, with impacts on the prospects for pandemic recovery.

IDA responded quickly with portfolio restructurings and rapid reallocations to target support where it was most needed. In its final quarter of operations, IDA19 supplemented IBRD's support to Ukraine and Moldova by enabling a \$1 billion short-maturity non-concessional loan to Ukraine, financed from market borrowing against IDA's temporarily available Deployable Strategic Capital cushion, and by increasing the ceiling for Moldova's temporary access to IDA by \$100 million, financed from the CRW. The war had significant impacts on nutrition and food security globally, prompting a rapid rise in cereal prices, increasing stressors on grain availability, and resulting in higher fuel and fertilizer prices with an expected longer-term impact on food production. With food insecurity already on the rise since 2016, and with close to 1 billion people facing food insecurity in 2022, IDA prepared to support the WBG's crisis response with particular emphasis on early responses to the food crisis as IDA20 launched.



Chapter 2. INVESTING IN GROWTH, PEOPLE, AND RESILIENCE: 10 YEARS TO 2030

2.1. Overview of IDA19 Results

An unprecedented adaptive management exercise was undertaken at IDA19 mid-term to respond to the global crisis. Reprioritization of operations was accompanied by adjustments to the expected values for some Results Measurement System indicators. The three-tiered RMS tracking (i) high-level development outcomes and the broader context of countries in which IDA operates; (ii) development results supported by IDA operations; and (iii) IDA's organizational and operational effectiveness remained a robust framework for defining, measuring, and communicating the results that countries deliver with IDA support.

Not without challenges, most RMS expected values were met or exceeded despite the extraordinary circumstances of IDA19. IDA's swift response and surge financing helped countries address the most urgent needs and

-  **24.4 million people** provided with access to electricity.
-  **15.8 million people** provided with access to improved water sources.
-  **10.2 million people** provided with improved sanitation services.

protect development gains, while staying the course toward higher-level development outcomes. For example, throughout the crisis, IDA continued to help countries deliver essential services to minimize disruptions to people's lives. Tier 2 indicators on enhancing access to water, sanitation, and electricity all met their expected values for the cycle. As COVID-19 disruptions shifted many aspects of daily life to virtual formats, IDA extended access to broadband internet for 47.1 million people, including 15.3 million beneficiaries (32.5 percent) in FCS countries.

To provide a sense of scale, this means that IDA's efforts to extend internet access reached beneficiaries equivalent to the total population of Spain. As illustrated in Table 2.1, IDA met or exceeded the expected values for nearly 80 percent of indicators with predefined performance standards, notwithstanding the shortened cycle and challenging context. The ambitious expectations required heightened efforts by teams and clients, new working modalities with stretched budgets, and creative problem-solving. As some TTLs reflected, both clients and Bank staff quickly adapted to the new virtual work and showed commitment to deliver with speed and quality, sometimes to the detriment of their work-life balance. According to one TTL, "under this exceptional circumstance of the lockdown, everybody gave their 200%, 300%. One should really see this as a sprint that was needed at the time, but it is not sustainable."

Table 2.1.
Tier 2 and Tier 3 indicator breakdown

	Tier 2	Tier 3	Total
Exceeded expected values	(48%, 10)	(67%, 14)	(57%, 24)
Met expected values	(33%, 7)	(10%, 2)	(21%, 9)
Did not meet expected values	(19%, 4)	(24%, 5)	(21%, 9)

As the crisis shifted client priorities and disrupted plans, IDA19 delivered less results than expected in a few areas. As clients refocused priorities to address immediate needs and dealt with the effects of supply chain disruptions and travel restrictions, some longer-term investments were deprioritized, resulting in missed targets. For example, the number of people with enhanced access to transportation reached only 36 percent of its expected value for the cycle. Even as clients shifted emphasis to addressing immediate food security needs, IDA supported 2.4 million farmers in adopting improved agricultural technology. Though still significant, the indicator also fell short of its target, due to an emphasis on addressing immediate food security needs. Finally, the indicator tracking improved irrigation services missed the expected range (by less than one percent or 1,526 hectares). These areas will continue to require efforts beyond the IDA19 cycle.

2.2. Results across IDA19 Special Themes

IDA19 retained the original ambition of the Special Themes as it addressed the challenges of the pandemic and lockdowns. Despite the magnitude of the challenge, IDA19 retained, and made progress across, all five Special Themes and all four Cross-cutting Issues during the shortened implementation cycle. The following sections provide an overview of how IDA19 helped countries respond to urgent needs in a period of unprecedented crises, drawing on IDA RMS and policy commitment data. Most PCs met or exceeded the adjusted targets, with a small subset lagging at the close of IDA19.



We could not travel, while being asked to deliver more. We found a way to do it and became very organized. When we designed the Gulf of Guinea Northern Regions Social Cohesion project, the slogan was to "think regionally, act locally". But I think we could also add, "work remotely" to this. We had a much more frequent interactions with the government than what we would have, thanks to virtual meetings.

-Social Development TTL





2.2.1. Jobs and Economic Transformation

IDA19 Results

Against a backdrop of pandemic-related pay cuts and job losses, IDA19 expanded the reach of its efforts to support jobs, economic growth, and financial services. During the cycle, IDA helped countries provide job-focused interventions to over 26 million people, outpacing in two years what IDA18 achieved in three. While the number of beneficiaries of job-focused interventions in FCS countries more than doubled, from 3.1 million to 6.7 million, supporting livelihoods and economic growth in the most challenging contexts remains an area of continued need. IDA also helped countries increase the number of beneficiaries reached with financial services, which has seen a steady upward trend since the indicator was introduced in IDA18. Financial services reached 18.8 million people, a more than fourfold increase compared to IDA18, far surpassing the expected range of 3–4 million. In Yemen, IDA’s Cash-for-Work program has helped lessen the impact of the crisis on local households and communities by improving incomes, livelihoods, and social mobilization, with over 420,000 participants gaining employment and 5.4 million people gaining access to key social services.¹⁴ Another Tier 2 indicator that achieved strong results is people provided with improved urban living conditions. IDA19 improved urban living conditions for more than 20 million city dwellers, surpassing the expected range of 10–12 million and representing a 30 percent increase compared with IDA18. And a focus on economic transformation was embedded in IDA country strategies, with all Country Partnership Frameworks (CPFs) reflecting at least one of the four key principles underpinning economic transformation.¹⁵



In urban areas, where the government team implementing the project had little previous experience, there were challenges with starting up quickly in the aftermath of the COVID shock. However, they collaborated effectively with World Bank, EU, KfW, ILO, GIZ, WFP and UNICEF, and were able to both mobilize resources (monetary and technical) to scale up a cash transfer program.

-Social Protection TTL



Figure 2.1. Beneficiaries of job-focused interventions in FCS have more than doubled

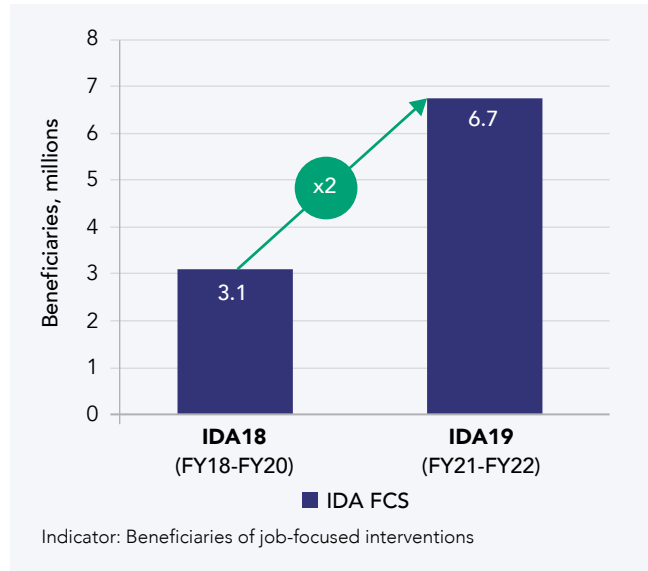
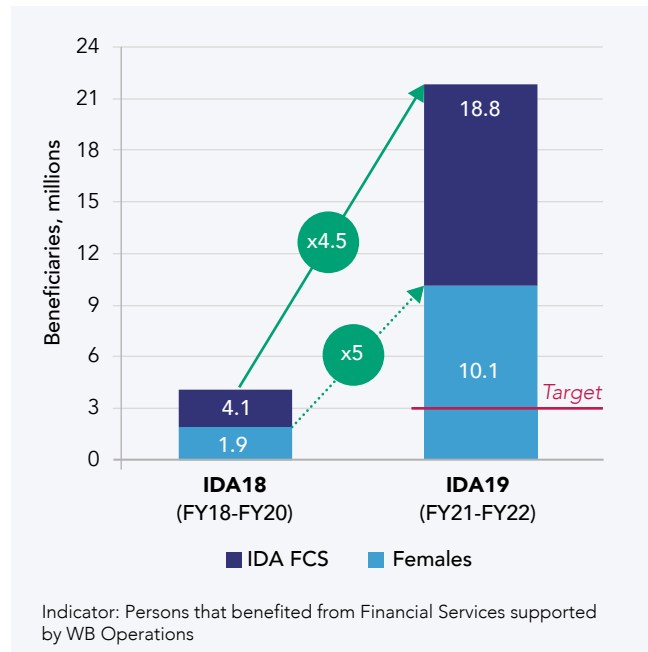


Figure 2.2. More than fourfold increase in beneficiaries of financial services



PCs under the Jobs and Economic Transformation Special Theme aimed to support [SDG8's](#) objective of “full and productive employment” for all. Before the onset of the COVID-19 pandemic it was projected that 20 million new jobs would be needed in IDA countries every year for a decade simply to meet the growing number of young men and women entering the labor market. Thirteen PCs aimed to support economic transformation and private sector development to help meet this need. The approach was designed as a pathway to creating more and better jobs, improving the quality of jobs in the formal and informal sectors, and strengthening inclusion. Overall, the framework proved to be fit for purpose, though the pandemic intensified needs in some areas and temporarily shifted some priorities, affecting progress on a few commitments.

JET took on renewed importance as the economic impacts of the pandemic contributed to income losses and uncertainty. Some high-growth, labor-intensive sectors, such as tourism, were particularly hard hit. The reform agenda supported by the Special Theme was important for a robust and resilient recovery. Rapid response [Business Pulse Surveys](#) conducted at frequent intervals provided essential insights on the distributional impacts of the pandemic, identifying the sectors and types of firms being hardest hit, and those that were best able to adjust their business models, absorb new technologies, or access government support programs.

JET met or exceeded nine of 13 PCs linked to country engagement, country-led collaboration, and investments in FCS countries, reducing bottlenecks in job-creating sectors. Country-led collaboration and regional infrastructure and human capital investments all exceeded targets, and demand for digital solutions grew rapidly in the face of COVID-19 lockdowns. More than doubling the target of 10, IDA supported 24 countries to develop and modernize regional infrastructure and reform cross-border policies with high potential for promoting growth. Investments in 14 countries built skills and employability, with particular attention to the needs of young women and men, and people with disabilities. In 14 countries, IDA worked with other multilaterals under country-led platforms to promote private investment. The pandemic considerably increased the interest in digital tools for promoting safe and productive work. Sixty-three percent of micro, small and medium enterprise (MSME) projects incorporated digital financial services and/or digital entrepreneurship elements in IDA19, exceeding the target of 50 percent. With many still lacking

reliable and affordable access to ICT services, there was both an infrastructure dimension and a need for programs to enable more firms and workers to adopt digital technologies. This continuing agenda is also reflected in IDA20 priorities.

Box 2.1 Improving outcomes for youths and firms through dual apprenticeship

While vocational and skills training programs have had mixed results overall, those that included practical experience, soft-skills training, and job referrals often increased hours worked and earnings for participants. ([Vocational and Skills Training Programs to Improve Labor Market Outcomes](#)). Recent evidence has shown that policy reforms and investments in apprenticeship systems can be beneficial for both youths and firms. In Cote d'Ivoire, subsidized dual apprenticeships induced a large increase in youth participation in apprenticeship and led youth to have higher earnings by 15% five years after the end of the program ([Direct and Indirect Effects of Subsidized Dual Apprenticeships](#)). In Nigeria, a program that aimed to provide marginalized youth with access to skilled work or productive self-employment had a positive impact on employment and productivity, job search behavior, and economic welfare ([A Way Out : Evidence from Two Trials of the Mafita Apprenticeship and Community-Based Skills Training Programs in Northern Nigeria - Endline Evaluation Report \(English\)](#)). In Ghana, matching young people with small firms led to an increase in firm size of approximately half a worker and an increase in firm profits of approximately 10% for each apprentice placement offered ([Are Small Firms Labor Constrained? Experimental Evidence from Ghana](#)).





In four areas IDA achieved progress that was narrowly short of targets. Shifting priorities and the difficulties of advancing complex policy discussions in the face of a global emergency and travel lockdowns affected delivery of some PCs. Fifty-six percent of agriculture projects during IDA19 supported agribusiness value chains, just short of the 58 percent target. The rapid spread of the pandemic, the prevalence of locusts in some countries, and the disruption of global supply chains precipitated by Russia's invasion of Ukraine all affected food security in IDA countries. Some clients shifted resources to prioritize immediate responses, delaying mid- to long-term development goals. IDA advanced broadband penetration in 17 of a planned 18 countries and promoted job-enabling urban investments in 14 of a planned 15 countries. Challenges in advancing complex policy dialogue during COVID-19 lockdowns delayed some planned investments. IDA initiated 28 pilots to estimate indirect/induced job benefits of IDA investments, and completed 17, falling just short of the target of 20 as the pandemic affected timelines. Data inadequacy, delays in collecting data, or the suspension of project components due to the pandemic all contributed to challenges in completing the pilots for this complex analysis. Those that were completed underscored the value of considering indirect jobs impacts in project design. Estimates of indirect impacts often exceeded direct impacts.

Thought leadership and analytics helped identify solutions that will inform IDA operations for years to come. Flagship publications provided guidance for JET interventions during the cycle. For example, [Supporting Firms in Restructuring and Recovery](#), the "Firms 2.0" paper, laid out key evidence and recommendations

for supporting firms and maintaining employment during the pandemic. ["At Your Service? The Promise of Services-Led Development"](#) analyzed the potential for structural transformation and inclusive jobs, particularly in light of accelerating digitalization, and ["The Trade and Climate Change Nexus: The Urgency and Opportunities for Developing Countries"](#) addressed a key agenda moving forward. Country-level analytics, including Country Private Sector Diagnostics (CPSD), helped clients develop targeted JET strategies and prioritize specific constraints that needed to be addressed to unlock private sector opportunities. Updated Bank guidance and growing experience with data tools for jobs diagnostics helped ensure CPSDs included a jobs lens.

Reflections on IDA19:

Complementarities across themes helped improve impact. JET remains highly interconnected with other Special Themes, including Gender and Climate Change, and is fully aligned with the Building-Back-Better agenda. These complementarities can maximize results. For example, combining digital entrepreneurship and digital finance effectively expands economic opportunities, particularly for women. Similarly, investments and reforms to address the risks of climate change have clear synergies with JET and green recovery. As countries moved into a greater focus on restructuring and recovery, they required additional support for reforms. Some countries proactively re-examined their insolvency regimes. Others looked at loosening some restrictions on foreign investment. Many countries have taken on a more significant role in helping finance private sector activities and assisted in unwinding some of these positions.



2.2.2. Gender and Development

IDA19 Results

While the crises amplified existing vulnerabilities experienced by women and girls, IDA continued to promote gender equality. Building on foundations built in previous IDA cycles, the standalone gender-related indicators tracked in the RMS showed a positive trend, demonstrating IDA's strong commitment to closing gender gaps. The share of gender-tagged projects—i.e., those that identify a gap through analysis, take specific action to address it, and monitor progress—has increased by 31 percentage points since FY20, reaching 93 percent. Similarly, the number of IDA-supported operations working to prevent and respond to GBV has increased significantly, reaching 114 in FY22¹⁶. The alarming spike in incidences of GBV following the COVID-19 lockdowns underscored the urgent need for further investments to address GBV. The IDA RMS shows that IDA19 delivered strong results for women and girls in sectors across the board (Figure 2.3). In IDA19, nearly 78 percent of the Tier 2 indicators that are sex-disaggregated reported that women and girls made up at least 50 percent of the overall beneficiaries, up from 44 percent in IDA18. This included all six human capital indicators that are sex-disaggregated. In Pakistan, IDA helped the government adopt 10 labor laws that are expected to improve the rights and conditions of 3.7 million female home-based workers and vulnerable women in the private sector.¹⁷ Moreover, operations supported during IDA19 provided social safety nets to 86.9 million female beneficiaries (up from 27.4 million in IDA18) and financial services to 10.1 million female beneficiaries (more than a fourfold increase compared with IDA18). These results are especially noteworthy given the challenges and shortened timeframe of the IDA19 cycle.

Support through the Special Theme on Gender and Development helped accelerate progress toward the [SDG5](#) targets.¹⁸ But actions to close gender gaps and empower women and girls improve development outcomes across SDGs. For example, the work in IDA19 to close gaps between women and men had an impact on SDG 8's objective to promote inclusive growth and full and productive employment (supported both by the Gender and JET Special Themes). Similarly, actions to close gender gaps proposed under the FCV and G&I Special Themes are directly relevant for SDG16 to promote peace, justice, and strong institutions. IDA PCs, evolving over multiple cycles, have helped the WBG

shape its Gender Strategy, and deepen the work to advance gender equality. The commitments have advanced IDA's leadership in key areas. IDA achieved all six PCs under the Special Theme, with four exceeding the targets. IDA met targets for supporting women's access to, and use of, digital services and for supporting countries to invest in GBV prevention and response. It exceeded targets on promoting access to reproductive, adolescent, and primary health, for supporting women's digital skills development, employment opportunities in infrastructure, and strengthening women's land rights.

Figure 2.3.
IDA supported more operations to address GBV

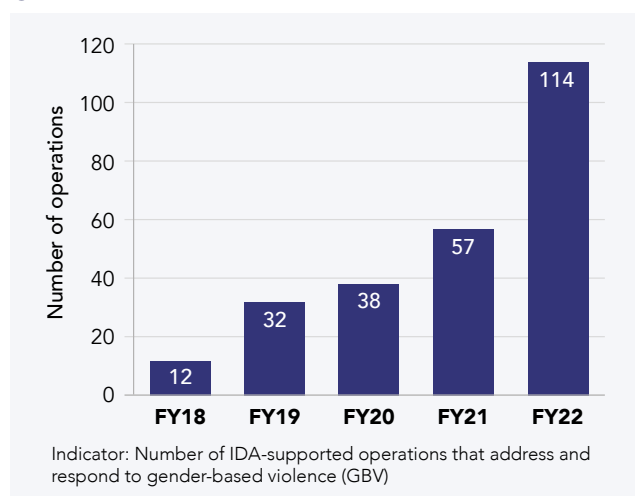
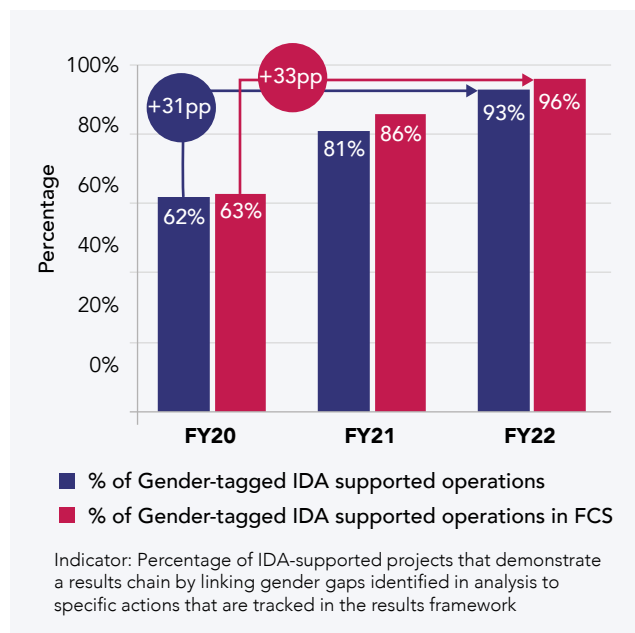


Figure 2.4.
Increasing share of gender-tagged operations in the IDA portfolio





IDA19 built on a track record of research to apply cutting-edge knowledge on achieving gender results in IDA operations. The Bank has supported standalone research products and research within lending operations in IDA countries through Regional Gender Innovation Labs and the Development Economics Group, informing IDA-financed operations. Gender Resource Packages provide country teams with tools to analyze constraints and identify solutions to promote sustainable and inclusive growth. [Women, Business, and the Law](#) documents and analyzes gendered gaps in countries' legal frameworks and progress, or lack thereof, in gender-related reforms. The newly revamped [Gender Data Portal](#) puts reliable gender data and resources into the hands of key decision makers. A new generation of education operations builds on over a decade of testing, research, and evaluations of interventions that aim to benefit adolescent girls. These operations are providing safe spaces in schools, improving girls' sexual and reproductive health, and targeting teachers to change norms. For instance, a "trial-and-adopt" approach to improving education outcomes in northern Nigeria shows that exposing parents to aspirational videos of role models reshaped attitudes and norms toward girls' education and reduced out-of-school children by 42 percent.¹⁹ When these community screenings were combined with smartphones preloaded with literacy apps, learning outcomes improved by 35 percent, making this

one of the most cost-effective approaches to improve children's learning. Moreover, the intervention had substantial spillovers on older siblings in terms of increased learning, decreased teenage pregnancies, and delays in the early entrance into the labor market. In the Democratic Republic of Congo, studies examined gender gaps in access and quality of basic education,²⁰ identified supply-side and demand-side constraints to girls' education,²¹ and provided policy recommendations to the government to keep girls in school and learning.²² Results highlight the importance of changing harmful social norms and parental perceptions about returns to education and eliminating violence in school through stronger school leadership and community engagement. The results of these analytical products have informed the design of the new lending operation on "DRC Girls Learning and Empowerment".

IDA has continued its global leadership on addressing gender-based violence. Upstream support increasingly uses Development Policy Operations (DPOs) to facilitate policy reforms, client awareness-raising and capacity-building, and technical advice (for example, by enacting regulations that establish a systematic framework to protect GBV survivors in Uzbekistan and by operationalizing Child Protection Committees to promote abandonment of child marriage in Niger). Downstream operations across sectors help strengthen services delivered

to survivors of violence, build safe public spaces, and shift unequal gender norms. In Kosovo, trainings have strengthened health care workers' capacity to provide quality, confidential services and referrals to survivors. In DRC, infrastructure upgrades are making public spaces safer for women and girls. And in the Solomon Islands, IDA is working in partnership with businesses to create more respectful workplaces. Internally, IDA staff have new resources to draw upon, including systems and tools for technical advice. A Gender Tag GBV Dashboard features 5,476 gender-tagged projects, providing teams with concrete examples of analysis, actions, and indicators of GBV prevention and response.

Partnerships are integral to the implementation of the WBG's Gender Strategy, as they enable greater scale and innovation. IDA works closely with IFC, and both have a strong and deepening collaboration with UN Women, United Nations High Commissioner for Refugees (UNHCR), the International Labor Organization (ILO) and other UN agencies, as well as with think-tanks such as Center for Global Development (CGD), and the Multilateral Development Bank (MDB) working group on gender. For example, research undertaken in partnership with the UNHCR on the [gender dimensions of forced displacement](#) across 17 countries showed that gender-related constraints and barriers are often amplified in situations of forced displacement. At the country level, IDA is expanding partnerships, working through national systems, and supporting reforms for impact at scale, from women's economic inclusion in Niger and Mozambique, to women's empowerment and livelihoods in Zambia, to supporting a national gender strategy in Bhutan.



Reflections on IDA19:

IDA gender commitments can have ripple effects beyond IDA countries. The experiences of IDA19 and earlier IDA cycles show that commitments to accelerate gender equality made under IDA have consistently been applied Bank-wide, and there has been parallel progress on most topical areas in IBRD countries—often drawing on the experience gained through IDA implementation. Where IDA has led the way on issues such as maternal and reproductive health, girls' education, and increasing women's economic empowerment and agency, teams have also applied the lessons in IBRD countries. Efforts have also begun to spill over outside the institution. For example, support for IDA19's PC3 on creating employment opportunities in infrastructure sectors—in combination with the Gender Tag—helped spawn the South Asia Women in the Power Sector Network (WePOWER) partnership of over 30 electricity utilities and energy-sector organizations that collectively aim to increase workforce participation of women in the sector.



2.2.3. Climate Change

IDA19 Results

As the leading provider of concessional climate financing to low-income countries, IDA19 delivered \$25.4 billion in climate financing, of which \$15.2 billion (60 percent) was for adaptation. This financing, along with the knowledge presented in the Country Climate and Development Reports (CCDRs), is helping countries address climate and development together.²³ IDA19 projects are estimated to contribute an annual net Greenhouse Gas (GHG) emission impact of -32.7 MtCO₂e. As climate-related disasters have become more frequent and more intense, the RMS shows that IDA increased its support for countries to institutionalize disaster risk reduction, reaching 62 countries (83 percent of IDA countries), of which 42 percent were FCS countries. This far exceeded the expected value for this indicator. In Honduras, IDA worked to improve the country's emergency preparedness and response to natural hazards and climate change, reaching 1.3 million beneficiaries.²⁴ IDA financing with disaster risk management (DRM) co-benefits remained stable over the two-year period, but fell lightly short of the expected value. This indicator will be monitored closely in IDA20.



500 percent

increase in grant financing for climate priorities since IDA16.

Figure 2.5. Annual net GHG emission anticipated savings quadrupled since IDA17

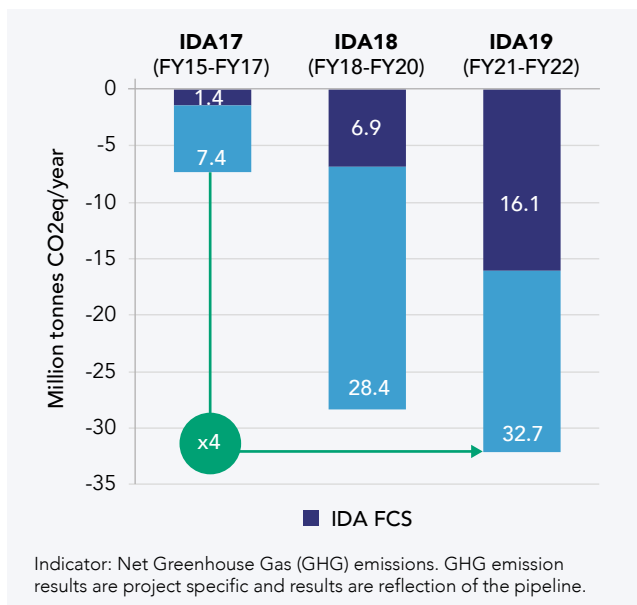


Figure 2.6. Increased support for countries to institutionalize disaster risk

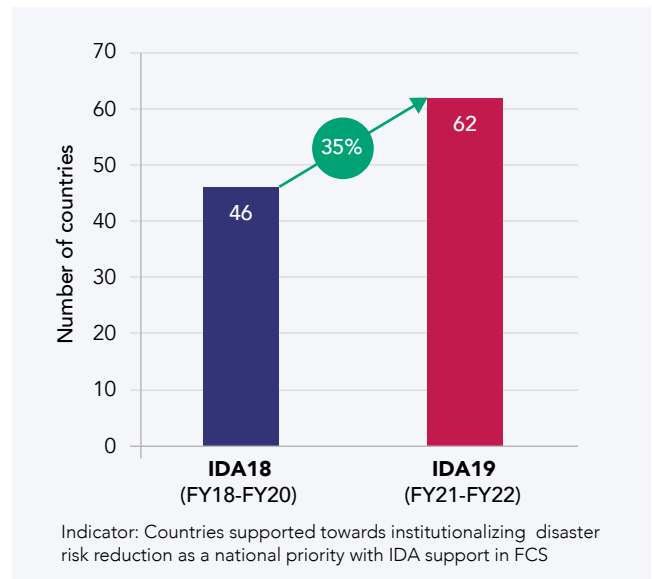
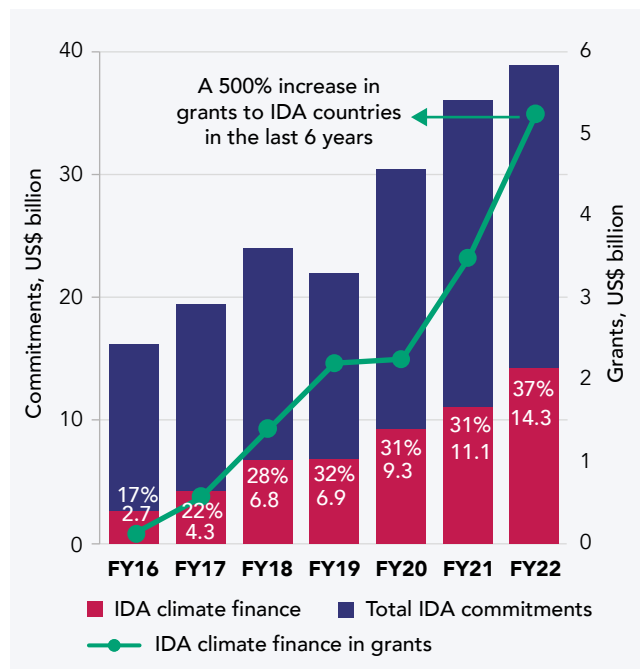


Figure 2.7.
Grant financing for climate priorities in IDA countries increased in the last 6 years



Grant financing for climate priorities in IDA countries increased 500 percent between FY16 and FY22. IDA19 complemented financing volume with PCs that aimed to deepen IDA's support for climate related SDGs. The Special Theme supported climate action ([SDG 13](#)), affordable and clean energy ([SDG 7](#)), industry, innovation, and infrastructure ([SDG 9](#)), health ([SDG 3](#)), and sustainable use of ecosystems and biodiversity loss ([SDG 15](#)). IDA met or exceeded all but one PC under the Special Theme.

IDA19 exceeded its climate finance target and continued to far exceed other development partners in the share of climate financing that supported adaptation. IDA19 had targeted climate co-benefits of 30 percent, but surpassed the goal with 34 percent of total commitments on average during the cycle. Sixty percent of IDA's climate financing supported adaptation, far surpassing the estimated 7.5 percent of global climate finance dedicated to adaptation.²⁵ Of the operations approved during IDA19 with more than 20 percent climate co-benefits, nearly all included at least one climate-related results indicator, thus exceeding the 90 percent target.

Increased support for Adaptive Social Protection (ASP) in national systems helped reduce the impacts of climate shocks on poverty and human capital outcomes. Countries shifted focus to preparedness and social safety nets to respond to emerging needs from the pandemic

and the impact of climate change as a threat multiplier. The target for ASP support was increased from 25 to 35 countries at the IDA19 Mid-Term Review in April 2021. Overall, 47 countries received ASP support via 97 operations, far exceeding the revised target. One example is the \$500 million Yemen Emergency Social Protection Enhancement and COVID-19 Response Project, which strengthens the capacity of national institutions and provides cash transfers, temporary employment, and increased access to basic services and economic opportunities to food-insecure populations affected by the pandemic, conflict, and climate-related shocks.

Shifting client priorities during the pandemic challenged IDA19's ambitious agenda for renewable energy and battery storage. IDA19 exceeded the (adjusted) expected Gigawatt-hour (GWh) value for battery storage. However, because some planned operations were delayed to FY23, IDA19 did not achieve the expected value for supporting IDA countries in renewable energy during the cycle. Energy systems transition is critical for low-carbon and climate resilient development and continues to be a focus under the IDA20 Climate Change Special Theme. One example financed in IDA19 is the \$150 million Rwanda Energy Access and Quality Improvement Project, which supports expansion of grid connections by reducing the costs of off-grid solar home systems, increasing low-cost renewable energy, reducing voltage fluctuations on transmission lines, and supporting the national smart meter program. The project was the World Bank's largest clean cooking operation in Africa during FY22. It received co-financing from the Energy Sector Management Assistance Program (ESMAP)'s Clean Cooking Fund, which incentivizes private sector investment in clean cooking solutions and builds institutional capacity to support an enabling environment.

24 IDA countries
 supported to implement and update their
 Nationally Determined Contributions

Helping countries with their national climate plans is vital to achieving the objectives of the Paris Agreement. During IDA19, IDA supported 24 countries to implement and update their Nationally Determined Contributions (NDCs), with support from the NDC Support Facility and its successor, the Climate Support Facility (CSF), a multi-donor trust fund launched in 2020. The World Bank provides countries with analytics and technical assistance (TA) to build NDC institutional capacity and assist



I led the Resilience Rating System, and we embedded climate change specialists in select operations to help mainstream climate adaptation and resilience considerations. They became part of the task teams, with some even participating in virtual missions – something that would not have even been a consideration had we not been in a lockdown and had to think through different and innovative ways of engaging with our clients. It was a triple win – it was a win for the task team who got to learn more about climate considerations; it was a win for the client who got to engage more with someone with expertise in climate data and climate risk; and a win for our team members to better understand the intricacies of the operations and make a more meaningful impact on project design.

-Climate Change TTL



countries in implementing effective policies/investments to achieve NDC goals. Upstream analytical support capitalizes on Bank engagement in client countries and helps integrate climate into development operations. The Bank's NDC support is consistent with efforts under its Climate Change Action Plan to align financing with the Paris Agreement and mainstream climate into operations.

Support for sector-based policy and institutional reforms and investments further advanced climate and development action in key systems. Green growth focused development policy financing (DPF) is helping create conditions for new market opportunities and resilient economic growth. One example is the \$200 million Nepal Finance for Growth DPC, which supports reforms that enhance climate adaptation by improving the country's financial capacity to address weather-induced disasters. It also promotes reforms related to the insurance sector that have the potential to mitigate risks and vulnerabilities stemming from climate change and improve the ability to recover and reconstruct property affected by natural disasters.

An IDA19 innovation, the Resilience Rating System (RRS), increased incentives for more effective climate adaptation and resilience. The RRS was piloted in 20 operations during IDA19, meeting the PC target. It provides guidance and specific criteria to assess the resilience of projects to climate risks and the resilience built through projects in the broader community or sector.²⁶ Eight FCS countries were included in the pilot, demonstrating the RRS's flexibility to serve a diverse set of countries with varying underlying causes of climate vulnerability. In IDA20, the RRS is being tracked in the RMS to monitor the application of this important assessment across IDA countries. One example of an IDA19 project that piloted the RRS is the Gambia Inclusive and Resilient Agricultural Value Chain Development Project, which used the

system to strengthen the project's resilience, including incorporating a risk stress testing tool as part of the economic analysis. The RRS also helped strengthen the climate and disaster resilience of the Yemen's Emergency Connectivity Project, which provides climate resilient road access, employment, and entrepreneurship opportunities to food-insecure rural populations.

Reflections on IDA19

During the COVID-19 crisis, IDA managed to keep focus on supporting clients to deal with the climate crisis. The IDA19 cycle saw many IDA countries boost investments in disaster preparedness and in more reliable and sustainable hydrological and meteorological (or "hydromet") services, as well as disaster preparedness, response, and post-disaster resilience. IDA19 also supported countries to strengthen institutional and policy frameworks for climate change adaptation and disaster risk reduction. This resulted in an uptake in Development Policy Financing with a catastrophe deferred drawdown option (Cat DDO), which provides access to fast-disbursing resources as bridge financing for future emergencies. The reforms supported under DPFs will help drive a shift from reactive emergency management to more proactive, integrated approaches to mitigating disaster and climate risks. This focus on preparedness and response is being expanded under IDA20, including through a dedicated policy commitment under the Climate Change Special Theme. Recognizing the importance of good analytical underpinnings for prioritization of climate action, the WBG's CCDRs were introduced during the IDA19 cycle. This new core diagnostics is rolled out as an IDA20 PC and tracked in the IDA20 RMS.



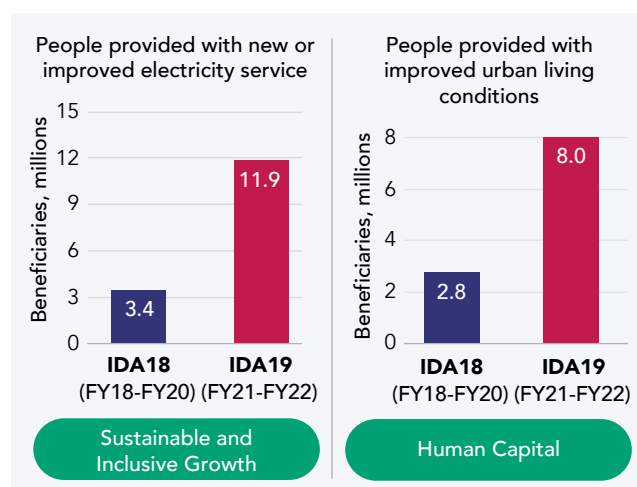
2.2.4. Fragility, Conflict and Violence

IDA19 Results

IDA is increasingly reaching people in the most challenging contexts—characterized by FCV—where needs are greatest. Seen over decades, the number of conflicts and forcibly displaced people have risen significantly,²⁷ with high concentrations of poverty and cross-border risks complicating progress toward development goals. The persistence of poverty in FCS countries, relative to non-FCS countries, is evident,²⁸ and FCV-affected situations often face multiple compounding risks. RMS data show an increasing share of beneficiaries reached by IDA-supported operations live in FCS countries, a result that is driven both by the expansion of financing for FCV and the changing composition of the list of FCS countries. Of the eight FCS-disaggregated human capital indicators, seven saw increases in the number of beneficiaries reached in FCS countries, when compared with IDA18. For example, more people in IDA FCS benefited from social safety net programs, essential HNP services, and access to improved water sources during the two years of IDA19 than in the three-year IDA18 cycle. The number of people provided with new or improved electricity services in FCS countries also increased, by more than 300 percent (from 3.4 million in IDA18 to 11.9 million in IDA19), with beneficiaries of electricity services in FCS now representing nearly half of all beneficiaries of IDA-financed operations. This is significant given that 40 percent of the total population of IDA countries live in FCS countries. In Yemen, IDA helped tackle energy poverty by providing more than 3.2 million people with solar energy systems that can be used to facilitate access to water, educational services, and health care.²⁹ In Haiti, IDA helped the government respond to emergency needs, providing access to essential services, including maternal and child health services for 1.2 million women and children.³⁰ Despite the progress, tremendous needs remain, and IDA will continue to prioritize delivering in FCV-affected contexts going forward.

The FCV Special Theme aimed to continue deepening IDA's engagement in FCS countries. Since IDA15, IDA has steadily increased its engagement in FCS countries, including by expanding financing, decentralizing staff, enhancing partnerships, and introducing more targeted programs and tools. The IDA19 replenishment was closely sequenced with the development and launch of the [WBG FCV Strategy \(2020–2025\)](#), which allowed for strong alignment among the pillars of the Strategy, the IDA19 PCs, and IDA's financing toolkit. The Special Theme prioritized support to help IDA FCS countries address higher poverty rates and lagging progress in reducing extreme poverty, which is essential for progress on the SDGs, including [SDG 16](#).

Figure 2.8.
Beneficiaries reached in IDA FCSs has increased from IDA18 to IDA19



The WBG accompanied these efforts by increasing its staffing footprint in IDA FCS countries. The WBG invested considerable efforts in the commitment to increase its staffing footprint in FCS countries. Focused measures included a dedicated recruitment drive that aimed to attract the right talents with the right skills to deliver for IDA FCS clients. The Bank enhanced incentives and assignment benefits for staff in FCS locations, developed learning targeted specifically to FCV issues, and put support in place for staff based in FCS locations. Staff with FCS experience also receive support on mobility and career advancement. The efforts yielded steady increases in the FCS footprint. The WB was on track to exceed the target of 750 staff working in FCS by the end of IDA19. Following political and security disruptions in Afghanistan and Myanmar, 30 staff transitioned out of assignments in those countries, resulting in a final count that was slightly

short of target. Recruitment efforts continued beyond the end of the cycle and had already reached 747 staff by the second quarter of IDA20, in FY2023.

The IDA19 FCV financing toolkit provided tailored support to IDA FCS countries and medium- to long-term solutions for refugees and host communities. Introducing the FCV Envelope enabled IDA19 to respond with greater agility and tailored support corresponding to the first three pillars of engagement of the FCV Strategy, namely: (i) preventing violent conflict and interpersonal violence; (ii) remaining engaged during conflict and crisis situations; and (iii) helping countries transition out of FCV. The fourth pillar of the FCV Strategy, mitigating FCV spillovers, was supported by the Window for Host Communities and Refugees (WHR). In addition to providing financing, both the FCV Envelope and WHR supported structured policy dialogue that aimed to address drivers of fragility. Chapter 3 discusses the FCV Envelope and WHR.



Toward the end of 2020, I picked up a big regional operation. I'd never been to any of those countries, and we had no field supervision whatsoever. I was quite worried about what was going on, on the ground. So, I invested heavily in building up my local teams. I was getting the same supervision budget, but I was not travelling, so I was able to use that to bring in two or three additional local consultants who could be there on the ground. That was a hit and miss because you are hiring people you've never met. Some of them worked out very well.

Some of them didn't.

- Social Development TTL



Risk and Resilience Assessments (RRAs) and other FCV assessments aimed to strengthen the FCV sensitivity of programming in IDA FCS countries. RRAs, in concert with other analytics such as CCDRs and CPSDs, informed country programming and regional engagements. All IDA FCS country engagement products³¹ approved during the cycle outlined how the WBG could help address the drivers of FCV and build on sources of

resilience. In countries accessing the FCV Envelope, this was further augmented by recalibrating portfolios and pipelines to address drivers of FCV and strengthen resilience. Where FCV drivers are not directly addressed by IDA, given its mandate and comparative advantage, IDA increasingly collaborates with other development and humanitarian actors across the humanitarian-development-peace nexus, and will continue working to expand these partnerships.



The FCV Special Theme prioritized service delivery with a focus on gender equality, disability inclusion, and digital solutions in IDA FCS countries. As IDA responded to the COVID-19 crisis, it met a key PC to support improvements in social sector service delivery that address differential constraints faced by men, women, and persons with disabilities. During IDA19, disability-focused design gained prominence, resulting in a steady increase in the number of disability-inclusive projects. The pandemic also increased the demand for digital solutions, and IDA19 scaled up the use of digital tools such as the [Geo-Enabling initiative for Monitoring and Supervision \(GEMS\)](#) for enhanced project implementation, supervision, monitoring and coordination. GEMS helped strengthen digital capacity and enabled clients to establish their own data collection and monitoring systems. Haiti, for example, used GEMS to track urgent livelihood support for some 40,000 families and farmers during the pandemic, and the technology now serves as the backbone for agriculture sector monitoring. GEMS has also proven an effective tool for coordination and to supporting partners on the ground to enhance development monitoring, including for the African Development Bank (AfDB), which has adopted GEMS as its in-house method for project supervision.

Box 2.2 Addressing the regional dimensions of fragility

A key element in operationalizing the FCV Strategy is scaling up regional and cross-border programs focused on key FCV drivers and risks. Risk and Resilience Assessments are the World Bank's primary diagnostic tool to understand FCV drivers as well as risks and sources of resilience. They promote a sharpened and nuanced approach to FCV and related risks, offering strategic and operationally relevant recommendations.

RRA have been undertaken to inform both cross-border and country programming to address the regional dimensions of FCV. For example, the West Africa Food Security Project addresses the interconnected drivers of fragility through food system risk management and natural resource management. It aims to mitigate conflict risks, economic shocks, and environmental fragility. Implementation is underpinned by a strong analytical program. Research products it has developed include: [A Blueprint for Strengthening Resilience in West Africa](#); [Regional Risks to Agriculture in West Africa: Agricultural Risk Impacts, Management Measures and Financing Mechanisms through a Regional Lens](#); [Understanding the Climate Change and Conflict Nexus in West Africa: A New Approach for Operationally Relevant Vulnerability](#); and [Digital Climate Information and Agriculture Advisory Delivery Mechanisms in West Africa](#).



Reflections on IDA19

As IDA support to FCS has scaled up significantly in recent cycles in terms of programming, portfolio and staff, IDA is also increasingly subject to the unpredictability inherent in these settings. Inevitably, some FCS countries experienced security, humanitarian, and/or socio-economic setbacks during the cycle, in some cases disrupting relationships with key partners. In some countries, political transitions shifted priorities. Elsewhere, increased violence halted progress on certain milestones agreed through FCV Envelope processes. Four of the 13 countries that gained access to the FCV Envelope in IDA19—Burkina Faso, Chad, Mali, and Sudan—saw political shocks in the form of *coup d'états* or unforeseen political transitions. Similar shocks also occurred in IDA FCS countries that were not eligible for the FCV Envelope, including Afghanistan and Myanmar. The shocks paused, delayed and, in some cases, halted dialogue and operations. The diverse FCV challenges observed during the cycle underscore that effectiveness requires long-term and context-driven approaches that can respond to both progress and setbacks. A Mid-Term Review of the FCV Strategy is expected in FY24, providing an opportunity to consider some of the identified challenges in greater depth.



2.2.5. Governance and Institutions

IDA19 Results

RMS data demonstrates that IDA continued helping countries build the foundations for growth and development through support for strong institutions and sound fiscal management. To address the growing risk of unsustainable debt, IDA has increasingly emphasized the importance of debt transparency and surpassed the RMS expected value for countries supported to publish annual and timely public debt reports, reaching 41 countries. As the COVID-19 response has constrained countries' fiscal space, IDA is helping countries curb illicit financial flows (IFFs); IDA19 supported 14 countries to take IFF-related actions, exceeding the expected value on this indicator. Given the potential for data to generate critical insights and inform decision-making across all dimensions of development, IDA continues to support countries to improve the quality and availability of data. IDA19 provided statistical capacity-building support for the implementation of household surveys to 54 countries, half of which are countries affected by FCS, falling just one country short of the expected value for this indicator.



We very quickly developed a set of technical notes to support the governments to respond to the pandemic within their public financial management and budgetary system constraints. Many of them used the notes not only to respond to the pandemic but to put together a more flexible and sustainable public financial management system that would allow them to respond to potential emergencies that may arise in the future.

– Governance TTL

The project I led pushed the frontier of institutionalizing a system of citizen engagement within World Bank operations and created a Citizen Engagement committee. When the Bank team was not able to travel around the country, the civil society networks were the boots on the ground, working with the districts and having a strong role in monitoring and oversight of service delivery.

– Governance TTL



IDA19 continued the Governance and Institutions Special Theme introduced in IDA18, with a focus on how good governance and accountable institutions can facilitate progress toward the SDGs. High rates of extreme poverty in IDA countries reflect limited resources, but also misaligned policy incentives, weak institutional capacity, inequality, and exclusion. The quality and implementation of public policies, and institutional effectiveness all contribute to governments' abilities to respond. PCs under the G&I Special Theme aimed to address governance breakdowns in institutional quality that affect economic and social development, slow growth, weaken government service delivery, and constrain citizens' mechanisms for holding governments to account. The work aligned with [SDG 16's](#) objective of promoting peaceful and inclusive societies for sustainable development, providing access to justice for all, and building effective, accountable, and inclusive institutions at all levels.

IDA achieved nine of 12³² policy commitments related to debt and fiscal management, leveraging technology for better governance, and improving policy-making processes. Coordinated efforts under the joint WB/International Monetary Fund (IMF) multipronged approach including through IDA's Sustainable Development Finance Policy, and WB operations promoted debt transparency in 31 countries, exceeding the target of 25. Burkina Faso offers an example of how sustainable capacity can be built to improve regular debt reporting over time, even in difficult circumstances (Box 2.3). Plans for in-depth analyses of human capital financing were initially delayed by the immediate-term focus on pandemic response. However, as IDA19 progressed, 23 countries took structural measures to improve the long-term sustainability of human capital financing beyond the crisis-related surge, exceeding the target of 15 countries. Fourteen countries took action on IFFs to improve domestic revenue mobilization. Kenya and Uganda implemented tax evasion modules and are currently undertaking in-depth self-assessments. Another 14 countries took IFF-related policy actions. Forty-nine countries began to modernize public service delivery and/or improve efficiency in procurement with technology. These measures can strengthen access to services for vulnerable people and help stimulate openness, transparency, accountability, and nondiscriminatory action in procurement. The advent of the pandemic increased demand for pandemic preparedness plans, which were completed in 37 countries, exceeding the initial target of 25.



There was surely a shift in funding and priorities in the countries that I worked in, but in most countries, the data agenda was prioritized. When the pandemic hit, we realized how important it is to optimize data collection that is conducted completely remotely through phones, and to invest in infrastructure in national statistics offices, for example by preparing lists of representative phone numbers that can be called when a shock happens.

-Poverty and Equity TTL



IDA19 enhanced statistical capacity to inform evidenced-based policy actions and fostered greater citizen engagement in policy measures. Thirty-one countries built statistical capacity to improve evidenced-base policymaking. The Data for Policy Initiative (D4P) helps countries develop and use the data they need to monitor implementation of national policies and development plans, including the SDGs.³³ A regional approach to implementing D4P gained traction during IDA19. Harmonized regional indicators can strengthen data quality and complement well-functioning national systems. Investments in promoting stakeholder engagement reached 40 percent of IDA countries. IDA19 created and enhanced platforms that allow stakeholders, including women and vulnerable groups, to partake in policymaking and implementation, and to develop sustainable capacity for these stakeholders, to influence country systems.

Box 2.3 Burkina Faso: Opting for debt transparency to lower borrowing costs

Since 2015, Burkina Faso, an FCS country, has been the target of terrorist attacks that resulted in population displacements and increasing security costs. Between 2015 and 2020, the Government's gross financing needs tripled, followed by an increase in borrowing to close the gap. The country's debt management office adopted a strategy of debt transparency to expand its investor base and improve borrowing conditions. With support from IDA, Burkina Faso published its first comprehensive Statistical Debt Bulletin in March 2021. Its commitment to transparency and disclosure are showing the first positive signs. As it continued timely publication of the Statistical Debt Bulletin over the past two years, the country's borrowing costs have gradually decreased for all debt instruments, and it has extended the maturity of bonds from five to ten years to mitigate liquidity risks. As described in the feature story [Why One African Country Opted for Full Disclosure on Debt](#), access to regional capital markets and financing costs have remained favorable.

Box 2.4 Leveraging Civil Society and Citizen Engagement

IDA promotes engagement of citizens and civil society organizations in monitoring government performance and aims to foster citizens' participation in decision-making. The cycle piloted innovative approaches, with joint support from Bank and the Global Partnership for Social Accountability (GPSA), the Extractive Industries Transparency Initiative (EITI). Altogether, IDA19 helped create or strengthen multistakeholder platforms in 30 countries, fulfilling the PC on this topic. Successful examples like those below will shape IDA's efforts as it continues to scale up and systematize citizen engagement and social accountability measures in its delivery model.

- In Mauritania, GPSA supported CSO Eco-Développement (Ecodev) to engage parent-teacher associations, teachers, students and principals in school committees in 40 primary schools. The initiative involved stakeholders in improving Ministry of Education accountability mechanisms and addressing education governance challenges. The participatory monitoring of schools led to legislative changes in Parliament, and new government decrees and policies. The legal updates 1) created 1,000 new school committees and a monitoring mechanism to ensure their effectiveness, 2) introduced measures to curb teacher absenteeism and truancy and strengthened competencies of primary school teachers, 3) increased the budget allocation for education, and, 4) introduced distance learning. A new IDA-financed education operation, the Basic Education Support Project (PASEB II) is now supporting the committees, which will work to improve learning quality, increase access to school, fight against disparities, manage textbooks and school supplies, and help monitor teacher attendance.
- In Sierra Leone, Oxfam Sierra Leone and the Institute for Governance Reform led a GPSA-financed project to empower citizens to help target health and education sector investments in the post-Ebola recovery effort. Project partners launched the first Service Delivery Index (SDI) in March 2021, based on feedback from service staff, 3,960 households, 490 peripheral health units, and 660 schools. The index captures the state of education and health service delivery and the sectors' responses in the wake of COVID-19. It describes geographical disparities in quality and quantity of access. The SDI report helped catalyze multi-sector communication. After it was submitted to parliamentary oversight committees in August 2021, parliamentarians debated its findings ([video of debate](#)). The debate generated recommendations for overcoming service delivery gaps and disparities in access to services, while also building trust between civil society and Government.
- In Malawi, the WB's Country Partnership Framework embeds a citizen engagement roadmap. Drawing from project experience, the roadmap aims to move beyond "box checking" to institutionalize citizen engagement at the macro, sector/systems, and portfolio levels. CSOs and civil society stakeholders have joined project missions and engage with project implementation. The roadmap promotes economies of scale and iterative learning across the portfolio. Three key lessons have emerged. First, Malawi has demonstrated how citizens can shift power asymmetries through collective action and social mobilization. Second, increasing transparency and access to information requires simultaneously improving information accessibility to, and actionability by, citizens to be effective. Third, citizen engagement can be leveraged well beyond individual project level impacts – laying out a framework for its role in improving broader governance effectiveness.



IDA countries with low tax-to-GDP ratios made progress in domestic resource mobilization. During the COVID-19 lockdowns, countries introduced tax relief measures for households and businesses facing a sudden loss of income. Although these measures were important to protect lives and livelihoods, they caused a sharp contraction in tax revenues. IDA continued to support countries in strengthening their tax systems, prioritizing the 36 countries with tax-to-GDP ratios consistently below 15 percent. In the face of tax relief measures and shrinking tax handles linked to the pandemic, the results of these efforts fell somewhat short of the G&I PC target to improve the average ratio by 1 percentage point. Nevertheless, IDA countries with low tax to GDP ratios concluded the cycle in a more favorable position, with an average increase of 0.33 percentage points in their tax-to-GDP ratios compared to the start of the cycle.

Reflections on IDA19

Despite strong interlinkages with other Special Themes, G&I commitments may be challenging to advance when country portfolios are small and narrowly focused. Two additional PCs under the G&I Special Theme fell slightly short of targets. Eighty-three percent of active FCS countries³⁴ received support to strengthen core government functions to address FCV drivers. The result fell short of the 95 percent target because the focus of country portfolios in several small FCS countries did not provide scope for the intervention during the pandemic. Going forward, this work will continue, guided by the IDA20 policy package. IDA supported 19 countries to address governance constraints to the development, financing, and delivery of quality infrastructure investments, just short of the target of 20. The work underscored the cross-cutting nature of G&I, and the value of consolidating governance priorities across sectors under a unified framework to structure dialogue and prioritize action. G&I will continue as a Cross-cutting Issue under IDA20.

Another lesson from IDA19 relates to technology adoption and institutional reform. The implementation of e-Procurement under IDA19 demonstrated that IDA countries most benefited not from the adoption of an electronic procurement system, but rather by radically transforming public procurement practices in line with the adoption process. This showed how technology adoption and institutional reform can be mutually reinforcing.³⁵

2.3. Cross-cutting Issues

The IDA19 policy package introduced Cross-cutting Issues to help ensure a systematic focus on priorities across Special Themes. Human capital, debt, disability inclusion, and technology were identified as issues that cut across Special Themes and the broader IDA portfolio, with the objective of strengthening coherence and maximizing synergies.



2.3.1. Human Capital

As COVID-19 and its consequences threatened to reverse decades of human capital gains, IDA19 dramatically expanded the reach of its human capital programs for the most vulnerable. The context of IDA19 heightened both the importance and the difficulty of delivering on human capital. IDA's efforts helped cushion setbacks by strengthening health systems' delivery capacity, supporting education systems, and providing critical social safety nets for millions of vulnerable people in the face of a sharp economic contraction. In Ghana, for example, IDA supported the government in delivering remote education to an estimated 4.45 million students and provided over 5.8 million children with daily school meals and sanitation kits.³⁶ Building on decades of support provided over previous IDA cycles, all Tier 2 human capital indicators reported in the RMS met or exceeded their expected ranges. For two indicators—beneficiaries of social safety nets and people provided with improved urban living conditions—IDA19 exceeded in two years the results achieved over the three years of the IDA18 cycle. During IDA19, social safety net programs helped 170 million people weather shocks. This represents more than a sevenfold increase compared with IDA17 and is almost equivalent to the total population of Bangladesh. IDA19 provided basic nutrition services to 114.4 million women and children, reaching beneficiaries in 81 percent of the IDA countries suffering from acute food insecurity. Average annual results for most human capital indicators were higher in IDA19 than in IDA18. However, the share of beneficiaries reached in FCS countries varied across human capital indicators. For example, while 53 percent of beneficiaries for deliveries attended by skilled health personnel resided in FCS countries, the FCS share of people provided with improved sanitation services was only 16 percent.



The Ethiopian Public Health Institute (EPHI) is the Ethiopian institution, which together with the Ministry of Health, leads the country's fight against COVID-19. When COVID-19 came to Ethiopia in March 2020, we were not organized as such. There were so many unknowns regarding the COVID-19 pandemic, and the tools we had for fighting it were limited. The National Metrology Institute of Ethiopia (NMIE) gave priority to EPHI's needs and organized workshops, provided tools and engineering support to help us maintain our mechanical ventilators, oxygen concentrators, patient monitors, electrocardiograms, suction machines, etc. NMIE's support during our fight against COVID-19 has been irreplaceable.

-Logistics Coordinator, EPHI, Addis Ababa



Sharply heightened demand for human capital financing led IDA to double its support compared with the prior 10-year period, to an annual average of \$10.4 billion. Programs were repurposed and reprioritized in many IDA countries. For example, primary health-care programs were expanded to address emerging needs, such as support for isolation and treatment centers for COVID-19 patients and the procurement of PPE, medical oxygen, ventilators, and vaccines. Education programs quickly responded to the crisis to ensure continued virtual learning and service delivery during school closures. And many social protection programs that primarily focused on the rural poor pivoted to also cover vulnerable informal workers in urban areas.

As IDA expanded its financing and operations, it met and, in some cases exceeded, key PCs, particularly Adaptive Social Protection. IDA19 supported improved skills and employability toward more and higher-quality jobs, considering the differential constraints facing young women and men, and people with disabilities in 14 countries against a target of 10. IDA19 also saw strong performance on GBV prevention and responses, and on sustainable human capital financing, as well as on women's empowerment through quality health care, and social services for disadvantaged groups in FCS countries. And while the ambition of the PC target relating to adaptive health and social protection and to pandemic preparedness plans was increased to 35 countries at the MTR, the target was still exceeded.

Figure 2.9.
IDA19 performance – Human capital indicators overshoot

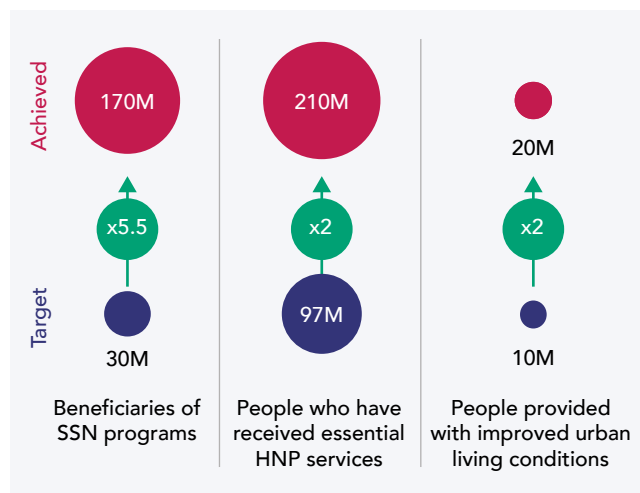
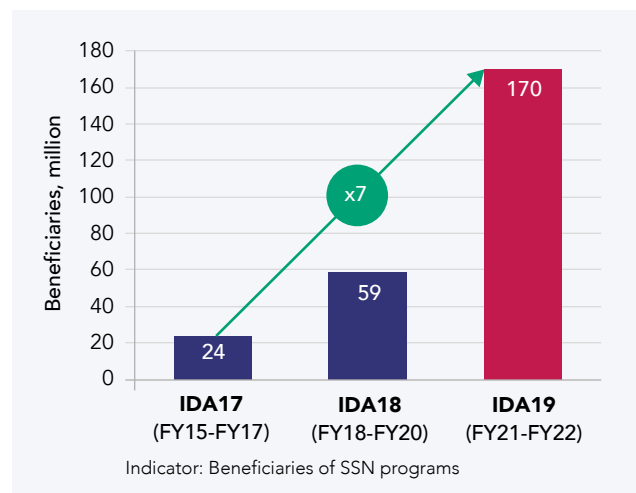


Figure 2.10.
Beneficiaries of SSN programs have increased sevenfold since IDA17



Human Development (HD) operations faced the challenge of balancing an unprecedented emergency response with sustaining the provision of essential service delivery for elderly, young, and vulnerable populations. Delivering these services became increasingly difficult due to the pandemic. Notwithstanding the challenges, IDA maintained a focus on the long-term agenda of improving basic service delivery; strengthening systems; expanding coverage, equitable access, and quality, and supporting employment opportunities to bolster economic recovery. It was necessary to ensure the protection of essential workers and beneficiaries in both emergency response and service delivery to prevent or reduce the risk of infection. This often involved implementing new procedures or making additional investments, for example, conducting COVID-19 or temperature screenings, providing additional sanitation measures, and implementing physical distancing protocols when delivering routine health services, education, and social assistance. As understanding of COVID-19 transmission and risks evolved, so too did IDA's approach to providing emergency response and service delivery. Alongside a surge in new financing, existing HD operations were reprioritized and restructured to respond to changing needs. It is important to note that effective pandemic responses in partner countries built on decades of health systems strengthening. Often the largest external financier for health systems, IDA provides support at scale to help smooth the way for governments to maintain, improve, and expand essential services.

A key lesson from IDA19 was the importance of resilient, adaptable, and adequately resourced systems. Across the HD sectors, countries with robust systems that included data, institutional and operational flexibility, and a level of preparedness for shocks were able to respond more effectively to pandemic-related disruptions. Some leveraged innovations that improved their effectiveness. At the same time, countries with weaker systems tended to have more significant human capital vulnerabilities and were hindered in their responses.

Health: The MPA framework project—*The COVID-19 Strategic Preparedness and Response Program*—helped IDA rapidly scale up health operations for pandemic response, helping save lives in IDA countries. The MPA provided a template of key documents with common components, operational flexibility, shorter clearance times, and delegated approvals. The WBG has been supporting the largest vaccination effort in history to stop the

COVID-19 pandemic. To aid IDA clients, an emergency operations center staffed by experienced Bank staff and consultants was established to assist task teams in addressing common operational challenges and expediting services, such as Bank-facilitated procurement. The COVID-19 MPA offers a model of a Common Framework (CF) for future WBG-wide global programs in strategic priority areas, such as climate change, pandemic preparedness and resilience, or fragility.

37 IDA countries
supported to implement pandemic
preparedness plans



During COVID-19, we drew on the experience from the Ebola crisis by having School Safety Protocols in place and equipping schools with face masks, soaps, buckets, and infrared thermometers.

—Head Teacher of a Primary School, Sierra Leone



The pandemic exposed the need for more extensive preparedness and resilience building measures to prevent far-reaching social and economic consequences. The 2003 Severe Acute Respiratory Syndrome (SARS) outbreak, the 2014–16 Ebola outbreak in West and Central Africa, and the 2015–16 Zika outbreak had highlighted the need for heightened focus on disease prevention, preparedness, and response to safeguard lives and prevent macroeconomic shocks and costly emergency response measures. However, the same cycle of “panic and neglect” followed each event, leaving many IDA countries ill-prepared for the COVID-19 pandemic. Reflecting this reality, a Governance and Institutions PC supported 37 IDA countries to implement pandemic preparedness plans. The support exceeded the target of 25 countries, as IDA countries saw how plans could bolster their readiness for future crises. IDA countries were also able to draw on the existing Health Emergency, Preparedness and Response Program to complement IDA financing, with some countries better prepared following engagement in regional programs, such as the West Africa Regional Disease Surveillance Systems Enhancement project.

Box 2.5 IDA's response: Strategic preparedness and response program using a Multiphase Programmatic Approach

As the pandemic unfolded in early 2020, the WBG acted quickly to support IDA and IBRD countries to respond.

A Fast Track COVID 19 Facility was established in March 2020, totaling \$14 billion (\$6 billion from IDA/IBRD, and \$8 billion from IFC). Shortly thereafter, the Bank used emergency procedures to prepare the Global COVID-19 MPA for the first time at global scale. On April 2, 2020, less than a month later, the Board approved a \$6 billion financing envelope for the Global COVID-19 MPA. The WBG financing allocated specifically for health response has included \$6 billion for the Global COVID-19 MPA, \$2.7 billion in the existing Bank portfolio redirected to COVID-19 response, and \$4 billion in IFC's Global Health Platform. In October 2020, additional financing was approved to significantly expand Bank support to client countries, including for newly developed COVID-19 vaccinations, bringing the total close to \$25 billion. The MPA was designed to facilitate a particularly swift response through a COVID-19 Strategic Preparedness and Response Program.

The SPRP rapidly committed substantial resources, complementing funding by countries and activities supported by other partners, for a rapid emergency response to the pandemic. As of January 16, 2023, total commitments under the MPA operations (including the additional finance approved in October 2020) stood at \$14.3 billion, with total disbursements at \$9.35 billion or 65 percent of overall commitments. The MPA operations were launched in 23 FCS countries, while the additional finance operations are being implemented in 32 FCS countries. The MPA and additional financing operations are benefiting about 4.1 billion people, or about 51 percent of the world's population, in 98 countries. By November 2022, 632 million COVID-19 doses had been purchased with WB financing, of which 484 million have been delivered. Half of Bangladesh's population accessed vaccinations with support from IDA through procurement of vaccines and syringes.

The MPA Program managed to achieve economies of scale with limited resources, notwithstanding considerable uncertainty and multiple constraints in the early stages of the pandemic. The flexibility enabled by the MPA design facilitated adjustments to accommodate emerging evidence and evolving needs at the country level. The Bank's emergency response was particularly swift in the most vulnerable countries facing human capital and development losses.



The focus on the COVID-19 surge response, along with weaknesses in underlying health systems, posed risks to the provision of essential health services, such as prenatal care, childhood vaccinations, Human Immunodeficiency Virus (HIV) prevention and treatment, Tuberculosis (TB) treatment, and non-communicable disease prevention and treatment. Globally, widespread disruptions led to a “secondary pandemic” and the reversal of decades of gains made in improving health outcomes. Aware of the potential risks, IDA remained focused on supporting clients to deliver these essential health services and to mitigate losses. IDA countries were also able to use the support from the Global Financing Facility for Women, Children and Adolescents to protect essential services. As a result, over the IDA19 cycle, IDA achieved or slightly exceeded the target range of beneficiaries on nutrition services, routine vaccinations, and births attended by skilled delivery personnel.

Education: During school closures, country programs responded with innovations to ensure continued learning and service delivery. First, lessons were delivered virtually where internet and Wi-Fi infrastructure were available. In poorer contexts, lessons were designed for delivery through television and radio program broadcasts. Basic PPE was procured and distributed to schools and training institutions to facilitate the safe reopening of education institutions. This was combined with campaigns to prevent school dropouts and encourage parents to allow their children to return to school. For example, millions of students in Sierra Leone benefitted from IDA-supported distance learning and return-to-school interventions (Box 2.6).

IDA also supported skills development to help youth recover from employment disruptions caused by the pandemic. IDA19 supported 21 projects in 14 countries to improve skills and employability of youth, aiming to help them access more and higher-quality jobs as markets reactivated after the pandemic.³⁷ IDA19 projects also helped establish strategic partnerships to promote employment through regional market integration and value chains. For instance, IDA19 helped African Centers of Excellence develop higher-level skills development needs and innovative research in priority sectors with high employment potential.



Box 2.6 Limiting learning loss in Sierra Leone

In Sierra Leone, IDA helped limit children’s learning losses during the pandemic through the Free Education Project. A distance-learning component reached about 1.4 million children, including 700,000 girls, during the period when all schools were closed. A return-to-school component introduced COVID-19 prevention measures, equipping all primary and secondary schools with hygiene and safety products, such as face masks, soap, buckets, and infrared thermometers. About 2 million students benefited from this support.

“I like to listen to the radio program, as it is interactive and fun! Additionally, I received printing material as additional learning support,” said Fatmata, a Junior Secondary School Student.

Implementation of education projects in IDA19 underscored the importance of building resilient education systems. While closing schools initially was an important means of reducing COVID-19 transmission, repeated and extended closures led to immense learning losses.³⁸ The experience highlighted the irreplaceable role that schools play in facilitating socialization and providing equal opportunities to students. It also made clear that technology can enhance – but not replace – the essential role of teachers. Finally, a central lesson was that many education systems were ill-prepared for the sudden and extended lockdowns. Building resilient education systems requires a national vision and plan, technology ecosystems to close the digital divides in connectivity, devices, digital teaching, and access to learning content. And it requires teachers trained on technology as well as parents supportive of the education process at home and in communities.

Social Protection: IDA's scale-up of social protection support was comparable to its scale-up for the health sector. In fact, in FY21, the highest volume of IDA commitments went to social protection operations, saving lives and livelihoods by helping to smoothen and mitigate consumption shocks. The MPA included social and financial support for households for two reasons. First, the adverse effect of health impacts and COVID-19-related restrictions on jobs and livelihoods would require significant mitigation to prevent sudden, deep, and potentially irreversible income losses, which would in turn have adverse impacts on people's health and well-being. Second, social assistance would provide households with a financial cushion to allow them to adhere to COVID-19 mobility restrictions and quarantine rules by providing the financial wherewithal to stay home rather than being forced to enter busy marketplaces or city centers to trade goods. The value of COVID-tagged social protection projects reached \$6.1 billion over IDA 19.

Box 2.7 Adjustment to the Ethiopia Urban Productive Safety Net

In response to the COVID-19 pandemic and economic downturn, the Ethiopia Urban Productive Safety Net Project adapted its modalities and expanded its coverage to provide temporary cash transfers to the urban poor who had lost their jobs and livelihoods due to the crisis. When the COVID-19 virus first hit, the project team acted quickly to distribute soap and gloves to beneficiaries. It also temporarily suspended the public works requirement to receive benefits until COVID-19 sensitive guidelines were developed that allowed beneficiaries to work at a safe distance from one another. To enable beneficiaries to afford food amid rampant price gouging, the program advanced three months' cash transfer payments in one single payment and later increased the benefit amount.



IDA's social protection response largely built on preexisting engagement, demonstrating how sustained engagement pays off in the long term. Fortunately, many social protection projects supported by IDA already included a shock-response or contingency element to counteract economic, social or climate shocks. A recently published guide to their design and usage provided an important source of expertise.³⁹ Established programs that included adaptive or shock-response measures and had better delivery systems were able to respond most quickly to the new needs. Given the life-line nature of social assistance to many long-term poor in IDA countries, a priority challenge was to simply maintain programs while avoiding direct physical contact. IDA worked with clients to adjust and adapt tools and design features, such as payment methods. Programs that were designed with conditions were altered, for example the work requirement was temporarily dropped from cash-for-work programs or the requirement to attend classes was waived where schools were closed. Digital registration, identification systems, onboarding, and payments were expanded or introduced where possible, including in FCV settings. In-person payment sites required social-distancing, mask-wearing, temperature checks and handwashing, and the use of biometric fingerprints to authenticate identity was scaled back.

2.3.2. Debt

Public debt was established as a cross-cutting theme under IDA-19 to address vulnerabilities in a comprehensive and integrated manner. The main building blocks of IDA's support to help client countries mitigate debt vulnerabilities have remained consistent over time and are aligned with the joint World Bank-IMF multi-pronged approach (MPA) on debt. The debt MPA has been instrumental in scaling up capacity development, debt transparency efforts, and creditor outreach, and has achieved important progress.⁴⁰ The framework aims at strengthening public debt transparency and capacity development through technical assistance, tools for public debt analysis, enhanced integration of assistance in operations, and the adaptation of World Bank and IMF policies. It also aims at strengthening outreach activities to creditors, which led, among other things, to the development of the G20 bilateral financing self-assessment tool.

Significant TA support is provided to IDA-eligible countries on debt policy and debt management issues, through the Debt Management Facility (DMF). The DMF is a multi-donor trust fund which offers advisory services, training and peer-to-peer learning to help more than 80

developing countries strengthen debt management capacity, processes, and institutions. The DMF continued to support TA despite the impacts of COVID-19. In FY22 alone, the DMF delivered 116 activities, which was the highest number of missions and trainings since inception of the third phase of the program.

The World Bank and the IMF supported the implementation of the G20 Debt Service Suspension Initiative (DSSI). The DSSI provided eligible countries with temporary liquidity and fiscal space to address the effects of the pandemic. Forty-eight out of 73 eligible countries participated in the initiative between May 2020 and the end of 2021, benefitting from \$12.9 billion in suspended debt service payments. The three largest beneficiaries of the DSSI for both 2020 and 2021 were Pakistan, Angola, and Kenya. The World Bank supported DSSI implementation by monitoring spending, enhancing public debt transparency, and ensuring prudent borrowing. The World Bank and the IMF are also supporting the implementation of the Common Framework for debt treatments beyond the DSSI. During the two-year period, IDA committed significant concessional resources to three countries that had requested debt relief under the Common Framework, representing over \$4.4 billion in concessional support to Ethiopia (of which \$2.6 billion was in grants), \$1 billion to Chad all on grant terms, and concessional support on blend terms Zambia of \$0.7 billion. Blend terms include a grant element of 35 percent. The financing to Zambia thus represented the equivalent of a \$200 million grant.

Country authorities, the World Bank, and the IMF brought Sudan to a Decision Point under the Highly Indebted Poor Countries Initiative in June 2021. In June 2021, Sudan became the 38th country to begin receiving debt relief under IDA's enhanced Heavily Indebted Poor Countries Initiative. Upon reaching this milestone, known as the HIPC Decision Point, IDA began providing debt relief to support Sudan in implementing essential reforms. The debt relief freed up resources to tackle poverty and improve social conditions. The Decision Point also marked the normalization of Sudan's relations with the international community, enabling access to critical additional financial resources to strengthen the economy and improve social conditions. Ahead of this milestone, and recognizing the once-in-a-generation window of opportunity for Sudan to chart a path out of FCV, IDA was quick to make full use of its instruments to support the transition. IDA provided pre-arrears clearance grants of \$410 million through the Sudan Family Support Program. Key to Sudan's reengagement was the clearance of its

arrears to IDA, which was made possible through a \$1.15 billion bridge loan from the United States and reimbursed with the proceeds of an IDA Development Policy Grant primarily funded from IDA's Arrears Clearance Set Aside. Following the arrears clearance, and subsequent Decision Point milestone, IDA unlocked nearly US\$2 billion in grants for poverty reduction and sustainable economic recovery. This financing was matched by \$410 million of financing from other donors aimed at facilitating Sudan's reengagement.

Under the World Bank's broader debt agenda, IDA19 introduced the Sustainable Development Finance Policy, an initiative to address debt vulnerabilities and complement debt-related policy commitments. The median government debt-to-GDP ratio in IDA countries reached 46 percent in 2018. At the start of IDA19, 37 of 68 IDA countries covered by the joint WB-IMF Low Income Countries Debt Sustainability Framework were assessed to be at high risk of debt distress or in debt distress. The countries were disproportionately FCV and/or Small States. Under the JET and G&I Special Themes, the World Bank systematically addressed sustainable financing in countries at moderate or high risk of debt distress and supported improved debt transparency. The SDFP was also launched during the cycle in coordination with the World Bank-International Monetary Fund Multipronged Approach to address debt vulnerabilities. It replaced the Non-Concessional Borrowing Policy (NCBP), which had been in place since 2006. It was designed to apply to all IDA countries, address both external and domestic public debt, incentivize reforms, and promote creditor coordination. The SDFP is structured around two pillars.

The SDFP's Debt Sustainability Enhancement Program (DSEP) pillar incentivizes progress toward sustainable borrowing and investment practices. Under the DSEP, all IDA countries are screened annually for debt-related vulnerabilities and required to prepare Performance and Policy Actions (PPAs) if their debt vulnerabilities are elevated. Fifty-five IDA-eligible countries were required to prepare PPAs in FY21, and 58 were required to do so in FY22. PPA implementation included a strong focus on debt transparency, fiscal sustainability, and debt management. More than 90 percent of countries successfully implemented their PPAs. Those that did not were subject to a set-aside of a portion of their performance-based allocation (PBA) for the following fiscal year, which could be recovered if satisfactory implementation was completed within two years.⁴¹

IDA launched a Program of Creditor Outreach (PCO) under the second SDFP pillar to facilitate information-sharing, dialogue, and coordination among creditors. Building on IDA's global platform and convening role, the PCO aimed to promote joint action in addressing debt-related risks. Working closely with the IMF, other MDBs, and bilateral creditors, the PCO convenes partners at the global, regional, and country levels. Virtual ministerial-level discussions in September 2021 and April 2022 considered practical measures to promote debt transparency for sustainable financing.⁴² Virtual events for the Caribbean (July 2021), Pacific Island countries (November 2021), and Eastern and Southern Africa (February 2022) regions addressed topics specifically tailored to those regions and engaged more than 50 national and institutional stakeholders. As travel restrictions began to ease in the last months of IDA19, the PCO held its first in-country event in Uganda (Box 2.8). A November 2021 review by the WBG's IEG concluded that it was too early to assess the impact of the PCO,⁴³ but these initial events suggest that the PCO can be effective in convening a wide range of stakeholders to promote stronger collective action, greater debt transparency, and closer coordination between borrowers and creditors to mitigate debt-related risks.

Despite the challenging circumstances of the pandemic and other global crises and the intensive effort required, SDFP implementation progressed steadily and remained relevant. Globally, debt sustainability deteriorated during the pandemic and is expected to worsen further due to the fallout from the war in Ukraine. The impacts are particularly pronounced in IDA countries. Strengthening debt management, enhancing debt transparency, and improving fiscal sustainability through the SDFP are therefore critically important policy measures that can increase IDA countries' resilience to future shocks. PPA preparation during the cycle required intensive, often iterative, engagement, due to the demands of implementing COVID-19 responses. Implementation was delayed in some cases, but rigor and strong collaboration among Bank teams aided SDFP processes, and apart from two countries,⁴⁴ most PPAs were implemented successfully.

Box 2.8 Pilot Program of the Creditor Outreach in Uganda – Coordinated, country-level action as key to addressing debt vulnerabilities

The SDFP's first in-country outreach was co-hosted by the Government of Uganda in May 2022. The event comprised a conference to engage the public, civil society, academics and media in discussions about public debt, closed-door discussions between policy makers and strategic creditors, and focused trainings for technical personnel. The conference supported broad public awareness, while the closed-door sessions engaged strategically important Paris and non-Paris Club creditors as well as private sector creditors with the authorities. Participants candidly discussed the challenges and opportunities in financing Uganda's development priorities. Senior representatives of multilateral banks, IFIs, development partners and commercial banks discussed ongoing programs and pathways for increasing the Government's absorption capacity, enlarging the financing envelope, and creating much needed fiscal space. Participants agreed that closer collaboration between policy makers and financiers and development partners should contribute to enhanced debt sustainability. A separate technical workshop for the Ministry of Finance and officials from the central bank, many of whom are directly involved in implementing PPAs, promoted collaboration with WBG experts to identify future programmatic PPAs. It revealed some bottlenecks within the Ministry of Finance and has triggered some thinking within the Ministry. The PCO revived collaboration between authorities and creditors that had been dormant for several years due to the pandemic, revealed some bottlenecks that had affected the reform process, and prompted new thinking about how to improve proactive communications with creditors.



As SDFP implementation continues, countries that face capacity constraints will benefit from an incremental approach that focuses on building their capacities. Capacity constraints make it challenging for Small States and FCS countries to prepare new and transformative PPAs every year. The SDFP allows these countries to focus on two annual PPAs, rather than the three required in other countries, and ensures that country teams support authorities to articulate focused and impactful PPAs that realistically account for implementation capacity. Some PPAs are designed in a programmatic manner to build capacity incrementally. This process can support sustainable reforms as the DSEP continues. Accompanying DSEP with consistent global, regional, and country outreach through the PCO will be an important complement to support SDFP objectives. These and other lessons are explored in depth in the IDA20 Mid-Term Review of the Sustainable Development Finance Policy, which accompanies this IDA19 Retrospective.

2.3.3. Disability Inclusion

IDA19 scaled up support for inclusion of people with disabilities. All six disability inclusion commitments met their two-year adjusted targets. Five of the six exceeded the targets. Sixty-three percent of IDA operations supporting digital services and entrepreneurship in MSMEs included disability inclusion, against a target of 50 percent, and 14 countries were supported to improve the skills and employability of persons with disabilities, exceeding the target of 10. In IDA FCS countries, 14 country portfolios supported improvements in social sector service delivery for persons with disabilities (against a target of 10), while 16 countries were supported on universally accessible GovTech (against a target of eight). Between FY15 and FY21, 31 IDA countries received support to include a full or partial set of the Washington Group Set of Questions on Disability in statistical operations. This effort is helping to develop disability data that is comparable across countries.

A cross-practice Disability Inclusion Monitoring Committee (DIMC) on IDA19 ensured peer-to-peer learning, knowledge-sharing, and progress-monitoring. At the onset of IDA19, staff knowledge and regional uptake were identified as potential challenges to meeting the disability inclusion PCs, which led to the development of five technical guidance notes in the areas of Education, Social Protection and Jobs (SPJ), JET, GovTech, and Disability-Disaggregated Data. To build staff capacity on disability inclusion, the Global Disability Inclusion team hosted

clinics and offered project-specific TA to IDA task teams preparing projects. For example, the Global Disability Inclusion team organized a deep dive session on JET# 7 for focal points, task team leaders and practice managers in the WB's Finance, Competitiveness and Innovation Global Practice (GP) in Africa and South Asia.

But the IDA19 cycle provided clear evidence of challenges as well as lessons learned. Persons with disabilities were often at increased risk of contracting COVID-19 because information about the disease, including its symptoms and the methods of prevention, was not commonly provided in accessible formats such as print materials in Braille, sign language interpretation, captions, audio provision, or graphics. These challenges were not adequately captured through disability disaggregation in data collection on the impacts of the pandemic, which compounded the issue as it led to decreased attention on persons with disabilities during the rapid project preparation phases of COVID-19 emergency funding projects. Some IDA projects nevertheless addressed the needs of persons with disabilities, such as the Rwanda COVID-19 Emergency Response Project and Global Partnership for Education (GPE) Additional Financing on COVID-19 projects in Ethiopia, Nepal, and Rwanda.

The Inclusive Education Initiative MDTF invested in analytics to explore the effects of school closures and remote learning on children with disabilities and their families. The analyses helped to address the scarcity of information about how the pandemic impacted people with disabilities. The findings indicated that children with disabilities were significantly impacted by the pandemic, as they had reduced access to necessary assistive technology and accommodations at home, remote lessons were not in accessible formats, and a loss of daily living support that parents may not have been able to afford during an emergency. These lessons will inform the design of education, health, social protection, and digital development projects under IDA20 and beyond.

A key lesson from IDA19 was the importance of designing policy commitments in a manner that aids their monitoring. Disability inclusion was added to the IDA19 PC development during a later stage of the drafting process, and as a result, a few commitments had to be retrofitted to include disability. This led to some challenges in developing and implementing monitoring methodologies. The insight from IDA19 helped build the case for the standalone IDA20 PC#6 commitment under Human Capital Special Theme from the onset. The heightened focus on

disability inclusion in IDA19 also led to ripple effects in incorporating disability inclusion in pandemic-related projects. Additionally, IDA's experience had a spillover effect in IBRD client countries, with disability inclusion gaining traction in countries such as Romania, India, and Uruguay.

2.3.4. Technology

Driven by the pandemic, the Technology Cross-cutting Issue experienced strong demand and delivery. The COVID-19 crisis has highlighted the pressing need to bridge the digital divide in IDA countries, particularly in the context of recovery and long-term resilience efforts. Adopting transformative technology in these countries can help kickstart a green, inclusive, and resilient recovery. Of the seven Technology-related PCs, IDA met six, with results significantly exceeding their targets.

Technology played a role in four Special Themes. Under Gender and Development, project financing helped improve women's access to higher productivity jobs through digital skills development. Adoption of GEMS technology in FCS countries contributed to the FCV Special Theme and helped enhance project implementation, supervision, monitoring, and coordination. Technology contributed to G&I commitments by responding to demand for e-procurement systems and GovTech solutions and contributed to JET by incorporating digital financial inclusion and/or digital entrepreneurship elements in half of IDA-supported projects focusing on MSMEs. Digital financial inclusion, for example, was a focus of IDA support in Niger, where the number of mobile money accounts more than doubled. Furthermore, over 60 percent of citizens who gained the ability to make and receive mobile financial payments for the first time were women.

Box 2.9 The World Bank's Digital Economy for Africa (DE4A) Initiative and IDA19

IDA19 supported the creation of dynamic digital economies with the potential to transform private and public sectors and, ultimately, accelerate development. As a cross-cutting issue, digital development can support productivity growth in key sectors such as agricultural or trade, strengthen business continuity planning for governments and businesses in times of crisis, facilitate structural transformation of public service delivery, contribute to new, high-productivity sectors, promote new and more inclusive forms of market connectivity, and broaden job opportunities for all.

IDA is committed to closing the digital infrastructure gap. Thanks to the contributions of major IDA-supported initiatives such as the DE4A, access to broadband internet in Africa grew from 29 to 36 percent between 2020 and 2022, providing 21.2 million beneficiaries with new or enhanced access to broadband internet across 54 countries, including 40 IDA countries. First launched in 2019, DE4A supports the bold vision of the African Union's (AU's) Digital Transformation Strategy 2020–2030 to enable every African individual, business, and government to have broadband internet access by 2030.

DE4A supports a comprehensive approach. It combines connectivity infrastructure development, creation of new markets, construction of digital platforms for access to finance and markets, and strengthening of regulatory frameworks, and skills development. The cross-sectoral approach leverages a range of WBG instruments, expertise, and institutions, and helps to create a digital ecosystem with opportunities for broader economic growth, innovation, and job creation.

Relying on a sound analytical framework developed under DE4A, Digital Economy Country Diagnostics provide a snapshot of the digital economy in participating countries and recommend actions to inform national decision-making. Recommendations include a mix of possible policy reforms, investments, and capacity-building activities that all help advance key IDA priorities. Often building on the diagnostics, the WB has delivered 42 digitalization projects in support of DE4A, for a total value of \$6.13 billion in 30 African countries (including IBRD). These included the IDA19-financed FY21 Ethiopia Digital Foundations project (\$200 million to increase the inclusiveness and affordability of digital services and digital job creation) and the FY22 Ghana Digital Acceleration project (\$200 million to expand access to broadband, enhance the efficiency and experience of selected digital public services, and strengthen the digital innovation ecosystem). Eleven Development Policy Financing operations complemented these investments with connectivity-related Prior Actions in 10 countries. For example, the Cameroon Digital Economic Country Diagnostic, completed under IDA18, provided analytical underpinning and recommendations to the FY21 Third Fiscal Consolidation and Inclusive Growth DPF (\$100 million), which supported the telecom sector reform. It also informed the Acceleration of the Digital Transformation of Cameroon project (\$100 million) approved in FY22 which aimed to: (i) increase digital inclusion by providing comprehensive TA for legal, regulatory, and telecommunications policy reforms; (ii) expand broadband connectivity to rural areas; and (iii) foster the use of digital solutions in agriculture.

IDA continued to support expanded broadband penetration. While the JET target of supporting broadband penetration was marginally missed by one country, many countries experienced significant increases in broadband access, with notable benefits for women. Coverage expanded dramatically in Ethiopia (where 4G mobile network now reaches close to 95 percent of the population), in Cabo Verde (where half of current unique 3G+ mobile broadband subscribers are now female), and Niger (where mobile broadband penetration for women has more than tripled), while fixed broadband penetration has doubled in Rwanda. This expansion in access was accompanied by welcomed improvements in the quality of service. In Tanzania, for example, average download speed has more than doubled over the course of IDA19, while the price of monthly mobile internet service dropped twelve-fold in Ethiopia.

2.4. IDA’s Operational and Organizational Effectiveness: RMS Tier 3 Indicators

Despite the challenging context, IDA’s strong operational effectiveness, which is tracked in Tier 3 of the RMS, enabled its robust delivery of results across the Special Themes and Cross-cutting Issues. IDA19 saw a continued positive trend in satisfactory outcomes of its operations, as rated by the IEG. With nearly 85 percent of IDA operations achieving satisfactory outcomes (as a share of commitments), IDA surpassed the expected value on this

indicator. Country Partnership Frameworks have also seen a steady increase in satisfactory outcome ratings, with a 14-percentage-point increase since FY20, though this indicator did not quite meet the expected value. It is important to note that IEG outcome ratings reflect operations that closed during the IDA19 cycle and may not yet fully reflect the impact of the pandemic.

The Bank’s continual focus on improving the quality of its own performance supports strong project and country outcomes. IEG’s ratings of the Bank’s overall performance, performance at entry, and performance during supervision all saw improvements during the IDA19 cycle. Similarly, IEG ratings show a significant improvement in the quality of monitoring and evaluation (M&E) in IDA-financed operations, with that indicator increasing 14 percentage points since FY20, surpassing its expected value for the first time in FY22 (including for IDA FCS countries).



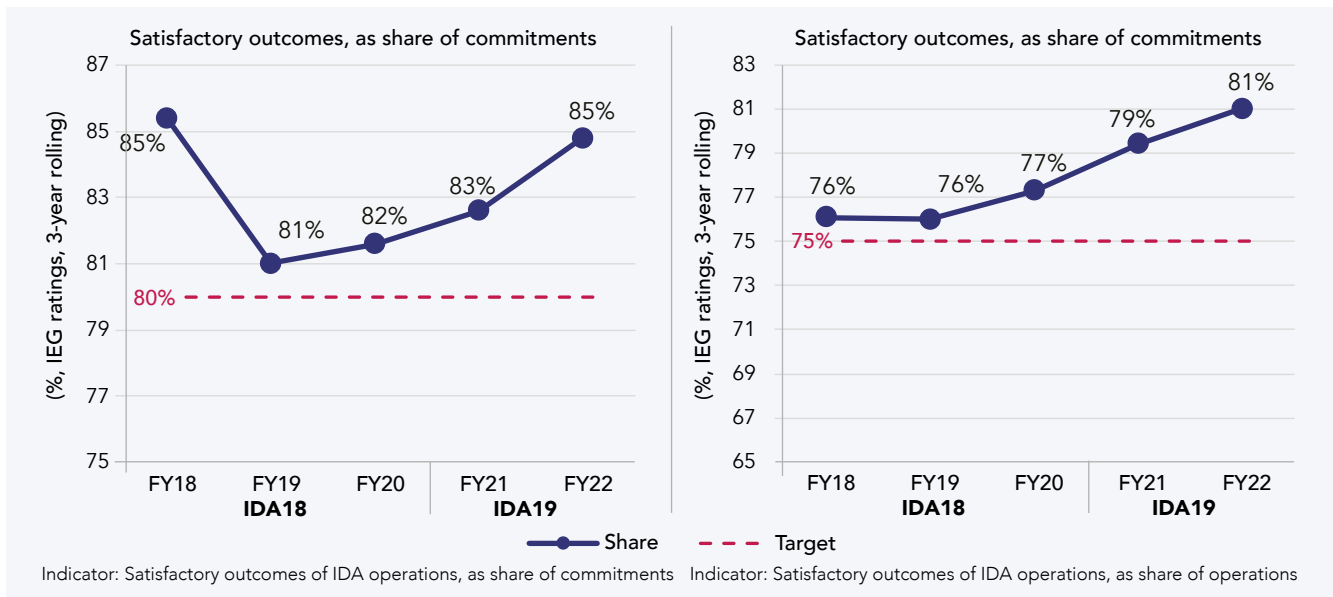
There was no time to pause in operations, as the client and beneficiaries were waiting for results on the ground. As a team, we found ways to overcome the extra layers of complexity that operational work faced during lockdown and the pandemic.

-Urban TTL



Figure 2.11.

Increasing Share of IDA Operations Achieve Satisfactory Outcome Ratings





In-person missions are really the problem-solving opportunities to discuss what's really working well and what we can do to adjust and improve. A lot of the projects really suffered from the absence of that. Some issues only emerge when you go and see them in the field. There are things that people told us about in person, which they will never tell you about in e-mail or on the phone.

-Social Development TTL



Despite disruptions caused by COVID-19, clients reported more positive feedback regarding WBG effectiveness, impact on results, responsiveness, and staff accessibility. This is noteworthy, given the challenges caused by travel restrictions and the broad impacts of the pandemic on many aspects of life. IDA took timely actions to address problem projects, as reflected in the proactivity index, which surpassed its expected value, including in FCS. Not surprisingly, the Facetime index in FCS countries declined significantly in FY21, but it started to show signs of recovery by FY22. One of the ways that IDA addressed constraints on travel was by building client capacity to collect and analyze geo-tagged data, using digital tools. IDA surpassed its expected value on this indicator. Overall, the quality of the World Bank's knowledge and TA remained strong, with 90 percent of Advisory Services and Analytics (ASA) having accomplished their objectives and positive client feedback on WBG knowledge in IDA countries. Finally, client feedback on WBG collaboration with other donors improved, though this indicator fell slightly below the expected value.



Work-life balance suffered. On top of the intense workload, we were all learning how to work online as well with people in different time zones, often learning as we went along about things like sending Webex invites. We also became accustomed to the 24/7 schedule where it became ok to call people late at night for anything. I think it's very important that we take time to go back to more normal work patterns.

- Africa Human Development Portfolio Advisor



Operational teams implemented measures to mitigate emerging risks related to the multiple crises, resulting in a stable proportion of high-risk projects in the portfolio. Mitigation measures included intensified client dialogue, hybrid and hands-on WB implementation support, use of third-party monitoring, capacity building and strengthening clients' own system, project restructuring as required, and collaboration with key partners including UN agencies. Average risk ratings in the IDA portfolio increased slightly in FY22, with 49 percent of all IDA operations and 53 percent of operations in IDA FCS rated as substantial risk by the end of FY22. Proactivity increased in FY22, in part due to the resumption in supervision travel.

Though challenging, private capital mobilization has steadily increased since FY20. Total private mobilization in IDA countries in FY22 was \$7.92 billion, a 50 percent increase from the amount mobilized in FY20. This includes \$4.88 billion from IFC, \$1.7 billion from the World Bank, and \$1.34 billion from MIGA. In IDA FCS countries, total private mobilization from the three institutions has more than tripled since FY20, reaching \$3.1 billion. Sixty-two percent of the total private mobilization in FY22 came from indirect mobilization.

As the pandemic amplified the impacts of inequality, IDA continued to emphasize inclusion. The use of beneficiary feedback indicators at design has reached nearly all IDA projects, standing at 98 percent. IDA has also focused increased attention on disability inclusion, through an RMS indicator monitoring the share of Investment Project Financing (IPF) operations that applied the concept of universal access at design. This has increased to over 28 percent, but continued focus is needed to ensure that IDA-supported projects are accessible to all.

Building on the foundation of IDA19 results, IDA20 enhances the RMS with greater outcome-orientation. The revamped RMS captures more outcomes, offers more disaggregation, and includes new indicators on important issues. While maintaining its three-tiered structure, the IDA20 RMS presents new features, including: (i) vertical linkages across tiers to better connect IDA's contributions to country-level outcomes; (ii) new indicators that reflect strategic priorities across IDA20 Special Themes and Cross-cutting Issues; (iii) monitoring of long-term progress made in IDA countries by retaining indicators from previous IDA cycles; and (iv) increased alignment with the SDGs. The IDA20 RMS also reorganizes Tier 3 indicators into processes that are essential to manage for outcomes. These changes will enable IDA to draw lessons from

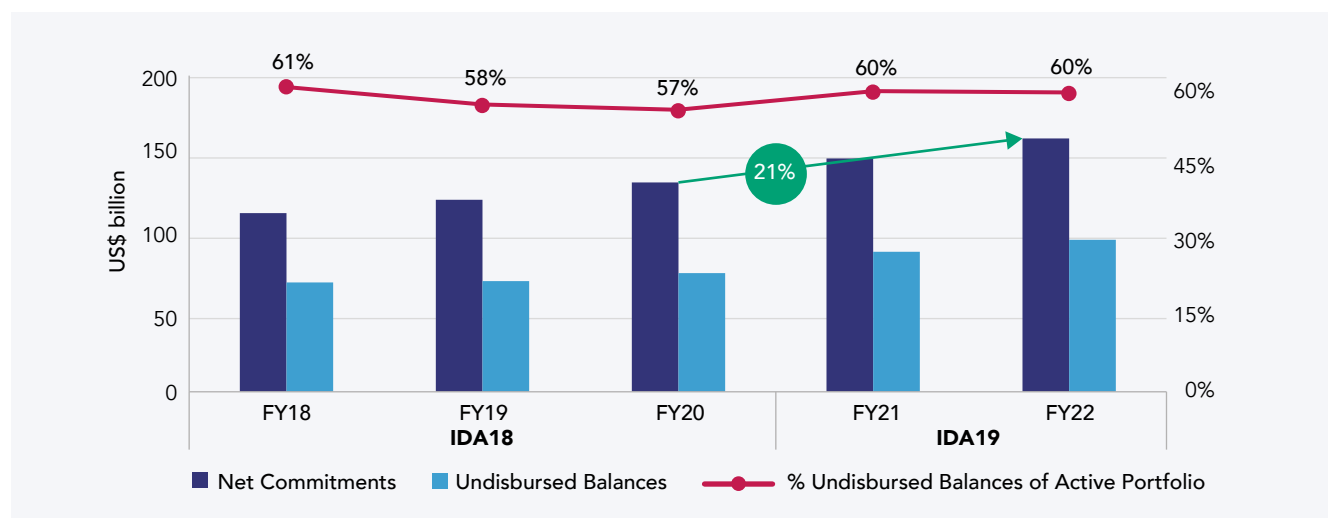
implementation and surface knowledge gaps, thereby further advancing IDA's outcome orientation.

Strong disbursements provided a foundation for the results IDA19 achieved. The undisbursed balance as a share of the active portfolio remained well within historical averages despite a significant increase in the size of

the portfolio. The disbursement ratio, tracked in the IDA RMS, remained on par with previous IDA cycles at 19.1 percent, even while the size of the portfolio at the end of IDA19 was 21 percent higher compared to IDA18 (Figure 2.12). This demonstrates IDA's implementation capacity and client countries' absorptive capacity.

Figure 2.12.

Undisbursed balance as a share of the active portfolio on par with previous IDA cycles despite increase in portfolio size



2.5. IDA Knowledge and Partnerships

While IDA's financial support to operations is its most visible aspect, operational delivery builds on a wealth of analytical and knowledge products to ensure that financing is used to best effect. Incorporating existing evidence into project design and utilizing iterative trial-and-adopt approaches to generate new knowledge can enhance project design and maximize development impact. As emphasized in the World Bank's [Strategic Framework for Knowledge](#) and as discussed in the ongoing Bank Evolution Roadmap exercise, learning from projects and deploying this knowledge to improve development impact is a strong area of comparative advantage for IDA and the World Bank as a whole. These strategies include building local project management and analytical capacity and systematically using data and experiments to inform operational decisions.

IDA's investment in knowledge and technical expertise informs policy dialogue as well as the design of effective interventions. Core and extended core diagnostics, technical notes, and other analytical tools are part of the regular arsenal of knowledge and analytics IDA produces to identify critical gaps and to design operational solutions. IDA-funded operations in every sector and country benefit through more impactful targeting and design, which contributes to the results presented in this report. More broadly, IDA also develops and tests new solutions to old problems by strategic and intentional investments to find rigorous evidence. One example with relevance for IDA19 is the growing number of impact evaluations that sought to uncover what works - and what does not - to close critical development gaps in areas such as earnings, productivity, assets, and agency. Findings from this growing portfolio helped equip project teams and policy makers with the evidence that they need to design innovative and scalable interventions. (Box 2.10)



The WBG has consistently used its convening power and partnerships creatively to build bridges for impact among different stakeholders. For IDA, a multitude of partnerships encompass a broad range of entities and goals. They include global, regional, and country-level partnerships with multilateral institutions, civil society organizations (CSOs), the private sector, foundations, think tanks, and others. These partnerships aim to maximize collective impact, mobilize resources, engage clients, create synergies

based on mandates/competencies, improve efficiencies, and limit aid fragmentation. They cover: (i) country co-ordination; (ii) financial partnerships (co-financing); (iii) implementation, monitoring, regulatory and reporting partnerships; (iv) knowledge and learning partnerships; and (v) strategic partnerships. This report provides examples of such partnerships as part of the Special Themes and Cross-cutting Issues sections, and elsewhere.

Box 2.10 Examples of IDA19 projects that benefited from impact evaluation evidence

IDA19 drew on a growing body of rigorous evidence to inform programming across a range of sectors in many countries. For instance, IDA's focus on job creation for the most vulnerable was enhanced by evidence from impact evaluations carried out by the World Bank's Africa Region Gender Innovation Lab, helping develop the most effective interventions for women entrepreneurs to tackle the skills and capital barriers they face – and directly contributing to PCs in both the Gender and Jobs and Economic Transformation Special Themes. One example is the \$300 million IDA operation, Empowering Women Entrepreneurs and Upgrading MSMEs for Economic Transformation and Jobs in the Democratic Republic of Congo, which aims to enhance growth of women-owned MSMEs. The project scales up the effective psychology-based entrepreneurial mindset (personal initiative) training to 25,000 women based on evidence and learning from the DRC Small to Medium-sized Enterprise (SME) Growth and Development Project. The project identifies women who are self-employed or entrepreneurs with growth ambitions in project priority sectors and helps them develop an “entrepreneurial mindset” combined with large cash grants.

IDA19 was also supported by solutions to speed up the pace of learning to improve agricultural productivity in a changing climate, building on new knowledge from the World Bank's Development Impact group (DIME). In one example, evidence from impact evaluations improved strategies for reaching the rural poor in Mozambique's agriculture sector where poverty is most concentrated, and the risks presented by climate change are most pressing. Evidence showed that training female farmers to teach their neighbors about agricultural practices could improve learning and take-up of sustainable land management beyond levels achieved by the existing training model. An impact evaluation of a \$55 million IDA investment that constructed irrigation infrastructure showed how water-user groups could eliminate water scarcity among their members through improved management, with the simplest information interventions proving to be the most cost-effective means to realize these gains.



For an analytical piece, it was challenging to engage a large group of government stakeholders across the whole sector and obtain necessary data. We relied a lot on local resources, including the World Bank country office staff and UN teams. UNICEF was excellent. These local partners helped us engage with our counterparts to build relationships and locate the data we needed for the analysis.

-Social Protection TTL



IDA uses a range of coordination mechanisms as part of the regular work through IDA windows and programs. For example, IDA often consults with United Nations (UN) missions, development and humanitarian agencies in the design and monitoring of milestones for the FCV Envelope's Performance and Resilience Allocation and Turn Around Allocation countries; relies on UNHCR Refugee Protection Adequacy Assessments to confirm countries' eligibility for WHR; works closely with the World Food Programme (WFP) and the Food and Agriculture Organization (FAO) of the United Nations to combat rising food insecurity, partners with WHO/ United Nations International Children's Emergency Fund (UNICEF) to implement IDA programs; and relies on UN agencies and international Non-Governmental Organizations (NGOs) to implement specific projects in FCV Envelope Remaining Engaged in Conflict Allocation (RECA) countries. The Regional Window (RW) provides grants to many regional institutions, such as the Economic Community of West African States (ECOWAS), the African Union Commission, the Organization of Eastern Caribbean States Commission, and the Pacific Aviation Safety Office.

As part of the IDA20 replenishment negotiations, Management agreed to deliver a review of how IDA partners with other development actors and present the findings at the IDA20 Mid-Term Review. The work will complement research on trends in official financial flows and aid architecture published during IDA19⁴⁵ and early in IDA 20.⁴⁶ The work shows that while financial flows to developing countries have increased steadily over the last decade, private lending, rather than official finance, has been a key driver. Moreover, a rapid expansion in the number of official finance entities has accompanied the fairly modest growth in official finance volumes and in the numbers of official finance providers. The result has meant that official financial flows remain highly fragmented. In this context, IDA's status as an efficient and non-fragmented platform⁴⁷ provides significant value, but it requires IDA to consider how it partners with this growing range of development actors. The review will provide further detail on IDA's many partnerships and examine the options for new strategies and/or policies in accordance with the outcomes and findings of evolving WBG discussions.



Chapter 3. IDA19 DELIVERY TRENDS

IDA19 set records as new commitments reached \$75 billion in IDA countries, or \$76.7 billion when considering Private Sector Window commitments delivered through IFC and the MIGA. IDA continued to provide one of the largest sources of unearmarked concessional finance for the world's poorest countries during IDA19. IDA mobilized its full architecture to support a global crisis response, sustain financing for longer-term global priorities, and continue to increase resources available to FCS countries and Small States. About 48 percent of these resources (\$36.1 billion) were committed in FY21, with the remaining 52 percent (\$38.9 billion) committed in FY22.

As COVID-19 increased debt vulnerabilities among IDA countries, the share of grants in IDA commitments increased considerably. The amount of grants provided by the World Bank has been unmatched by any bilateral or multilateral organization. From IDA's inception through the conclusion of IDA19, grants as a share of cumulative commitments stand at 22 percent. First introduced in IDA14, IDA's Grant Allocation Framework factors risks of

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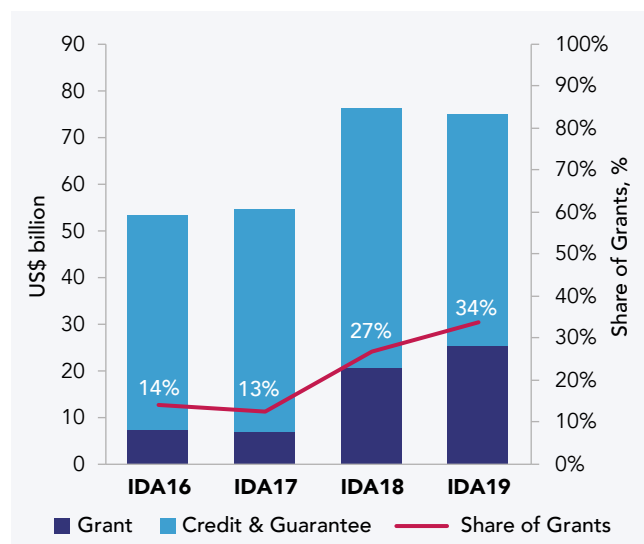
Throughout the intense month working together on the COVID-19 vaccine framework, fostering an environment to work as a high impact team was a key focus for me. Taking the time to connect as a team before we jumped into the work was essential—even more so because we were fully virtual. In our first meeting we co-created the north star—the shared purpose—of the work we were embarking on together. Yes, we had this Board paper to deliver, but to what end? What could we contribute to in terms of broader impact if we delivered well? What could this work contribute to in our client countries and globally?

-Health TTL

”

debt distress into determinations of eligibility for grant financing. Rising risks of debt distress and increasing fragility among IDA countries is increasing grants as a share of IDA commitments over time. In FY22, grants represented more than a third of total commitments. IDA Articles originally contemplated that clients would receive mainly concessional lending. The introduction of grants has helped reduce the poorest clients⁴⁸ reliance on credit, contributing to debt sustainability overall.⁴⁹

Figure 3.1.
Increasing share of grants in IDA total commitments



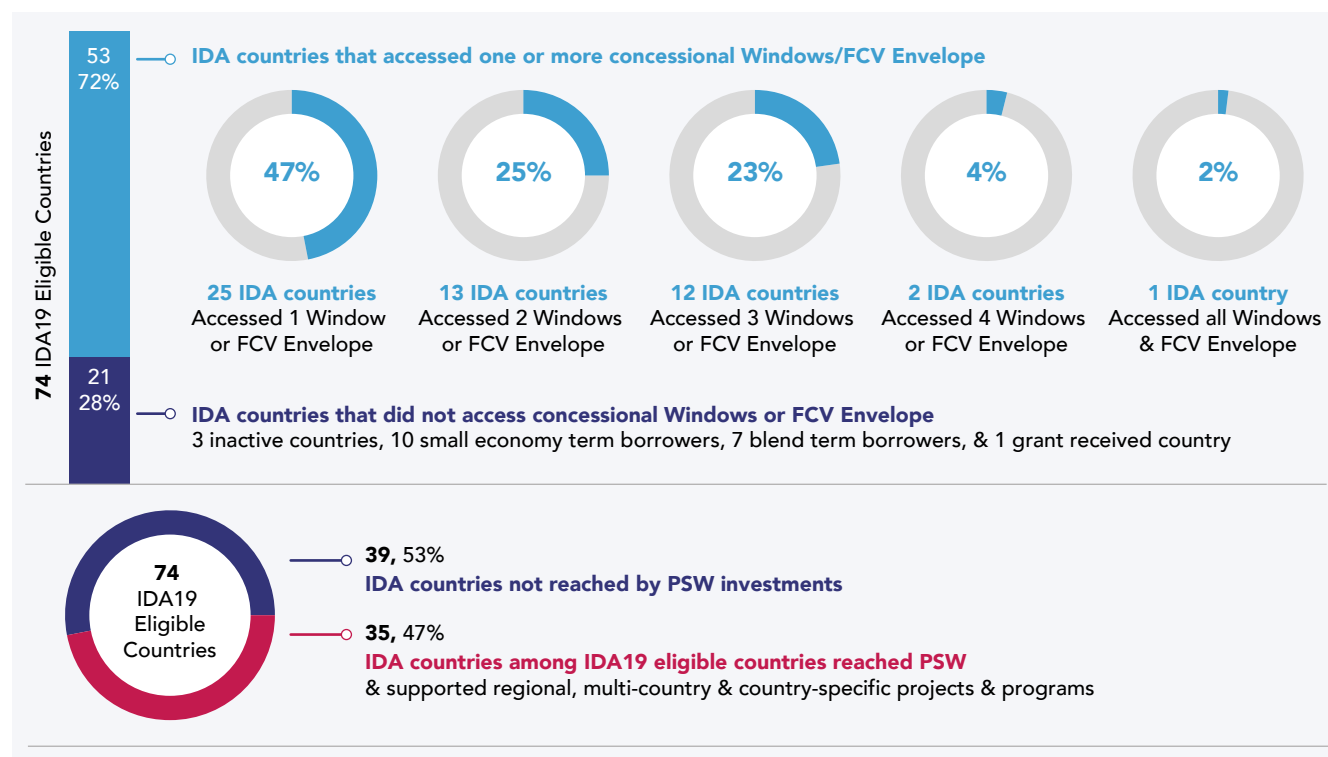
IDA19 continued to increase commitments in FCS countries and Small States. Aided by the introduction of IDA's FCV Envelope, commitments in FCS countries accounted for 41 percent of total IDA19 financing—an increase on the 30 percent in IDA18 and a continuation of a trend observed over several cycles. Similarly, IDA commitments to Small States reached a historical record of \$2.5 billion in IDA19—an 11 percent increase compared with the \$2.3 billion committed in IDA18.

Flexibilities within IDA's framework proved critical to delivery. Reallocations typically concluded at the Mid-Term Review were advanced to the end of FY21⁵⁰ and totaled about \$7.4 billion.⁵¹ Reallocated resources provided essential financing for the emergency response to the COVID-19 pandemic. Under the Global COVID-19 Health MPA, the Bank provided a total of \$5.1 billion in financing during IDA19 and a total of \$6.7 billion since the beginning of the crisis to help countries respond to the pandemic. About 47 percent (\$3.2 billion) of total IDA commitments under the MPA were disbursed between April 2020 and June 2022.

IDA19 also refined IDA's existing architecture for topping up and incentivizing investments in global priorities. With their heavy weighting on country performance, IDA country allocations incentivize investments in institutional quality. Publicly consulted country strategies, supported by rigorous diagnostics, help countries prioritize their investments while supporting the flexibility needed to shift when emergencies such as the COVID-19 pandemic arise. IDA windows complemented the country allocations with supplemental finance for regional investments, crisis response, investments for refugees and host communities, transformational projects, and attracting private sector investments. During the cycle, 53 of 74 IDA countries accessed financing from one or more concessional IDA envelopes or windows. In addition, the Private Sector Window supported regional, multi-country, and/or country-specific programs and projects that reached 35 IDA countries. (Figure 3.1.) The strong demand from countries for resources from these envelopes and windows suggests the resources were well-targeted to development needs. Detailed eligibility requirements, however, added some complexity when attempting to access the funds to accommodate shifts in client demand, such as when countries deal with unexpected emergencies.

The cycle introduced new features into IDA's window architecture. IDA19 introduced the FCV Envelope to tailor and enhance country allocations for countries facing acute fragility, conflict, and violence. IDA19 retained the five windows established in earlier cycles. Recognizing the growing need to support early interventions to prevent crises from escalating, the CRW was expanded to support early response financing for slow-onset crises, alongside the last-resort financing for severe crises introduced in earlier cycles. Roughly 82 percent of IDA commitments were delivered through country allocations⁵² (including resources delivered through the FCV Envelope), while approximately 18 percent was delivered through IDA's five windows (\$14 billion, including the PSW). This chapter outlines the operations of the FCV Envelope and IDA windows during the cycle. Appendix 3 complements the narrative with additional data on window operations.

Figure 3.2.

Most IDA countries accessed one or more IDA19 envelopes/windows

3.1. The FCV Envelope

IDA19 introduced the FCV Envelope, which consolidated, refined and expanded the financing toolkit for IDA countries experiencing FCV challenges. Design of the FCV Envelope built on the Post-conflict, Risk Mitigation, and Turn Around regimes employed in IDA18, as well as the post-conflict regime phase-out applicable to South Sudan. Incorporating lessons from these initiatives, the FCV Envelope introduced a formal eligibility process and a strong incentive and accountability structure to scale up IDA's support for prevention and resilience, remaining engaged during conflict, and helping countries transition out of FCV.⁵³ The FCV Envelope provided \$5.4 billion to top-up country allocations for 13 eligible countries.⁵⁴ These included: seven countries eligible for the Prevention and Resilience Allocation (PRA) receiving an additional \$3.3 billion (Burkina Faso, Cameroon, Chad, DRC, Mali, Mozambique, and Niger); four countries eligible for the Turn-Around Allocation (TAA) receiving an additional \$1.8 billion (CAR, Somalia, Sudan, and The Gambia); and two Remaining Engaged during Conflict Allocation eligible countries (South Sudan and Yemen) receiving an additional \$365 million.⁵⁵

FCV Envelope processes have offered a robust platform for consultation and dialogue with other development partners on FCV topics. In all eligible countries, there have been extensive consultations with partners to identify FCV drivers and sources of resilience, and to prioritize complementary and mutually reinforcing support. Country-level coordination varies depending on the country context, but usually involves aligning diagnostics and approaches to key policy challenges, and consultation on key government milestones, as well as the monitoring of progress. Consultation and coordination have proven valuable on topics or milestones that are outside IDA's comparative advantage, notably on political, stabilization, security, and justice matters or on topics where other development partners are also providing support. For example, the UN is helping to monitor the overall political and security situation and milestones related to political developments or security in all countries where this is relevant. And in DRC and Chad, milestones on justice have been directly influenced by close collaboration with the European Union (EU) in order to support transitional justice and security sector reform.

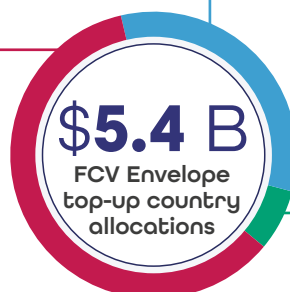
Fragility, Conflict, and Violence Envelope (FCV Envelope) - At a glance

13
FCV Envelope Recipient Countries

Prevention & Resilience Allocation (PRA)
\$3.3 B



Burkina Faso
Cameroon
Chad
Democratic Republic of Congo
Mali
Mozambique
Niger



Turn Around Allocation (TAA)
\$1.8 B



Central African Republic
Somalia
Sudan
The Gambia

Remaining Engaged During
Conflict Allocation (RECA)
\$365 M



South Sudan
Yemen

Box 3.1 Prevention and partnership in Mozambique

During IDA19, Mozambique established eligibility for the Prevention and Resilience Allocation to support the country's "pivot to prevention" underpinned by a top-up of \$700 million to its country allocation. The process of securing eligibility to the PRA galvanized a dialogue around the core FCV challenges—based on the Risk and Resilience Analysis—and provided a platform for the WBG to engage on these issues with the Government, as well as the international community. The consultative process helped to build a coalition and agreement around the baseline narrative, opening the way for multilateral support (AfDB, EU, UN, WBG) to the Government for the north, through the Recovery and Peacebuilding Assessment for Northern Mozambique, under the 2008 Joint Declaration on Post-Crisis Assessments and Recovery Planning. Furthermore, the process involved a recalibration of the IDA portfolio and pipeline, including the design of a regional integrated approach for the north of Mozambique, which consisted of complementary operations in a sequenced manner across the three provinces in northern Mozambique, in a bid to address the causes and impacts of conflict, and lay the groundwork for recovery.

The FCV Envelope helped ensure a more structured policy dialogue with government authorities on FCV. The systematic process for establishing and maintaining eligibility to access FCV Envelope financing allowed IDA to engage comprehensively, including on the governance and security dimensions of fragility, to elevate and further focus country-level discussions on FCV dynamics, anchored around specific government milestones. A review of progress on these milestones indicates that nearly three quarters were achieved or made significant progress. Security and development-related milestones progressed relatively well throughout the implementation stages. For instance, Niger made significant progress on the adoption and implementation of a national security policy document, a national internal security strategy and a counter-radicalization strategy, and all border and at-risk municipalities now have peace committees (exceeding the initial target of 50 percent). In Chad, following the unforeseen political transition, milestones around establishing the institutional architecture of the transition were met. The Gambia completed the Truth, Reconciliation and Reparations Commission process, with a report submitted to the government and publicly disclosed, and in Somalia a policy paper on the principles for resource-sharing was issued to guide decentralization, while the flow of fiscal transfers to Somalia's Federal Member States was sustained.

Despite achievements, progress on some FCV Envelope milestones and policy dialogue was uneven. Four of the 11 countries benefiting from FCV Envelope allocations, Burkina Faso, Chad, Mali, and Sudan, experienced political shocks in the forms of coup d'états or unforeseen political transitions that paused operations and impacted policy dialogue. Such delays and pauses in dialogue affected progress on some milestones, while others experienced delays in information gathering or challenges advancing reforms. Altogether, less than one-third of agreed milestones made only some progress, and a small proportion—less than 10 percent—did not progress. The delays are indicative of the longer-term horizon of FCV Envelope milestones that are more structural in nature and the complexities of addressing the root causes of FCV, particularly in fluid security contexts, as well as the changing political landscape in a number of countries. Sustained attention, including through annual reviews, ensures focus is maintained on these harder to achieve milestones. Annual reviews of PRA and TAA milestones are required to maintain eligibility. Though sometimes delayed, as in the cases of the four countries that experienced unforeseen political transitions, the annual reviews are an essential tool for sustaining focused attention on the demanding FCV Envelope milestones.



In the beginning it was a bit difficult for our clients in FCV countries because of lack of infrastructure. I remember in Niger they did meetings from a garage at some point because that was the only place where they could connect from. The Bank office was closed, so we could not invite them to the Bank for discussions. But they adjusted very quickly. Clients started to use phones and send us pictures. The aide memoire changed and included more annexes with pictures and maps.

—Social Development TTL



Implementation of the FCV Envelope has highlighted the importance of annually reviewing milestones and considering the transition out of fragility. The annual reviews have underscored the value of ensuring precise content and scope of milestones, identifying outcome- rather than process-oriented indicators, and retaining a sharp focus on the objectives of the FCV Envelope. Given the complexity of country circumstances, the proactive use of annual reviews to document shifts in the local context, report on progress and challenges, and carefully consider the Bank's approach are important for informing continued dialogue and adjustment of milestones, as and when needed. A proactive approach will also help ensure that the overall objectives of the FCV Envelope are safeguarded, and the Bank's policy dialogue and support remains relevant and appropriate. Considering the dynamic nature of FCV contexts, careful planning around funding levels will be critical as countries successfully achieve conflict prevention and turn-around, or otherwise become ineligible against the criteria for accessing the FCV Envelope top-ups.

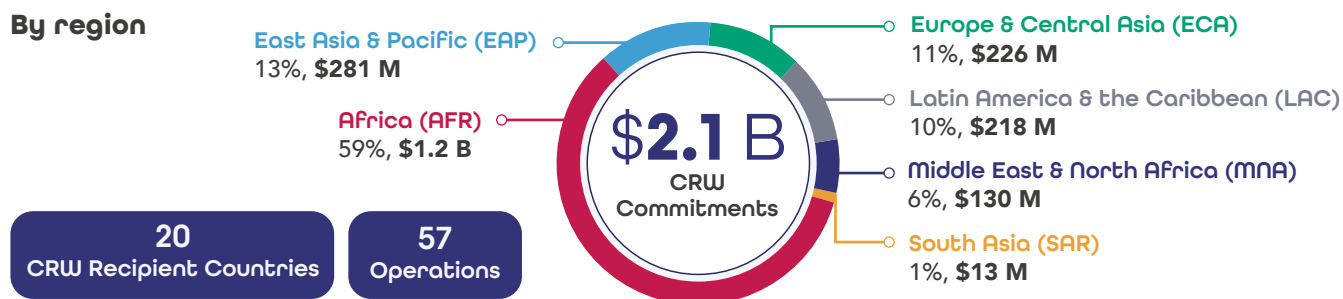
3.2. IDA19 Window Implementation

3.2.1. Crisis Response Window

The Crisis Response Window provided \$2.1 billion to support crisis responses in 20 countries,⁵⁶ including through the newly introduced Early Response Financing. Altogether, 20 countries benefited from CRW allocations during IDA19. Most recipients were IDA-only countries, 15 were FCS countries, and four were Small States.⁵⁷ Fifty-four percent of CRW commitments were grants. Over 60 percent of CRW resources were provided to countries in Africa. Close to one-quarter of CRW resources was channeled through agriculture and food projects, followed by the health, nutrition, and population sectors. Macro, trade and investment projects and water projects also received significant shares of CRW financing. A significant majority (87 percent) of CRW resources was used for IPF, with just 13 percent financing DPOs. CRW commitments have been almost evenly distributed between new and additional finance operations. Partnerships play a vital role in allocation of CRW resources, as the World Bank aims to complement other support, when available.⁵⁸

Crisis Response Window (CRW) - At a glance

By region



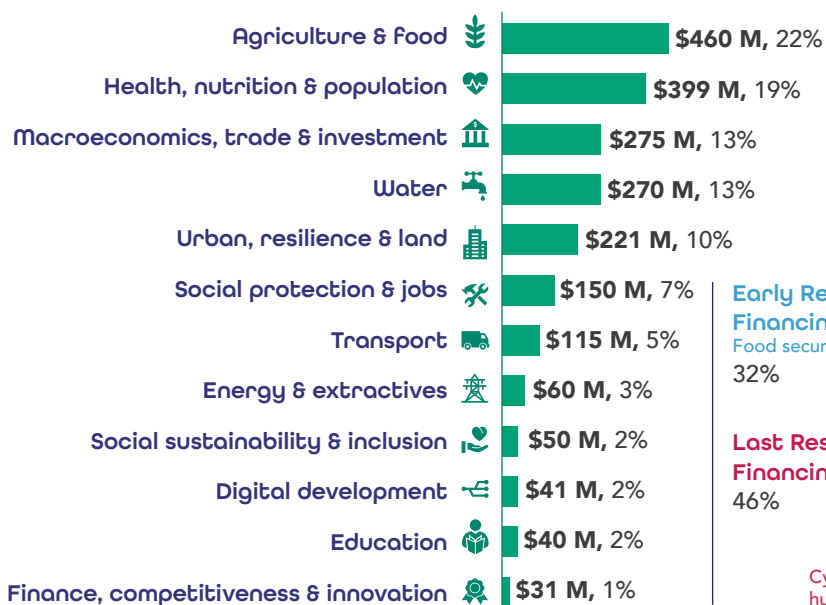
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CRW Recipient Countries

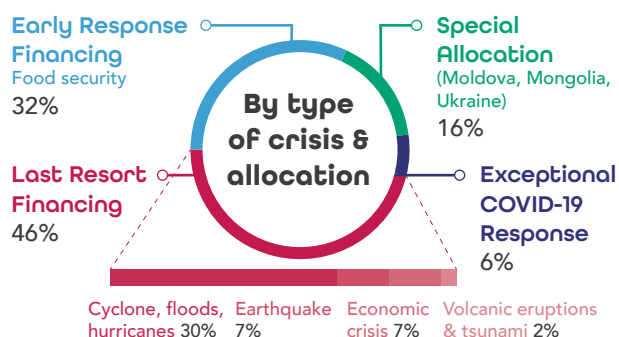
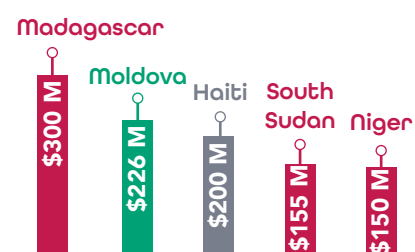
57

Operations

By sector



Top 5 recipients of CRW



Thirty-four percent of CRW allocations supported early responses to food insecurity in 15 countries, confirming the strong uptake of Early Response Financing. IDA19 enhanced the CRW—previously dedicated solely to last-resort financing for severe crises—by introducing an ERF framework. ERF financing supports early responses to reduce the impact of slower onset crises arising from food insecurity and certain disease outbreaks. A sum of \$500 million from the CRW's initial allocation of \$2.5 billion was reserved for these early responses, and the innovation was taken up rapidly. All ERF resources were used to respond to food insecurity and all but two ERF allocations – one to Yemen and one to Haiti – went to African countries.⁵⁹ No country used CRW resources for early disease responses in IDA19, although there were two qualifying outbreaks.⁶⁰ This may have been because health projects were sufficiently resourced, due to the COVID-19 pandemic to adapt to smaller emerging crises.

Other CRW resources were used for last-resort financing (49 percent) to respond to seven natural disasters, including regional crises such as Cyclone Ana in Southeastern Africa, and more localized crises such as the earthquake in Haiti and the volcanic eruption and tsunami in Tonga. The CRW also provided last-resort financing to help three countries⁶¹ grappling with exceptionally severe economic fallout from the COVID-19 pandemic.

The CRW provided exceptional support to help recent graduates Moldova and Mongolia and financing for the pandemic response. Moldova and Mongolia had graduated from IDA at the end of IDA18 but were uniquely vulnerable as recent graduates during the pandemic. Mongolia's GDP growth was projected to decline by 7.1 percentage points, and Moldova's by 8.1 percentage points in 2020.⁶² Moldova was simultaneously grappling with the effects of drought. In April and June 2020, IDA

Box 3.2 Early intervention in CAR reaches more than 300,000 Farmers

In the Central African Republic (CAR), CRW ERF funds are financing the Emergency Food Crisis Response Project, which aims to mitigate the impact of the concurrent economic shocks induced by the COVID-19 pandemic, high inflation, excess rainfall/flooding and political instability on CAR's food and nutrition security. The design of the project and interventions were informed by a series of upstream analyses and are based on the following broad principles: (i) as poverty and food insecurity increase rapidly in both rural and urban areas, it is important to provide emergency production support to eligible beneficiaries quickly, while also addressing the underlying vulnerability to mitigate future shocks on food security; (ii) flexibility in geographical targeting is required to maintain relevance and appropriateness of the project in addressing the ever-changing food insecurity hotspots in the country; and (iii) there is a need to act promptly with scaled-up resources to avoid further deterioration of food insecurity and allow for a sustainable recovery from the multiple crises facing the country. In the first year of the three-year project, 329,000 farmers were reached with agricultural assets or services and 28,800 metric tons of food crops had been produced (representing a 125 percent increase in crop production). Moreover, the project has organized and trained 8,560 vulnerable households into groups and equipped them with post-harvest handling equipment. The improved crop yields and reduced post-harvest losses, as a result of the project's efforts, enabled the participating farmers to increase their food availability for consumption and generate income through sales in nearby markets.



Deputies reviewed and endorsed Management proposals to extend exceptional CRW access to the two countries for FY21 and FY22. In addition, IDA Deputies endorsed a further allocation of \$148 million in net CRW resources to the Global Fast-Track COVID-19 Facility, complementing the \$1 billion that had been allocated to the facility through the CRW during IDA18. In April 2022, IDA Deputies endorsed an additional \$100 million from the CRW for Moldova as the country responded to massive refugee inflows following Russia's invasion of Ukraine.

3.2.2. Regional Window

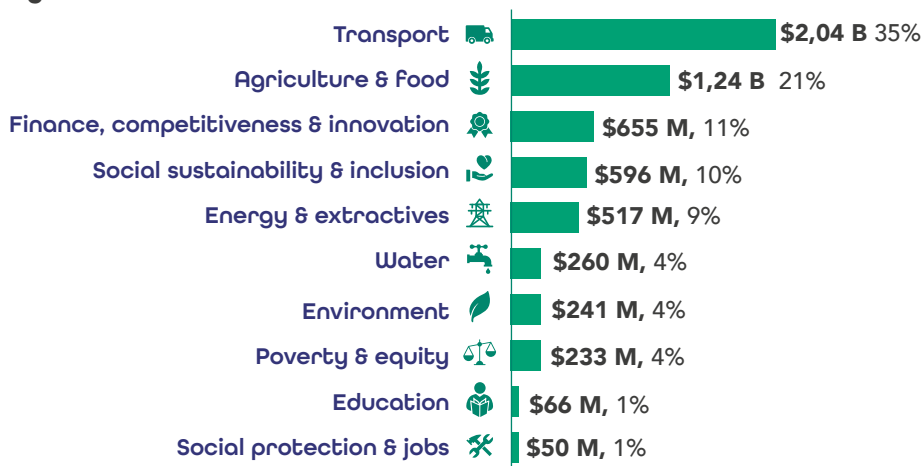
The Regional Window contributed \$5.9 billion to 44 operations in 41 IDA countries. Collectively the operations were valued at a total of \$9.4 billion. In addition to the \$5.9 billion contributed by the RW, the balance of \$3.5 billion was drawn mostly from country allocations. RW commitments increased by 9 percent in IDA19 relative to IDA18. Forty-four percent of IDA19 RW financing (\$2.6 billion) went to IDA FCS countries, of which \$1.2 billion was invested in the Sahel alone and about \$0.7 billion in the Lake Chad region. While the bulk of RW resources were invested in Eastern and Southern Africa (AFE) and Western and Central Africa (AFW), the window continued to enable regional integration in other regions, including in support of Small States. For instance, the Unleashing the Blue Economy of the Caribbean project approved at the end of the cycle will help strengthen the enabling environment for economic recovery and resilience of coastal areas in Grenada, St. Lucia and St. Vincent and the Grenadines, while in the East Asia and Pacific (EAP) region, a series of resilient transportation projects contributed to the development of regional integration infrastructure in Samoa, Solomon Islands, and Tonga. Transport projects received the highest share of IDA19 RW resources (\$2 billion or 35 percent), including through investments in key economic corridors between: Cameroon and Chad; Niger, Burkina Faso, and Togo; and in Lao People's Democratic Republic (Lao PDR), connecting markets between Thailand and Vietnam. Agriculture was another key sector, with \$1.2 billion of investments (21 percent), including food systems resilience programs in both West and East Africa, and the second stage of the Regional Sahel Pastoralism Support Project. The RW continued to pioneer innovative financing mechanisms to incentivize regional integration in IDA countries, including direct grant financing to regional organizations totaling \$280 million in 15 regional entities. The RW also financed its first ever regional Program-for-Results (PforR) for the Eastern Africa Regional Statistics PforR.

Regional Window (RW) - At a glance

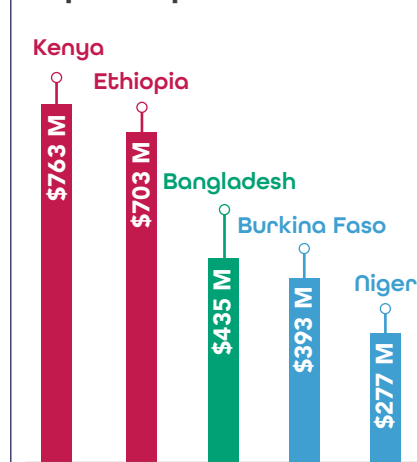
By region



By sector

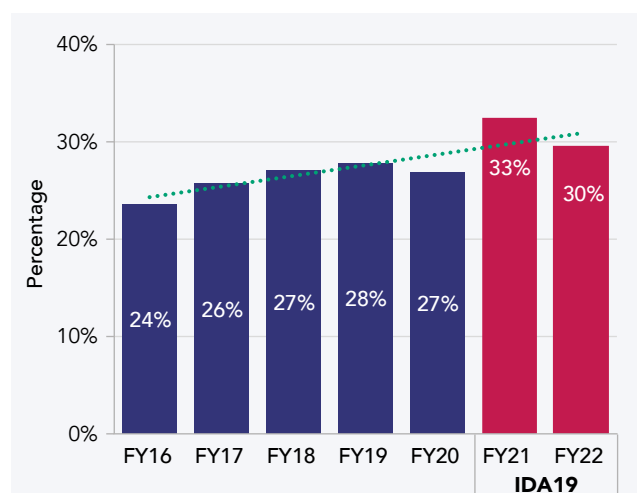


Top 5 recipients of RW



The share of the RW portfolio supporting regional or global public goods has grown significantly. RW financing can help countries collaborate to protect or develop shared natural resources, environmental commons, and address public health concerns with cross-border impacts. The funds can also be used to address regional and global issues such as climate change and communicable diseases. By using concessionality as an incentive, the RW has been a useful tool to support regional and global public goods while maintaining the country-driven model. Over time, the share of RW-financed commitments directed to financing global public goods has grown, reaching 33 percent in FY21, and 30 percent in FY22. (Figure 3.3)

Figure 3.3. Share of regional IDA commitment for RW projects with a Global Public Goods focus, from FY16 to FY22



Source: World Bank Staff Calculations

Innovations in IDA19 expanded the range of recipients and instruments that the RW can finance. Building on the introduction in IDA18 of RW grant financing for regional organizations, starting in IDA19 the RW allowed creditworthy regional organizations to access IDA credits. Uptake was limited during this first cycle of implementation, with only two institutions accessing IDA credits for infrastructure development (\$15 million) and financial inclusion (\$25 million). The RW continued to incentivize regional integration through direct grant financing to regional organizations totaling \$280 million in 15 regional entities, mostly in Sub-Saharan Africa. A regional DPF prepared in West Africa (the West Africa Regional Energy Trade Program with a value of \$300 million IDA of which \$150 million was financed by the RW) prompted IDA Deputies to endorse a revision, subsequently approved by the WB Board, to the RW's policy framework. The revision made DPFs eligible for financing under the RW starting in IDA19. The West Africa example remains the only DPF to access RW financing to date. Using a policy waiver, the RW financed its first regional PforR operation for the Eastern Africa Regional Statistics PforR during IDA19. The approval of the operation also spurred a change in IDA policy to make PforR eligible for RW financing in IDA20, thereby aligning the RW with all other IDA windows in its instrument-neutrality.

3.2.3. Window For Host Communities and Refugees

Ten countries implemented medium- to long-term development solutions for refugees and host communities with support from the Window for Host Communities and Refugees during IDA19. Collectively, the WHR financed 25 operations in these countries for a total commitment amount of \$1.27 billion during the cycle.⁶³ The operations supported a range of sectors and activities, including urban safety nets, infrastructure, education, skills upgrading, energy access, municipal transfers, and health systems strengthening, among others. Support for policy reforms is integral to WHR engagement. The [Refugee Policy Review Framework](#) (RPRF) was completed and publicly disclosed in 2021 as a tool for systematic analysis of refugee policy and institutional environments in countries eligible for the WHR financing. Jointly prepared by the UNHCR and the World Bank, the RPRF identifies policy reform opportunities and provides a common platform to align policy dialogue across development actors. These assessments provide a better understanding of how WHR financing can incentivize and contribute to policy progress and implementation of sustainable solutions



Box 3.3 World Bank/UNHCR strengthened partnership for addressing forced displacement

The UNCHR/World Bank partnership provides complementary tools and approaches to support host countries and enhance refugee self-reliance as part of ongoing efforts to operationalize the United Nations' Global Compact on Refugees (GCR). The partnership cuts across countries and themes. For example, in **Uganda** IDA and UNHCR partner to support the Government's progressive "whole of society approach" to transition from humanitarian to government-run education, health and water systems. In **Kenya**, the World Bank and UNHCR surveyed the socio-economic conditions in Kalobeyei, a settlement established to accommodate a growing population of refugees from South Sudan, to inform policies and programs advancing opportunities for girls and women, and promoting agriculture to prevent food insecurity. In addition, the **World Bank/UNHCR Joint Data Center on Forced Displacement**, established in October 2019, is working to improve the availability, quality, and access to socio-economic data and evidence on those affected by forced displacement.

for both host communities and refugees. Overall, WHR policy and operational engagement has helped deepen partnerships, including by fostering closer links with development agencies and local civil society actors with deep contextual knowledge, and by pursuing high-level agreements with governments and donors (Box 3.3).

WHR implementation has highlighted the importance of building host government capacity to address specific vulnerabilities of refugees and their hosts, while aligning financial support with the host government's development priorities and policies. The forced displacement agenda at the World Bank has grown considerably, due in large part to the IDA18 Refugee Sub-Window (RSW) and IDA19 WHR, which have provided development

Window for Host Communities and Refugees (WHR) - At a glance

By region



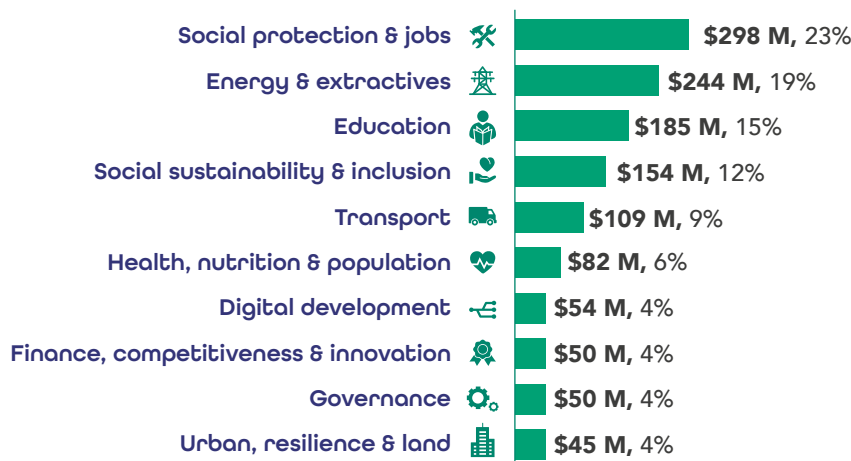
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WHR Recipient Countries

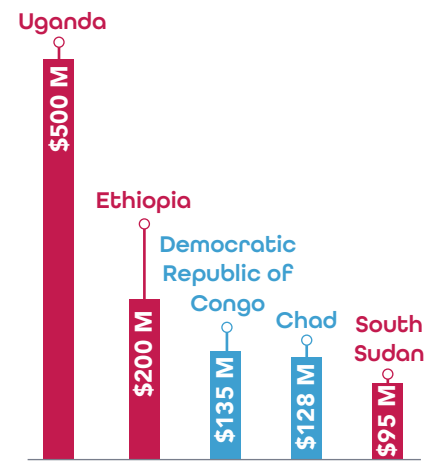
25

Operations

By sector



Top 5 recipients of WHR



Note: A total of 17 countries were potentially eligible to access WHR funds in IDA19, of which 10 countries pursued and received WHR financing.



I was leading a development response to displacement impacts project in Uganda with money from the WHR. This is a community driven development project, and there was a health center that we upgraded. We live-streamed the field visit, and they took us through a video tour of the facility and members of the Health Center. We had an interview live – I was sitting in Washington, D.C. the team was sitting in Kampala and Nairobi. We were able to directly interview the doctor in charge, some of the nursing staff, even some patients. That was easily the best of all the different types of approaches that we tried during the lockdown.

-Social Development TTL



financing on concessional terms for the medium- to long-term development needs of refugees and host communities, complementing humanitarian assistance. The WHR's strong focus on supporting host countries' strategies and policy reforms has provided opportunities for alignment and integrating refugees in national planning and broader development responses.⁶⁴ Moreover, by strengthening government capacity to respond to inflows of refugees, WHR support has contributed to better medium- to longer-term management of forced displacement situations by ensuring a government-led response that avoids parallel systems and aid dependency.

WHR policy and operational engagements saw limited progress in some contexts. Sustained WB staffing support on the ground in key country offices is vital for maintaining political will and advancing policy dialogue and reforms, though it does not guarantee that policy dialogue will advance. The eligibility process for Sudan was paused due to the ousting of the civilian government, and in South Asia, Bangladesh and Pakistan continued to implement operations financed under IDA18's Regional Sub-Window for Hosting Communities and Refugees but

did not access the WHR in IDA19. Governments that focus exclusively on voluntary repatriation of refugees may regard policies that support socio-economic inclusion as contrary to their approach. Moreover, some hosting governments are reluctant to borrow resources to support populations that are regarded as the responsibility of the international community. In situations where governments are reluctant to accept large inflows of refugees, a preparedness response, even with WHR support, has been difficult.⁶⁵ The RPRF, developed with UNHCR, is helping to bring attention to policy dialogue that works toward inclusive displacement-related policies through a coherent, programmatic approach.

3.2.4. Scale-up Window

The Scale-Up Window (SUW) supported 21 operations, delivering \$3.05 billion in commitments over the two-year cycle. Introduced at the IDA17 MTR to complement country allocations by providing non-concessional financing to eligible IDA countries, the SUW focuses on financing operations with potentially high economic returns and strong development impact. In IDA19, SUW continued to support long-term operations in areas such as access to energy, agriculture, finance and competitiveness, transport, and water and sanitation services⁶⁶ at a time when countries needed significant resource volumes to address the immediate health, economic, and social crises precipitated by the COVID-19 pandemic.

Financing was heavily concentrated in nine countries, with five accounting for 80 percent of SUW resources.⁶⁷ By comparison, in IDA18, the SUW supported 34 operations in 17 countries. For the most part, heavy concentration of SUW resources in a handful of countries can be attributed to strong client ownership and capacity to prepare projects under extremely difficult circumstances, clients' pre-existing familiarity with the SUW and debt absorption capacity to borrow on non-concessional terms, and close collaboration with Bank teams through continued field presence or, in some cases, technology. More than two-thirds of IDA19 SUW financing went to 17 IPF operations, including a \$200 million project in Benin to increase access to electricity (Box 3.4) and a \$120 million project in Bangladesh to support climate-smart agriculture and water management. In addition to investment project financing, an ambitious \$500 million DPO in Uzbekistan received \$85 million from the SUW to support reforms that will increase efficiency, sustainability, and transparency of resource allocation in the economy, while enhancing economic inclusion and social resilience. In Senegal, a

Box 3.4 Benin Electricity Access Scale-up (BEAS) project: To increase access to electricity services for households, enterprises, and public facilities

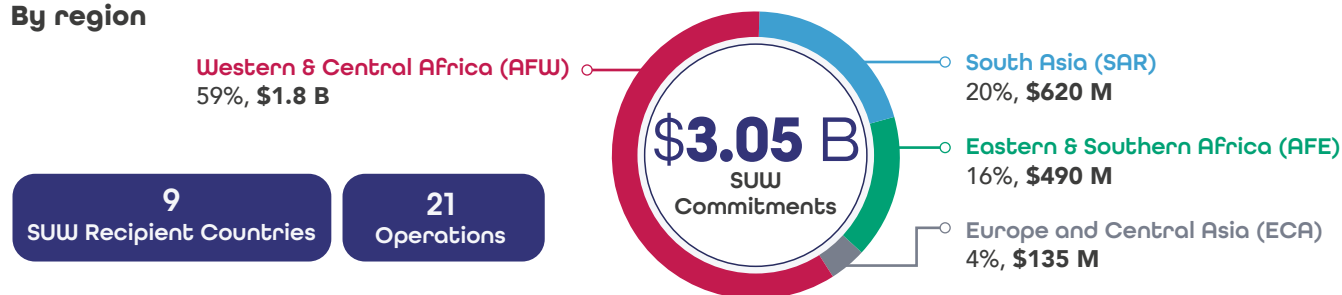
Financed entirely with SUW resources, the \$200 million BEAS project is a cornerstone of Benin's National Electrification Strategy (NES), which includes ambitious objectives of reaching universal access to electricity services by 2030. The operation will: (i) connect 150,000 households to the national grid, thus directly improving the living standards of at least 780,000 people; (ii) provide new or improved electricity services to about 1,000 MSMEs, thereby creating jobs and boosting business; and (iii) provide electricity services to about 500 public facilities such as health centers. The wider population living in project target areas will also benefit from improved public lighting, with the installation of about 20,000 LED lamps. The operation will significantly reduce the use of kerosene and alternative fuels in Benin, and facilitate the implementation of the country's Nationally Determined Contributions, which recognize the role of increasing energy access as part of specific measures to reduce emissions by 21.4 percent by 2030. The project design has a focus on closing gender gaps by benefiting households and enterprises headed by women.

The BEAS project was conceived in early 2020, just before the onset of the COVID-19 pandemic and was Board-approved in June 2021. The potentially high economic returns and strong development impact of the operation aligned with SUW objectives. The availability of an additional \$200 million helped Benin sustain longer-term energy sector goals even as it directed significant resources to address the immediate health, economic, and social crises and found that private sector and other development partners resources for the operation were lower than originally expected. The SUW's non-concessional financing terms were competitive compared relative to commercial terms available to Benin.



Scale-Up Window (SUW) - At a glance

By region



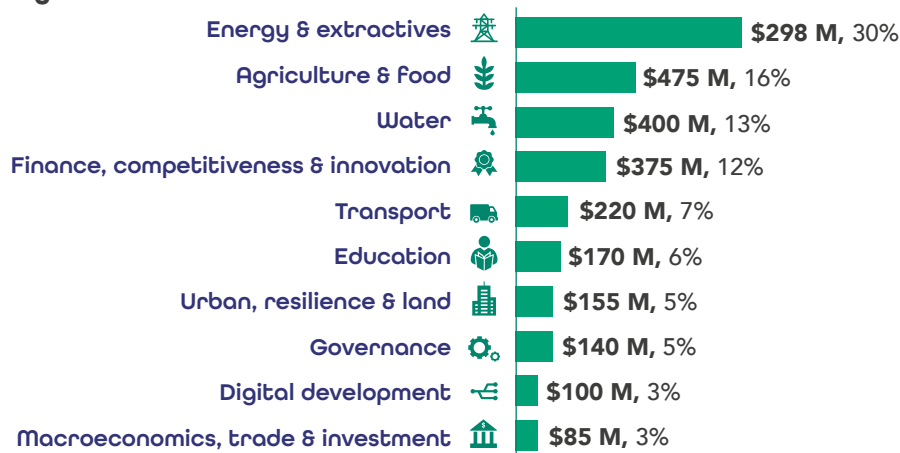
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SUW Recipient Countries

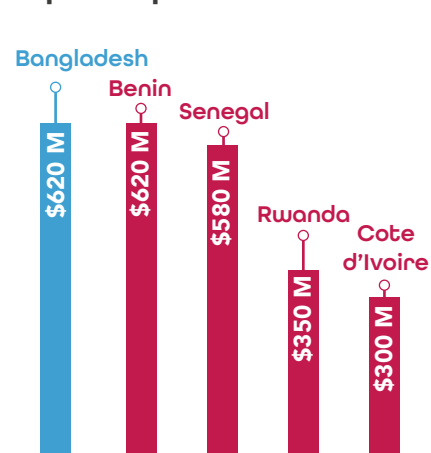
21

Operations

By sector



Top 5 recipients of SUW



\$125 million PforR operation focused on access to jobs, economic transformation, and access to energy.

For a subset of IDA countries with relatively lower risk of debt distress and capacity to absorb additional resources, SUW financing offers a resource for advancing long-term development priorities. Clients using SUW resources have tended to concentrate SUW financing on investments to expand access to energy, agriculture, finance and competitiveness, transport, and water and sanitation services, at times in combination with private sector resources. Rwanda, for instance, is a fast-growing IDA country with significant absorption capacity. It usually requires more resources than are available through its PBA. It programs its PBA early and uses SUW resources to prepare longer-term, impactful projects. During IDA19, Rwanda used SUW financing primarily on major interventions that leveraged or engaged the private sector. Similarly, the Government of Benin, which scores highly in WBG Country Policy and Institutional Assessments, has leveraged SUW financing to invest in high-impact projects. Benin successfully used SUW resources to finance a universal access to water program that incentivized private sector participation and is expected to help over 3

million underserved people in rural areas access water by 2027. Building on that success, Benin was able to advance a major investment in electricity access even during the pandemic by using SUW funds (Box 3.4). The availability of additional resources from the SUW helped these and other IDA borrowers free up more concessional IDA resources to meet short- to medium-term financing needs, without losing sight of their longer-term development goals, including the SDGs, while continuing to maintain debt sustainability.

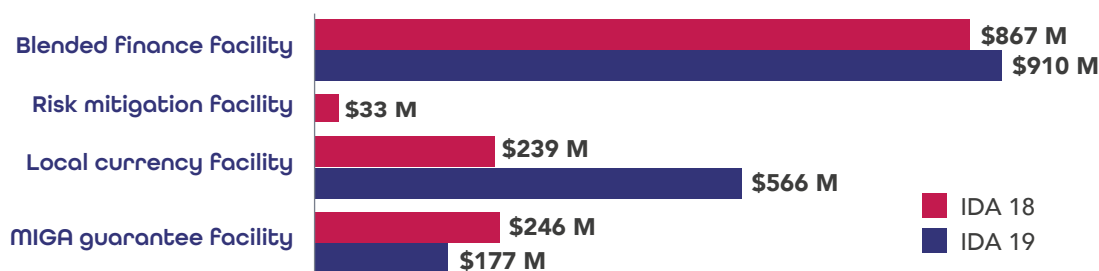
3.2.5. Private Sector Window

Private sector innovation and private capital is needed to address today's challenges. Now more than ever, private sector development is a critical prerequisite for sustainable economic growth. The private sector provides capital, innovation, employment and tax revenue for public goods and services. Investment of the magnitude needed to confront the world's development challenges necessitates a central role for the private sector. Thus, there is a need to significantly scale up private capital flows and private sector development, especially in vulnerable IDA countries.

Private Sector Window (PSW) - At a glance



By Facility



*Full utilization of allocation by IFC and MIGA

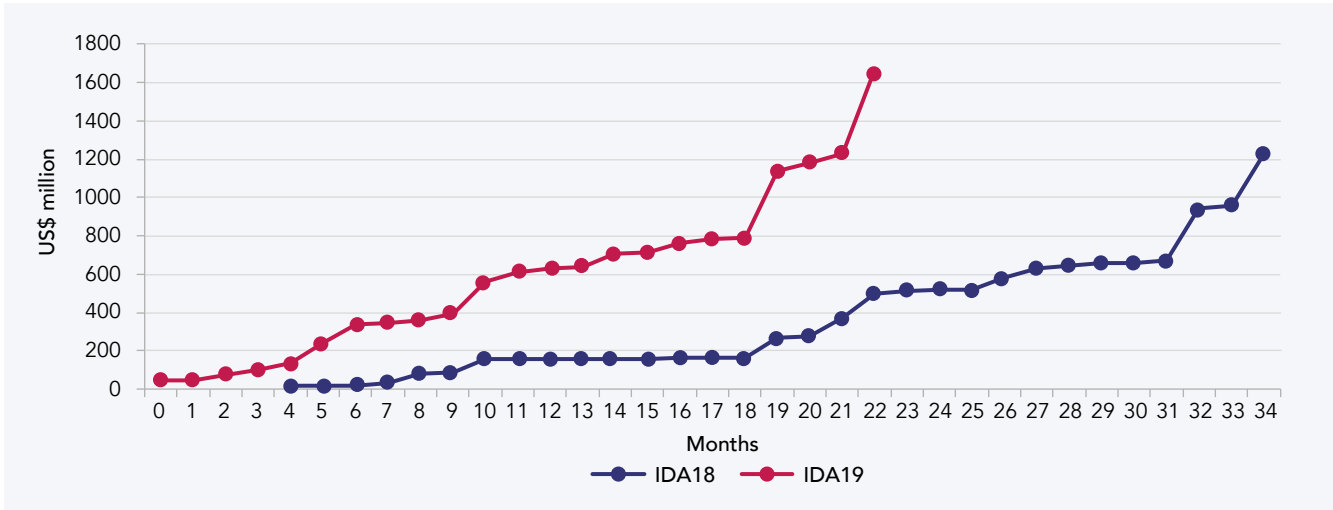
**Sectors reached through support to Financial Institutions, include agriculture/forestry, consumer products, retail/services, among others.

In IDA19, IDA's \$1.7 billion commitment to the IDA-IFC-MIGA Private Sector Window mobilized an additional \$8.2 billion in investments from IFC, MIGA and third parties. The PSW was established on a pilot basis as a part of the WBG's strategy to mobilize private capital in the most difficult IDA markets and an important part of the WBG's implementation of the Cascade and the Maximizing Finance for Development approach – recognizing that mobilizing commercial finance is critical within the context of the scale of demand for development finance and scarce public resources. The experience to date, including through the support of investment vehicles and the deployment of de-risking tools to promote impactful private investments, is informing the ongoing WBG's work to further promote private capital mobilization (PCM) and private capital enabled (PCE) under the Evolution Roadmap. The PSW supports the WBG's multipronged approach to PCE and PCM through its supported project and programs, including its support for ground-breaking transactions in new markets which can be replicated to expand the pipeline of investable projects, deepening local capital markets and utilizing de-risking and guarantee instruments to facilitate PCM on a project-by-project basis. As some PSW-supported projects are at or near maturity, the IDA20 Mid-Term Review

will provide an opportunity to provide more detailed analysis of what the PSW has achieved since its inception in FY18, including illustrating successes, lessons learned and the role of de-risking capital in supporting the development of the private sector in IDA countries.

After a ramp-up following its introduction in IDA18, the PSW implementation accelerated in IDA19. In IDA18, the PSW used 56 percent of originally allocated IDA funds, or \$1.4 billion of the \$2.5 billion. The IDA18 period helped build the pipeline and familiarize teams with the new concessional blended finance products available under the PSW. In IDA19, the PSW deployed a significantly larger volume of funds—\$1.7 billion, the entire amount allocated⁶⁸—in two-thirds of the time (Figure 3. 4.) The PSW mobilized \$3.3 billion in investments and guarantees from IFC and MIGA, and an additional \$4.9 billion from third parties, including other development finance institutions, lenders, and equity investors, representing a five-times leverage of IDA funds.

Figure 3.4.
Board Approvals Over Time: IDA18 vs IDA19



Box 3.5 Programs Established During IDA19 - Using Platforms to Scale Impact

Given the relatively small investment size of individual PSW-supported projects, IFC uses investment platforms, or programmatic approaches, to deploy resources efficiently and at larger scale. Each IDA PSW project is approved by the Board but, under programmatic platforms, the Board authorizes a program and delegates approval of individual transactions to IDA Management within defined parameters. Notable investment platforms supported by IDA PSW during the IDA19 cycle include:



- IFC launched the Base-of-the-Pyramid (BoP) Facility. BoP is a \$600 million financing facility to support financial service providers such as microfinance institutions, non-bank financial institutions, and MSME-focused banks serving MSMEs, informal enterprises, and low-income households on-lending to MSMEs impacted by the COVID-19 pandemic. Thanks to the support of a pooled first loss guarantee (up to \$130 million) and cross-currency swaps (up to \$250 million) through PSW, up to half of the facility will target IDA PSW-eligible countries. One project under BoP supported Equity Banque Commerciale du Congo in the Democratic Republic of the Congo. IFC's loan proceeds were used to help small businesses access

local currency financing despite the Congolese financial system being heavily dollarized with limited availability of local currency lending. IDA PSW supported the loan with both cross-currency swaps with IFC to enable it to offer a local currency loan at a viable rate for on-lending to MSMEs and a pooled first loss guarantee to de-risk IFC's participation. Through an important local financial institution, IFC and PSW are able to support access to finance to financially underserved individuals and MSMEs in remote areas of the country and discourage retrenchment in the context of the recovery from the COVID-19 pandemic.

- The African Trade and Supply Chain Finance Program (ATRI) is a \$1 billion platform to address the trade finance gap in Africa by financing financial institutions or directly to importers and exporters. ATRI recognized that developing stronger delivery of trade financing to banks and firms is necessary to support a rebound from the COVID-19 pandemic and the recovery of SMEs. It is supported by up to \$225 million from IDA19 PSW.

IFC's programmatic platforms, particularly those begun at the end of IDA18 to support the COVID-19 response, contributed to the increased use of the PSW in IDA19. COVID-19-related platforms utilized the PSW's Blended Finance Facility and Local Currency Facility,⁶⁹ and primarily targeted the financial sector to support access to finance for MSMEs during the crisis. Use of the PSW's MIGA Guarantee and Risk Management Facilities declined during the cycle relative to IDA18. These facilities are used primarily to support long-term infrastructure investments. Structuring and executing this type of investment is challenging in low-income IDA and FCS countries in general, and demand for the investments was further affected during the cycle by deteriorating macroeconomic conditions and drops in rates of foreign direct investment.

The financial sector accounted for more than half of the IDA19 PSW portfolio. Support to the financial sector flowed through to a range of economically productive sectors and end-consumer use in agriculture/forestry, consumer products and retail/services sectors, among others. The infrastructure sector, including energy and telecoms, accounted for around 20 percent of the IDA19 PSW portfolio. In connection with IDA Special Theme of Climate Change, nearly \$100 million of the IDA19 allocation was allocated to renewable energy projects, to support projects worth an aggregate of \$580 million. For example, in light of high country and project risks, the IDA PSW MIGA Guarantee Facility supported MIGA in issuing guarantees of up to \$25.6 million to Escotel, covering its investments in solar generation to power existing and future cell phone towers in Sierra Leone and Liberia.

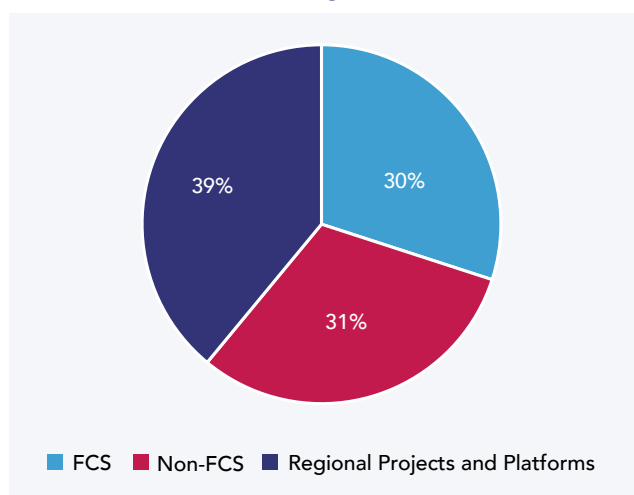
Several large projects drove the PSW's mobilization of finance from other investors. These included, for instance, MIGA's [Konexa integrated power distribution](#). IDA PSW's support enabled MIGA guarantees for Konexa's solar power generation and distribution operations in Nigeria, with up to \$85.5 million in guaranteed investments.

Box 3.6 Support for the Financial Sector

PSW support to the financial sector has expanded the reach to various subsectors in low-income IDA and FCS countries. For example, through IDA PSW support, the IFC Global Trade Finance Program (GTFP) nearly tripled its reach to IDA PSW countries during COVID-19 (from FY19 to FY22). In addition, under IFC's Small Loan Guarantee Program (SLGP), IFC and PSW have supported the financial sector in extending over 5,000 financing facilities to SMEs for a cumulative loan amount of more than \$400 million equivalent. In terms of reach, SLGP has focused on supporting financing to smaller SMEs, evidenced by the average SME loan size under SLGP of approximately US\$74,000 equivalent.



Figure 3.5.
IDA PSW Allocations, by FCS Status





In IDA19, the PSW continued to focus on FCS countries. The private sector in FCS countries encounters specific challenges, such as insecurity and deficiencies in state capacity and legitimacy. These deficiencies often lead to high rates of informality in the economy, which can undermine productivity and investment. Additionally, there is often a lack of resilient counterparts and a political environment that inhibits necessary economic reforms. Given this challenging environment, it is important to conduct extensive research and analysis, build client capacity, and develop projects to identify viable private sector investments. Projects in countries particularly affected by political instability and insecurity, such as Afghanistan, Ethiopia, Myanmar and Sudan, faced challenges and disruptions. Due to the operational and policy challenges of operating in these political and security environments, several IDA PSW projects at various stages of the investment lifecycle were suspended, withdrawn or divested, often after significant efforts by the WBG and its clients had already been expended toward realizing these projects. This highlights the need to further develop mechanisms to support the private sector in these countries, including identifying opportunities to work with partners who are appropriately equipped for on-the-ground interventions. Despite these challenges of operating in an FCS context, the PSW has been able to support impactful projects in the most challenging environments, as demonstrated in Yemen (see Box 3.7).

Box 3.7 PSW supported investments in FCS countries: Hayel Saeed Anam Group Foods (HSA Foods)

With IDA PSW support, IFC and FMO (the Dutch entrepreneurial development bank) provided \$75 million in debt financing for HSA Foods operations in Yemen. This was IFC's first agribusiness investment in Yemen in over a decade and FMO's first investment in the country. The proceeds were used by HSA Foods—one of the largest private employers in Yemen—to maintain its food staple business in the midst of the country's ongoing humanitarian crisis, armed conflict, and the impact of the COVID-19 pandemic on global trade in food commodities. IDA PSW supported the transaction by providing a first loss guarantee equivalent to 50 percent of the financing, allowing IFC and FMO to participate in the transaction. Following on from this initial financing, IFC arranged a further financing package of \$60 million for HSA Foods with lending on its own account and mobilized from other DFIs, again with IDA PSW support.





Chapter 4. LESSONS LEARNED AND LOOKING FORWARD

4.1. Lessons from an Extraordinary IDA19 Cycle

The IDA19 delivery experience was exceptional. IDA19 introduced important innovations such as the SDFP, increased and more tailored support through the FCV Envelope, and a sharper focus on early response and crisis preparedness. These enhancements provided a solid framework for IDA19 to address crucial challenges in IDA countries. However, the outbreak of multiple crises during the cycle drove the implementation in entirely new directions. In this context of unplanned change, what can be learned about IDA's capacity to adapt? What were the successes and where was the room to maneuver more constrained? And does the experience present lessons for IDA20 and beyond?

While it is premature to draw longer-term conclusions, early lessons demonstrate the importance of preserving IDA's substantial capacity for a flexible response. Building on delivery data in this report, on IDA's RMS, and on testimonials from IDA task teams, it is possible to draw some conclusions about what worked well in the face of

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In one project I worked on in a West African country, three of the key counterparts passed away from COVID, either directly or as a co-morbidity. It was very sad on a human level because I had worked with these people for six years and knew them well. A big loss. Of course, it also created a lack of leadership for the project.

-Social Development TTL

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compounding crises. For instance, the volume and quality of the portfolio provides a clear indication that IDA managed to serve clients despite operational challenges, including temporary restrictions on staff mobility. The rapid introduction of an MPA and adjustments to the IDA19 package in April 2021 underscored the importance of preserving IDA's capacity to change course in the face of unexpected crises. This involved convening clients, donors, and other international organizations in joint response.



In FCV situations, our clients often don't have stable and strong internet and face frequent electricity cuts, but some used their cell phones. We also shifted project allocations and allowed clients to purchase items that we had not foreseen originally, like stronger and more stable internet connection or more generators for their offices, to make sure that they had proper logistics to do their work.

-Urban and Disaster Risk Management TTL



The Retrospective demonstrates that IDA19 offered record commitments, sustained disbursements, and delivered important results, but this was against a backdrop of significant development reversals in IDA countries. Progress in eradicating extreme poverty and achieving the Sustainable Development Goals is off track. The development trajectory has slowed or reversed in some areas over the past few years. These reversals are largely driven by global development challenges, including the impact of climate change, the COVID-19 pandemic, and growing fragility and conflict. The IDA19 cycle powerfully underscored that IDA's core strengths lie in its ability to provide long-term responses in a manner that supports country needs, while also adapting innovative solutions to address new and emerging challenges.

IDA's central role

IDA stepped up to respond to an unprecedented global crisis. IDA has never shied away from daunting challenges facing member countries. In the face of the COVID-19 pandemic, IDA redoubled efforts with a significant upsurge in financing to support the response. IDA's innovative funding model was a cornerstone of this effort. IDA18 represented a paradigm shift. Obtaining a AAA credit rating and issuing bonds in the international capital markets for the first time in its history enabled IDA to expand financing to member countries by 50 percent. That milestone enabled a remarkable scale-up with every \$1 in new partner contributions generating more than \$3 in support for the poorest and most vulnerable countries. This was made possible by the use of capital market finance and loan reflows, positioning IDA to act effectively when crisis struck.

IDA was a major external financier for countries during a period of urgent need. IDA provided significant net positive flows at concessional terms, at a time when countries' debt sustainability was deteriorating. From April 2020 to May 2021 – the most intense phase of support following the outbreak of the pandemic and the ensuing economic contraction - IDA was the largest external financier to countries eligible for the Debt Service Suspension Initiative, providing 37 percent of the external support (Figure 4.1). Both FY21 and FY22 set records for IDA commitments, reaching \$75 billion, or \$76.7 billion when considering PSW commitments delivered through IFC and MIGA. This record financing was enabled by the extraordinary responsiveness of IDA donors and stakeholders in supporting an early replenishment. The shortening of the IDA19 cycle to two years effectively raised \$16 billion for IDA countries shortly after the devastating impact of the pandemic became evident. It was bolstered by the innovations of the hybrid financing model introduced in IDA18, which leveraged market borrowing to bolster IDA finances and enable significant frontloading of resources during the compressed cycle.

Convening role

IDA19 was a critical convening platform to address unexpected and urgent global challenges. IDA embodies a strong partnership, bringing together IDA donors and borrowers in its framing, and engaging public and private partners in its delivery. Collaboration with other development partners, in particular the IMF, MDBs and the UN, is essential, as are partnerships with international NGOs and CSOs. IDA sustained and built on these partnerships even as travel restrictions disrupted face-to-face interaction.



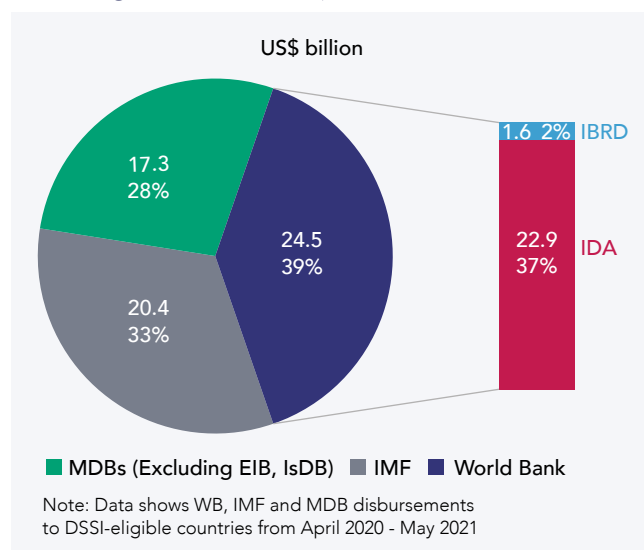
In discussions with our clients, I felt that the crisis created a real sense of 'we are in it together, as humans, solving problems that affect all of us.' COVID-19 was the great centrifuge for solutions, but also the great equalizer, and that helped to focus on solutions, not problems or obstacles. It forced teams to think of ways in which things could be done in solution thinking mode.

-Health TTL



Figure 4.1.

IDA's Financial Contribution to the COVID-19 Response Compared with other MDBs (to DSSI eligible countries)



The decision to advance IDA20 represented a unique moment of global solidarity. Representatives of developed and developing countries joined forces in a determined effort to support a green, inclusive, and resilient recovery for all. Working remotely, IDA effectively raised \$16 billion for the global response in less than a year and used the resources to respond on an unprecedented scale. IDA's capacity to adapt rapidly and deliver at scale was a product of its longstanding collaborative processes. IDA Deputies, Borrower Representatives, and Management convene at regular cycles to review IDA performance, consider emerging needs, and adjust its architecture when needed. This long-established practice served the IDA partnership well when rapid decisions were required.

Despite lockdowns and travel restrictions, IDA19 continued to convene essential discussions at the global, regional, and national levels. The SDFP's Program of Creditor Outreach illustrates how IDA can support structured dialogue among IDA borrowers, public and private sector lenders, academics, civil society, and other stakeholders to shed light on the pressing issue of debt sustainability and the importance of transparency to securing sustainable development financing. Review processes under IDA envelopes and windows have showcased how complex policy dialogue on issues of fragility and population movements benefit from IDA's strong collaboration with other development partners, including UN agencies, funds, and programs, in particular when dialogue aligns with client policy priorities. IEG's evaluation of the [World Bank Group's Early Support to Addressing](#)

[COVID-19: Economic Response April 2020 to June 2021](#) identifies the Bank's engagement with partners, including global partners outside of the development community, such as UN agencies, as a key factor that affected the quality of the Bank's early response.⁷⁰ IDA not only convenes platforms, but it can also serve as a critical source of support for country-led platforms, as the success in implementing PCs on support to country-led platforms for JET and support for citizen engagement in national policy has demonstrated.

Softening tradeoffs

IDA helped countries balance emergency support and longer-term development. During IDA19, the polycrisis forced IDA countries to make difficult choices between preserving essential government services and halting a deadly pandemic, and between immediate and vital financing needs and longer-term debt sustainability. IDA adapted its program of support to enable surge financing and help countries address these competing needs. Surge financing was used across a broad swath of sectors, to cushion setbacks and protect development gains in climate, health, education, agriculture, infrastructure, social protection, and other critical development priorities. Investments in building resilient systems to deliver essential services were shown to offset risks of service disruptions. This demonstrated the effectiveness of incorporating shock response and contingency elements in the operational planning process. For those countries with lower risks of debt distress, scaling up investments with somewhat less concessional financing provided to be one valuable tool for advancing development priorities while managing debt sustainability.

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When we went on lockdown, my life shifted to my basement “command center” in Washington, D.C. With the family at home and preparations for projects covering seven countries in the Sahel, you can imagine the challenges! Some things like our accessibility to clients probably improved despite the mission stoppage - at least once we all learned how to use virtual tools effectively.

- Social Development TTL





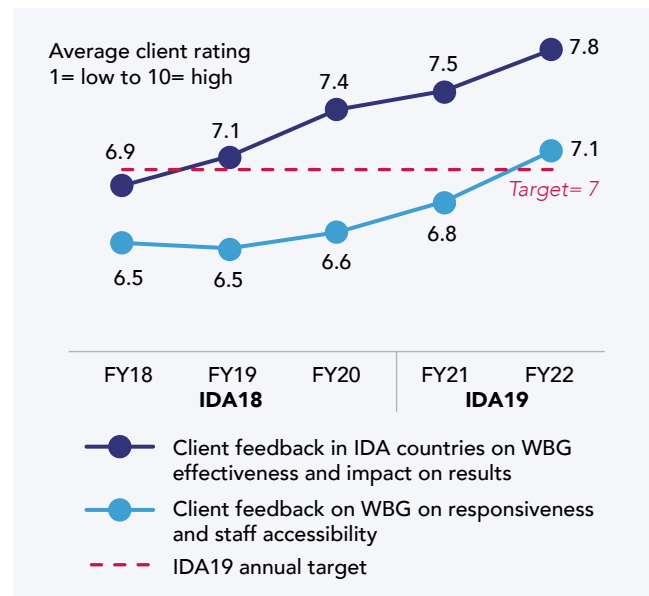
At the same time, the pandemic outbreak exposed how ill-prepared many IDA countries were – along with IBRD and OECD countries. IEG observes that in a highly uncertain context, the World Bank’s response was unprecedented in scale and speed, and relevant to country needs. IEG also found that “support addressed country needs most comprehensively where earlier work on human capital had built preparedness....”⁷¹ Efforts to break the cycle of “panic and neglect” that followed the 2002-04 SARS outbreak, the 2014–16 Ebola outbreak, and the 2015–16 Zika outbreak were at best only partially successful. The fact that preparedness was so limited at the time of the COVID-19 pandemic despite these earlier viral outbreaks highlights the difficulty of maintaining focus on pandemic preparedness and resilience once a pandemic outbreak ends – especially in resource-constrained IDA countries that face many other competing and urgent priorities. Breaking the “panic and neglect” cycle remains a key challenge in IDA countries and beyond if the world is to be better prepared for the next pandemic. IEG’s evaluation of [The World Bank’s Early Support to Addressing COVID-19 Health and Social Response](#) confirms the critical importance of preparedness.

Operational response

IDA served clients despite severe mobility restrictions, logistical challenges, and difficult circumstances. Staff’s ability to adapt to unprecedented challenges at a time of great uncertainty was an important enabler of the results achieved. It is also reflected in the clear and consistently positive trend in client feedback throughout IDA19 (Figure 4.2). Somewhat counter-intuitively, clients reported an improvement over the IDA19 cycle in how responsive and accessible IDA was at the time of mobility challenges. These results may indicate the strong resilience of IDA’s business model. In some cases, a high degree of worldwide technology adoption may have facilitated increased accessibility compared with the more mission-focused pre-pandemic way of preparing and supporting projects.

Figure 4.2.

Better Client Feedback



We were preparing a project under the lockdown conditions when I moved to a new region, new teams, new projects, and new clients. It was a big change: having to say farewell to client representatives and colleagues I had worked with for years and getting to know new people through a tiny computer screen. Still, and in hindsight, it was surprisingly easy to build personal relationships with new colleagues virtually, but it was more difficult to get the overall picture of what's happening on the ground with our country programs. There is nothing more helpful to immerse oneself in a new operation and country than a mission, but I did not have that chance. It was interesting and challenging at the same time. Now that we have started to travel again, it is great to meet face-to-face people you have worked with for over two years.

– Forestry TTL



Relevance to IBRD

There are increasing synergies between IDA and IBRD, particularly in the global emergency context. IDA19 led IBRD in important achievements, such as the quick introduction of the COVID-19 MPA and knowledge on the pandemic and vaccines. Innovations launched in IDA countries were subsequently adopted by IBRD countries. Beyond the COVID-19 response, since the introduction of the Special Themes, IDA has often forged new paths, with GPs adapting the knowledge gained through IDA-financed operations for application in IBRD contexts. One such instance is the Gender Special Theme, which has evolved dramatically since its introduction in IDA16. It has played a vital role in generating knowledge and demand for activities not only in IDA countries but also in IBRD countries. The Gender Special Theme has been instrumental in establishing a strong knowledge base and valuable experience. This was achieved by progressively introducing policy commitments that laid the foundation for deeper gender work, including the adoption of a new WBG Gender Strategy in IDA17, the prioritization of key areas and concrete results-focused delivery in IDA18, and a sharpened focus on lagging areas in IDA19. While this framework was introduced through IDA, WBG monitoring of the implementation of the Gender Strategy indicates that it has helped drive gender issues in operations financed also by IBRD and IFC. Other development areas are now proceeding along a similar trajectory, such as disability inclusion.

Long-term development

IDA's architecture and policy package helped it maintain a focus on long-term priorities even as it supported an unprecedented crisis response. IDA's regular replenishments ensure that partners periodically review and adjust its policy package and architecture to respond to priority needs. As a result, IDA has already moved to address a number of issues that are being considered in the ongoing WBG Evolution discussions. Already the leading provider of concessional climate finance to low-income countries, IDA continued to expand financing in IDA19 and to increase the availability of grant financing for climate response. The introduction of the FCV Envelope supported the WBG's Strategy for Fragility, Conflict and Violence and provided resources to IDA countries tackling some of the most complex challenges. The SDFP built on lessons from previous cycles to emphasize the centrality of sustainable financing to future agenda. The CRW's Early Response Financing was quickly adopted by those IDA countries facing growing food insecurity, and IDA began to increase the use of crisis preparedness financing instruments for

climate change adaptation and disaster risk reduction. The introduction of Cross-cutting Issues into the policy package helped raise the profile of human capital and disability inclusion at a critical time. And IDA's RW offered financing that helped promote collaboration among IDA countries as they invested in global public goods.

Preserving country leadership and flexibility



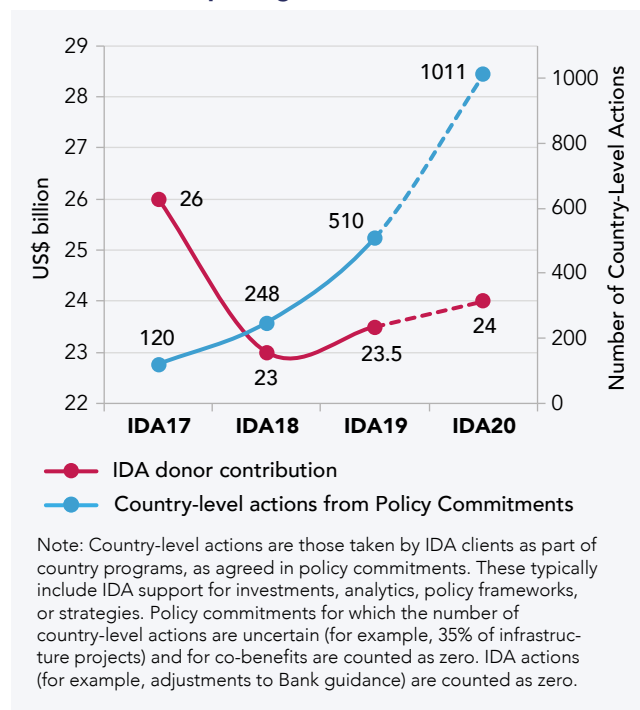
There's a tendency to get going with work quickly and move on. Despite how quickly we were moving, it was critical for me to take a step back and think about how to create an environment, even if it was virtual, to bring people together in interactive ways that would catalyze creative thinking while building team cohesiveness and think in different ways.

-Health TTL



While relevant, IDA's architecture and policy package impacted its flexibility to respond to members' emerging priorities. The country-led model remains core to IDA's approach. It builds on flexibility and selectivity to help client countries use IDA resources effectively as they advance their key development priorities. A trend established over recent cycles has, however, acted to de-emphasize this flexibility to some degree. The cycle's five Special Themes, four Cross-cutting Issues and the 44 associated policy commitments helped direct efforts to agreed priorities, but they restrict flexibility to accommodate shifts in client demand, for example as countries deal with unexpected emergencies, an issue amplified in global crises such as pandemics. Since IDA17, each IDA cycle has doubled the number of country level actions required by IDA's policy package. In IDA19, 510 separate country level actions were required (Figure 4.3). The SDFP PPAs also require significant policy action by country authorities. The PPAs are also a good example of an initiative that aims to incentivize reforms in one area but that also affects IDA's ability to be flexible and adaptable in other areas. Failure to implement PPAs under the SDFP, for example, can affect a client's eligibility to receive reallocations or to frontload resources during a cycle. While effective in incentivizing action on the urgent priority of debt sustainability, the initiative can be somewhat constraining if and as IDA clients must mobilize a large-scale response to other global crises.

Figure 4.3.
Increased country-level actions from IDA countries for policy commitments



4.2. Adjustments in IDA20

In the history of IDA, the experience gained in implementing IDA19 was in many ways exceptional. The sharply increased needs in IDA countries, the significant mid-cycle adjustments, the accelerated implementation, and the increased magnitude of support all provided valuable lessons that helped pave the way for the IDA20 replenishment. For instance, at a time of huge needs in IDA countries, IDA20 was able to draw on the experience with balance sheet optimization in IDA18 and IDA19 to make limited resources go further. New concessional shorter-maturity loans were introduced for IDA-only countries at low or moderate risk of debt distress and Gap and Blend countries, along with new 50-year credits for IDA-only yellow light countries. The pandemic also made evident the need to increase investments to strengthen health systems, schools, and social protection to manage the tail end of the pandemic, and to build resilience ahead of future pandemic and crisis shocks. To accomplish this, IDA20 introduced Human Capital as a new Special Theme, and adopted targeted policy commitments. Crisis preparedness was further elevated through a standalone policy commitment as part of its own Cross-cutting Issue to support countries to identify critical preparedness gaps. At the same time, IDA19's

Governance and Institutions Special Theme was realigned as a Cross-cutting Issue in IDA20 to better reflect the cross-cutting nature of governance interventions. Building on the foundational work in IDA19, the IDA20 package scales up the support to disability inclusion across Practice Groups and Sectors with dedicated policy commitments and a new IDA RMS indicator, in addition to ongoing work to build IDA countries' statistical capacity to track disability. IDA20 continued the implementation of the SDFP based on the IDA19 experience and adjusted the balance of country and window allocations, including scaling up the FCV Envelope, the RW and the CRW. IDA20 also made all IDA windows instrument-neutral by allowing PforR to access RW financing, following an operation approved in IDA19 using a waiver.



Right at the start of the pandemic, I said to a colleague that let's not forget the need to continue to strengthen health systems, which is now the big lesson that came out of this. The stronger the health system is, the stronger it can withstand an impact of something like a pandemic.

– Africa Human Development Portfolio Advisor



4.3. IDA20 and Beyond

The implementation of IDA19 under exceptional circumstances leaves an important legacy for IDA. The experience provides a foundation for future replenishments, underscoring the importance of IDA remaining flexible enough to adjust to unforeseen crises, and sufficiently resourced to respond to urgent and widespread needs. It also suggests that IDA can continue to play a key role in supporting IDA countries' counter-cyclical measures at a time of economic contraction. And the work in IDA19 on pandemic preparedness underscores the importance of breaking the “panic and neglect” cycle by supporting countries to make investments for crisis preparedness at times when they do not face any crisis, even as they face other pressing needs.

The needs are unlikely to be reduced soon. The lingering effects of the economic contraction following the pandemic and other crises during IDA19 will make graduation a more difficult goal to attain for many IDA countries.

Box 4.1 WBG Evolution Roadmap

Recognizing that the world must do more to address the crisis facing development and that the World Bank Group is central to these efforts, WBG shareholders asked World Bank Management to develop an Evolution Roadmap, options and pathways that will help address the defining challenges of our time. An initial discussion on January 11, 2023 established consensus on the guiding principles of the Evolution Roadmap process, which is led by the World Bank's Board. One of the principles is that the WBG must continue serving all clients including low- and middle-income countries, tackle their priority development issues faster and in a way that advances select global challenges, including issues such as climate change and pandemics.

The Evolution Roadmap work focuses on three building blocks: WBG vision and mission; operational model; and financial capacity. Discussions will involve iterative, inclusive, and collaborative engagements working closely with Bank Management and listening to voices inside and outside the Bank, especially clients. Poverty reduction and broader socio-economic development remain at the heart of this effort, as well as global challenges, such as climate change, pandemic preparedness, and fragility. Transparency will be essential to the effectiveness of its outcome.

Two key steps are expected to be concluded before the Mid-Term Review of IDA20 implementation. Development Committee paper for the 2023 Spring Meetings will cover initial proposals on all three building blocks. Based on the Governors' guidance and additional discussions, a Development Committee paper will be prepared for discussion at the 2023 Annual Meetings.

IDA will need to redouble efforts to support countries to recover, rebuild, and achieve long-term development goals, with strong support from the international community.

In addition, as global challenges come into sharper focus with the increasing effects of climate change and with crises similar in scale to the COVID-19 pandemic, IDA will be expected to do more. The call for IDA to take on a larger role in addressing global challenges should be seen against a backdrop of critical long-term development goals of IDA countries, including the reduction of extreme poverty and the promotion of shared prosperity. As the preparation of the WBG Evolution Roadmap continues, the implementation of IDA19 offers a valuable experience in addressing a pandemic that spread across the globe without regard for borders, while maintaining focus on long term development goals. This experience can help guide the scaling of IDA's support for global challenges while maintaining the country-led engagement model as foundational. Strong support from IDA participants will enable IDA to provide concessional and grant financing at a time of urgent country-level needs as well as global challenges.

The hybrid financial model introduced in IDA18 served IDA19 well at a time of great uncertainty and should continue to enhance future replenishments by increasing external financing, even as IDA's financial stability is safeguarded. As IDA countries work to recover, rebuild, and achieve long-term development goals they will require additional external sources of finance, including from IDA. IDA will only be able to meet this need with strong support from its participants during coming replenishment cycles.



Endnotes

- 1 World Bank. [Poverty and Shared Prosperity 2022: Correcting Course](#). Washington, DC: World Bank.
- 2 World Bank, UNESCO, UNICEF, UK FCDO, USAID, Gates Foundation. [State of Global Learning Poverty: 2022 Update](#). Washington, DC: World Bank.
- 3 Salman Asim, RavinderGera, and Archit Singhal. [“Learning loss from Covid in Sub-Saharan Africa: Evidence from Malawi”](#), April 19, 2022.
- 4 *Ibid.*
- 5 Before their April 2021 meeting, IDA partners had conducted thorough consultations on the way forward for IDA19, including holding formal virtual meetings to consider options in June, October, and December 2020 and in February 2021.
- 6 World Bank. [“Press release: World Bank Launches Early IDA20 Replenishment to Help Poorest Countries Recover from the COVID-19 Crisis.”](#) April 15, 2021.
- 7 World Bank Development Finance Corporate IDA and IBRD. [Adjustments to IDA19](#), June 8, 2021. Washington, DC. World Bank.
- 8 Using the IDA19 foreign exchange reference rate of SDR/\$ 1.31318.
- 9 Of this sum, about \$5.2 billion originated from a few large borrowers: Afghanistan, Ethiopia, Mali, Myanmar, and Sudan.
- 10 Resources were also reallocated from cancelled balances, SDFP set-asides and unallocated FCV Envelope resources.
- 11 Note that not all Tier 3 indicators include performance standards; some are monitored for trends rather than managed to achieve specific expected value.
- 12 Appendix 2 to this report lists the original text of all policy commitments, as well as the final agreed targets, noting those that were adjusted.
- 13 As in IDA19, significant balance sheet optimization (BSO) measures helped to augment the size of the IDA20 replenishment envelope. Donor contributions remained the key factor in establishing the IDA20 envelope, but balance sheet optimization measures increased the envelope by an additional \$14 billion.
- 14 World Bank. [“Feature Story: Cash for Work: Changing Yemeni Women’s Lives.”](#) March 9, 2021.
- 15 This is tracked in Tier 3 of the RMS.
- 16 This number was previously reported in the IDA19 Implementation and Delivery paper as 84 due to a data reporting error.
- 17 World Bank. 2022. “Supporting Legal Reforms to increase women’s workforce participation in Pakistan.” Results Brief. Washington, DC.
- 18 These include achieving gender equality and empowering all women and girls through universal access to sexual and reproductive health care, women’s equal rights to economic resources, as well as access to ownership and control over assets and financial services, promotion of women’s empowerment through the use of enabling technology, and the elimination of all forms of violence against women and girls in the public and private spheres.
- 19 Victor H. Orozco-Olvera; Rascon Ramirez; Ericka Gabriela. [“Improving Enrollment and Learning Through Videos and Mobiles: Experimental Evidence from Northern Nigeria”](#) February 12, 2023. Available at SSRN.
- 20 Melissa Ann Adelman; Iva Trako; Eliot Kevin Faron De Goer De Herve; Maroua Sallami. [“Snapshot of the Basic Education Gender Gap: Progress, Challenges, and Variations Across DRC \(English\).”](#) June 1, 2021. Washington, D.C.: World Bank Group.
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- 23 IDA19 and its Climate Change Special Theme was designed prior to the WBG Climate Change Action Plan 2021-2025. IDA20 is fully aligned with the CCAP.
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- 25 Baysa Naran, Jake Connolly, Paul Rosane, Dharshan Wignarajah, Githungo Wakaba and Barbara Buchner. [“Global Landscape of Climate Finance: A Decade of Data.”](#) October 27, 2022. Climate Policy Initiative.
- 26 World Bank. [Resilience Rating System: A Methodology for Building and Tracking Resilience to Climate Change](#). 2021. Washington, D.C.: World Bank. . In addition, an accompanying methodology on how to add a stress test for climate change and natural disasters to the economic analysis of a project has also been developed. Stephane Hallegatte; Rubaina Anjum; Paolo Avner; Ammara Shariq; Michelle Winglee; Camilla Knudsen. [“Integrating Climate Change and Natural Disasters in the Economic Analysis of Projects : A Disaster and Climate Risk Stress Test Methodology.”](#) 2021. Washington, D.C.: World Bank.
- 27 International Institute for Strategic Studies. [Armed Conflict Survey 2021](#). London, United Kingdom.
- 28 WBG data, based on [Poverty and Shared Prosperity 2022: Correcting Course](#).
- 29 World Bank. [“Results Brief: Boosting Access to Affordable Solar Energy in Yemen.”](#) July 18, 2022.
- 30 World Bank. [“Results Brief: Boosting Access to Affordable Solar Energy in Yemen.”](#) July 18, 2022.
- 31 Country Partnership Frameworks, Country Engagement Notes and Performance and Learning Reviews.
- 32 IDA initially assessed that 10 PCs in the G&I Special Theme had been achieved, while two—PC 4 regarding the identification of constraints to infrastructure investments, and PC 11 regarding strengthening core government functions in IDA FCS countries—had fallen marginally short of targets. World Bank. [IDA19: Implementation and Delivery](#). October 6, 2022. Washington, D.C.: World Bank Group. G&I PC 3 committed to improving domestic resource mobilization in the IDA countries with tax-to-GDP ratios consistently below 15 percent. Considerable progress was made on this commitment in what proved to be a uniquely difficult pandemic context, given that many countries prioritized tax relief, and the PC target of achieving an average improvement

- in-to-GDP ratios of 1 percentage point was initially reported as achieved. However, on subsequent review the average improvement reached 0.33 of a percentage point, and so the status of the PC has been changed to “not achieved” in this Retrospective.
- 33 Andrew Dabalen; Kristen Himelein; Carlos Rodriguez Castelan. [Data for Policy Initiative](#). Poverty and Equity Notes No. 23. June 2020. Washington, D.C.: World Bank.
- 34 Kiribati, Marshall Islands, Micronesia, Timor-Lest and Tuvalu.
- 35 Open Contracting Partnership. [Fulfilling the Promise of E-Procurement Reform: Lessons from Five African Countries](#), 2022. Washington, D.C.: Open Contracting Partnership.
- 36 World Bank. [“Results Brief: Ghana: Online Education for Delivering Learning Outcomes during the COVID-19 School Closure,”](#) May 16, 2022.
- 37 Bangladesh, Benin, Burundi, Cameroon, Côte d’Ivoire, Ethiopia, Liberia, Malawi, Mauritania, Nigeria, Pakistan, Senegal, Sierra Leone, Somalia, and Tanzania.
- 38 Norbert Schady; Alaka Holla; Shwetlena Sabarwal; Joana Silva; Andres Yi Chang. [Collapse and Recovery: How the COVID-19 Pandemic Eroded Human Capital and What to Do about It](#). February 16, 2023. Washington, D.C.: World Bank.
- 39 Thomas Bowen; Carlo del Ninno; Colin Andrews; Sarah Coll-Black; Ugo Gentilini; Kelly Johnson; Yasuhiro Kawasoe; Adea Kryeziu; Barry Maher; Asha Williams. [International Development in Focus - Adaptive Social Protection: Building Resilience to Shocks](#). May 20, 2020. Washington, D.C.: World Bank.
- 40 This includes: (a) enhancing debt transparency by increasing reporting by borrowers to the international statistical databases and wider publishing of debt data by the IMF and the World Bank; (b) scaling up debt recording and debt management capacity development activities for borrowers; (c) improving analytical tools which include the revision of the DSA frameworks; and (d) redesigning the IMF and World Bank policies in relation to responsible borrowing and lending.
- 41 Along with other adjustments made at the start of the cycle to respond to COVID-19, the SDFP set-aside mechanism, initially designed with a “hard stop” at the end of each IDA cycle, was adjusted to run continuously across cycles. Under the adjusted approach, if an IDA country fails to implement a PPA, it is subject to a set-aside. If it implements the PPA satisfactorily within two years, it can recover the set-aside. If a country fails to implement a PPA for two consecutive fiscal years, irrespective of when this takes place in a replenishment cycle, it will permanently lose access to the set-aside, which amounts to a discount.
- 42 COVID-19 led to the largest accumulation of fiscal risks since World War II. At the end of 2020, total debt in developing economies—government, household, and private sector debt—equaled more than 200 percent of GDP, a 50-year record.
- 43 World Bank. [The International Development Association’s Sustainable Development Finance Policy: An Early-Stage Evaluation](#). Independent Evaluation Group, November 10, 2021. Washington, D.C.: World Bank
- 44 Maldives and Pakistan failed to implement FY21 PPAs; these were carried over into FY22 and once again were not met. The failure to implement in FY22 resulted in a permanent discount of the FY22 set-aside country allocation for both countries and a hardening of terms for Maldives.
- 45 World Bank. [A Changing Landscape: Trends in Official Financial Flows and the Aid Architecture](#); November 1, 2021. Washington, D.C.: World Bank.
- 46 World Bank. [Understanding Trends in Proliferation and Fragmentation for Aid Effectiveness During Crises](#), July 19, 2022. Washington, D.C.: World Bank.
- 47 World Bank. [“Press Release: Global Community Steps Up with \\$93 Billion Support Package to Boost Resilient Recovery in World’s Poorest Countries.”](#) December 15, 2021.
- 48 Beginning IDA18 IDA also began to offer some grant financing for countries at lower risk of debt distress to incentivize support for refugees and host communities. While not normally eligible for grant financing, when these lower-risk countries access financing through the Window for Host Communities and Refugees, 50 percent of the WHR financing may be accessed as IDA grants.
- 49 Most IDA credits are also provided at highly concessional terms, as measured by a loan’s “grant element”. During IDA19, IDA offered concessional credits on either regular, blend, or small economy terms. The concessionality of each type of credit varies, from 35 percent for blend, to 53 percent for regular, and 61 percent for small economy terms, respectively. This means that, every dollar provided to IDA countries in credit form contained a grant element of at least 35 cents, and often more.
- 50 For details on bulk reallocations approved by the Board and endorsed by IDA Participants please see Adjustments to IDA19, IDA/R2021-0189. Washington, DC: International Development Association and IDA19: Reallocation of Resources, IDA/R2021-031. Washington, DC: International Development Association for information on additional reallocations (Regional Window, CRW), reallocation flexibilities accorded to Management, and redistribution of SDFP set-asides.
- 51 Using the IDA19 foreign exchange reference rate of SDR/\$1.38318.
- 52 Seventy-four countries were eligible to receive IDA financing during the cycle. Four received none, either due to non-performing loans (Eritrea, Syria, Zimbabwe) or due to a pause in disbursements on operations (Myanmar, following the February 1, 2021 military coup). Three non-IDA eligible countries received resources during the cycle. Moldova and Mongolia received exceptional assistance totaling \$107 million to support COVID-19 responses. In addition, in April 2022 the Executive Directors of IDA approved an increase in the adjusted IDA19 commitment authority by \$1 billion, enabling IDA to provide an exceptional \$1 billion in support to Ukraine, supplementing \$72 billion in IBRD resources. In the same decision, additional \$100 million in exceptional resources were provided to Moldova through the CRW to support Moldova in grappling with the effects of Russia’s invasion of Ukraine, which resulted in large refugee flows into Moldova.
- 53 Countries eligible for the FCV Envelope may receive one of three possible allocations that supplement the PBA: (i) the Prevention and Resilience Allocation provides enhanced support for countries at risk of falling into high-intensity conflict or large-scale violence, based on government commitment and agreed milestones; (ii) the Remaining Engaged during Conflict Allocation

- enables IDA to maintain a base level of engagement in a small number of countries that experience high-intensity conflict and have extremely limited government capacity; and (iii) the Turn Around Allocation supports countries emerging from a period of conflict, social/political crisis or disengagement, where there is a window of opportunity to pursue reforms that can accelerate a transition out of fragility and build resilience, based on government commitment and agreed milestones.
- 54 Excludes pre-arrears clearance grant for Sudan of (SDR287.9 million).
- 55 A comprehensive review of the operationalization of the FCV envelope was completed at the IDA19 MTR to review progress and discuss course corrections: World Bank. [IDA19: Mid-term Review of the Operationalization of the Fragility, Conflict and Violence \(FCV\) Envelope \(English\)](#). September 23, 2021. Washington, D.C.: World Bank Group.
- 56 This number includes the exceptional allocations to Moldova and Mongolia and excludes the recipient countries under Global Fast-Track COVID-19 facility.
- 57 Based on country status at the time of CRW commitment.
- 58 In the aftermath of crises, the World Bank aims to collaborate with development partners to assess resource availability, undertake needs assessments, and coordinate implementation of crisis response activities, and CRW last resort resources aim to complement other resources wherever possible. The United Nations often plays a central role in delivering assistance in difficult environments, such as countries that are in conflict or countries with very weak capacity. In IDA19, this was the case for the \$50 million CRW allocations to Yemen and Somalia for the “Food Security Response and Resilience Project” and “Shock Responsive Safety Net for Human Capital Project” implemented by the Food and Agriculture Organization (FAO), World Food Program (WFP) and United Nations Development Fund (UNDP). The responses to an earthquake in Haiti and a tsunami in Tonga were also undertaken in collaboration with a variety of organizations. IDA’s close coordination with other development partners informed the design of the ERF, is considered in allocation of ERF resources, and often plays an important role in implementation of ERF
- financed projects. “Mid Term Review of the Crisis Response Window Early Response Financing” (September 2021).
- 59 Includes Djibouti, which is supported by the WB’s Middle East and North Africa Regional Vice Presidency, rather than by Africa East or Africa West.
- 60 CRW Last Resort funds were, however, used to finance Health, Nutrition, and Population projects, with about 20 percent of CRW financing used for this purpose.
- 61 Cabo Verde, Vanuatu, and Yemen.
- 62 International Monetary Fund. [World Economic Outlook: A Long and Difficult Ascent](#). International Monetary Fund, October 2020.
- 63 A total of 17 countries were potentially eligible to access WHR funds in IDA19, of which 10 countries, namely Burundi, Chad, Djibouti, the Democratic Republic of Congo, Ethiopia, Kenya, Niger, Rwanda, South Sudan and Uganda, pursued and received WHR financing.
- 64 In Chad, for example, schools in refugee camps were officially integrated into the national education system, and their status changed to official schools. The Government is also providing birth certificates to refugees and working to transform camps in rural areas into villages and those in urban areas into neighborhoods.
- 65 WHR eligibility process for Tajikistan, as a preparedness response for Afghan refugees could not be completed.
- 66 They included five energy and extractives operations (\$929 million); four agriculture and food operations (\$475 million); two water sector operations (\$400 million); three finance, competitiveness, and innovation operations (\$375 million); and two transport operations (\$220 million).
- 67 They are Benin (20%), Bangladesh (20%), Senegal (19%), Rwanda (11%) and Côte d’Ivoire (10%). Fourteen out of the 21 SUW-financed operations were in these five countries.
- 68 The initial allocation for the IDA19 PSW was \$2.5 billion, but it was reduced to \$1.7 billion due to the shortening of the IDA19 cycle.
- 69 PSW support can flow through four facilities. The *Local Currency Facility* helps reduce currency risk for impactful IFC projects in countries where local currency solutions are absent or underdeveloped. The *MIGA Guarantee Facility* expands coverage of MIGA guarantees through shared first loss and risk participation. It is akin to reinsurance for investments in infrastructure, agribusiness, manufacturing and services, financial markets and public private partnerships. The *Blended Finance Facility* blends PSW funds with pioneering IFC investments across sectors with high development impact, including small and medium-size enterprises, agribusiness, health, education, affordable housing, infrastructure, climate change mitigation and adaptation, among others. The *Risk Mitigation Facility* provides project-based guarantees without sovereign indemnity to crowd-in private investment in large infrastructure projects and public private partnerships supported by IFC.
- 70 World Bank. 2022. *The World Bank Group’s Early Support to Addressing the Coronavirus (COVID-19) Economic Response April 2020 to June 2021*. Independent Evaluation Group. Washington, DC: World Bank.
- 71 World Bank. [The World Bank’s Early Support to Addressing COVID-19: Health and Social Response. An Early-State Evaluation](#). Independent Evaluation Group, November 15, 2022. Washington, D.C.: World Bank.

APPENDIX A. IDA19 Results Measurement System

This appendix presents updated results data for the 79 indicators monitored in IDA19's Results Measurement System. The table provides the baseline value at the beginning of the cycle, FCS and sex disaggregation where appropriate and feasible, and the expected value or range for the IDA19 cycle. Expected values for 16 Tier 2 indicators and one Tier 3 indicator were adjusted to reflect the decision to compress the IDA19 cycle from three to two years. The detailed indicator table notes those changes with an asterisk (*) and shows both the adjusted expected value and, in *italics*, the original value. IDA19 exceeded 24 RMS targets and met nine. For nine indicators, IDA19 made progress but fell short of the expected value, in some cases by very small margins.

TIER 1: IDA COUNTRIES' PROGRESS				
No.	Indicator	Unit of Measure	Baseline (as of June 2020) All IDA/FCS (Coverage Year)	Results (as of June 2022) All IDA/FCS (Female) (Coverage Year)
World Bank Group Goals				
1	Population living on less than \$2.15 a day	% of population	26.6 / 42.5 (2018)	26.9 / 35 (2019)
2	Median growth rate of consumption/ income per capita of the bottom 40 percent	%	1.3 / -0.5 (2018)	1.2 / 5.9 (2019)
3	Countries with growth concentrated in the bottom 40 percent	%	30 / 0 (2018)	50 / 100 (2019)
Sustainable and Inclusive Growth				
4	GDP per person employed	Constant 2017 PPP \$	10,544 / 10,025 (2019)	10,770 / 9,777 (2021)
5	Non-agriculture sectors, value added (as % of GDP)	%	80.0 / 78.6 (2019)	79.3 / 78.4 (2021)
6	Legal changes that support gender equality	Number of legal changes	25 / 11 (Jun 2017–Sept 2019)	5 / 1 (Oct 2020–Oct 2021)
7	Proportion of population with access to electricity	% of population	58.9 / 48.8 (2018)	61.2 / 50.1 (2020)
8	Annual growth rate of real GDP per capita	%	1.74 / -0.22 (2019)	1.77 / -1.46 (2021)
9	Ratio of female to male labor force participation rate	%	71.0 / 74.7 (2019)	70.4 / 74.0 (2021)
10	Youth employment to population ratio (age 15–24)	%	41.8 / 35.5 (2018)	39.7 / 33.7 (2021)
	Youth employment to population ratio (age 15–24), women	%	35.4 / 31.4 (2018)	33.6 / 30.0 (2021)
	Youth employment to population ratio (age 15–24), men	%	48.1 / 39.6 (2018)	45.5 / 37.4 (2021)
11	Proportion of adults (15 years and older) with an account at a bank or other financial institution or with a mobile money service provided	%	37 / 24 (30 female) (2017)	44 / 42 (37 female) (2021)

TIER 1: IDA COUNTRIES' PROGRESS (continued)				
No.	Indicator	Unit of Measure	Baseline (as of June 2020) All IDA/FCS (Coverage Year)	Results (as of June 2022) All IDA/FCS (Female) (Coverage Year)
Human Capital				
12	Prevalence of stunting among children under 5 years of age	%	32.9 / 35.4 (28.9 female) (2019)	32.2 / 34.9 (2020)
13	Maternal mortality ratio	Number of maternal deaths per 100,000 live births	455 / 619 (2016)	445 / 609 (2017)
14	Proportion of births attended by skilled health personnel	%	48.8 / 53.1 (2010)	62.1 / 59.8 (2018)
15	Under-5 mortality rate	Number of under-five deaths per 1,000 live births	70.9 / 89.4 (2018)	66.7 / 84.6 (2020)
16	Incidence of HIV	% of uninfected population ages 15–49	0.79 / 0.80 (1.0 female) (2019)	0.71 / 0.72 (0.90 female) (2020)
17	Contraceptive prevalence by modern methods	% of married women ages 15–49	26.8 / 18.1 (2010)	31.4 / 20.7 (2018)
18	Adolescent fertility rate	Number of births per 1,000 women ages 15–19	83.6 / 96.6 (2018)	81.4 / 93.3 (2020)
19	Population of children who cannot read by end-of-primary-school age	%	-	81.8 / - (2019)
20	Lower secondary gross completion rate	%	51.1 / 46.4 (49.3 female) (2018)	50.8 / 45.8 (49.1 female) (2020)
	- Ratio of girls' to boys' completion rate		93.3 / 83.2 (2018)	93.5 / 83.4 (2020)
21	Lower secondary enrollment rate	%	58.5 / 54.3 (57.1 female) (2018)	57.3 / 51.3 (55.9 female) (2020)
	- Ratio of girls' to boys' enrolment rate		95.5 / 88.5 (2018)	95.3 / 87.6 (2020)
22	People using basic drinking water services	% of population	72.1 / 65.6 (2019)	72.8 / 66.7 (2020)
23	People using basic sanitation services	% of population	43.2 / 39.4 (2019)	43.9 / 39.8 (2020)
Resilience and Sustainability				
24	CO ₂ emissions	metric tons per capita	0.54 / 0.44 (2017)	0.55 / 0.44 (2019)
25	Countries without wealth depletion	%	53 / 50 (2014)	60 / 56 (2018)
26	Average annual deforestation change	%	0.25 / 0.12 (2016)	-
27	Marine protected areas	% of territorial waters	3.1 / 4.0 (2016)	3.4 / 4.4 (2021)
28	Number of refugees by country or territory of asylum	million	9.5 / 4.1 (2019)	10.2 / 4.3 (2021)
29	Internally displaced persons, total displaced by conflict and violence	million - high estimate	33.5 / 30.8 (2019)	41.9 / 37.0 (2021)

TIER 1: IDA COUNTRIES' PROGRESS (continued)				
No.	Indicator	Unit of Measure	Baseline (as of June 2020) All IDA/FCS (Coverage Year)	Results (as of June 2022) All IDA/FCS (Female) (Coverage Year)
Institutional Capacity				
30	No. of IDA countries that have an improved composite PEFA score in dimensions across the pillars of budget reliability, transparency of public finances, and control in budget execution: (1.1) Aggregate expenditure outturn (9.1) Public access to fiscal information (24.2) Competitive procurement methods	Number of countries	22 / 7 (2020)	27 / 9 (2022)
31	Unweighted average increase in tax-to-GDP ratio in those IDA countries with tax revenues below 15 percent of their GDP for three consecutive years	%	-	0.34 / 0.38 (2019–2022, 3-year average)
32	Statistical performance indicators (SPI)	Scale from 0 to 100	49.4 / 43.1 (2018)	49.3 / 42.6 (2019)
33	Number of IDA countries with low or moderate risk from unsustainable debt	Number of countries	-	16 / 6 (2021)

Table A.1. IDA19 RMS Indicator Performance (Tiers 2 and 3)

	Tier II	Tier III	Total
Exceeded expected values	10	14	24
Met expected values	7	2	9
Did not meet expected values	4	5	9

TIER 2: DEVELOPMENT RESULTS IN COUNTRIES SUPPORTED BY IDA OPERATIONS						
No.	Indicator	Unit of Measure	IDA18 Results (FY18–20) All IDA/FCS	Results (FY21–22) All IDA/FCS	Results (FY21–22) Female	Expected Range/ Value (FY21–FY22) ¹
Growth						
1	Farmers adopting improved agricultural technology	Number of people (million)	6.9 / 0.23 (1.70 female)	2.4 / 0.32	0.60	2.75–3.30 million* Original value: 5–6 million
2	Area provided with new/ improved irrigation or drainage services	ha	1,594,122 / 183,669	823,473 / 41,887		0.825–1.045 million ha* Original value: 1.0–2.0 million
3	People provided with new or improved electricity service	Number of people (million)	26.2 / 3.4	24.4 / 11.9		15–25 million* Original value: 35–50 million
4	Generation capacity of renewable energy	GW	7.40 / -	4.0 / -		4–6 GW* Original value: 10GW
5	Beneficiaries reached with financial services	Number of beneficiaries (million)	4.1 / 0.19 (1.9 female)	19.3 / 0.83	10.1	3–4 million (95% individuals, 5% businesses)
6	Beneficiaries in IDA countries of job-focused interventions	Number of people (million)	25.4 / 3.1 (8.3 female)	26.5 / 6.7	8.1	Monitored

¹ Expected Ranges/Values marked with * were adjusted at the IDA19 MTR in light of shifts in client needs, pandemic related restrictions on mobility, and the shortening of the IDA19 implementation period to two years.

TIER 2: DEVELOPMENT RESULTS IN COUNTRIES SUPPORTED BY IDA OPERATIONS (continued)						
No.	Indicator	Unit of Measure	IDA18 Results (FY18-20) All IDA/FCS	Results (FY21-22) All IDA/FCS	Results (FY21-22) Female	Expected Range/ Value (FY21-FY22) ¹
7	Number of people with enhanced access to transportation services	Number of people (million)	-	16.4 / 3.1		45-50 million* Original value: 90-105 million
8	Number of people provided with enhanced access to broadband internet	Number of people (million)	-	47.1 / 15.3		35-40 million* Original value: 50-60 million
Human Capital						
9	Beneficiaries of social safety net programs	Number of people (million)	58.8 / 19.5 (27.4 female)	170.1 / 21.5	86.9	30-50 million* Original value: 30-40 million
10	People who have received essential health, nutrition, and population services	Number of people (million)	281.5 / 72.0 (154.5 female)	210.4 / 82.2	134.3	113-220 million* Original value: 220-370 million
	(i) Children immunized	Number of people (million)	105.1 / 24.1 (52.6 female)	76.1 / 25.6	38.1	30-75 million* Original value: 85-140 million
	(ii) Women and children who have received basic nutrition services	Number of people (million)	132.3 / 40.3 (76.4 female)	114.4 / 46.1	76.3	75-125 million* Original value: 100-150 million
	(iii) Number of deliveries attended by skilled health personnel	Number of people (million)	44.1 / 7.7 (44.1 female)	19.9 / 10.5	19.9	8-20 million* Original value: 35-80 million
11	Number of large-scale assessments completed at primary or secondary level	Number of assessments	-	36 / 8		20-30 assessments* Original value: 30-40 assessments
12	People provided with access to improved water sources	Number of people (million)	31.7 / 2.8	15.8 / 4.4	8.0	12-23 million* Original value: 25-35 million
13	People provided with access to improved sanitation services	Number of people (million)	22.8 / 2.6	10.2 / 1.6	5.1	7-13 million* Original value: 15-20 million
14	People provided with improved urban living conditions	Number of people (million)	15.6 / 2.8	20.3 / 8.0		10-12 million* Original value: 10-15 million
Resilience and Sustainability						
15	Projected energy or fuel savings	Megajoules	5.8x10 ⁹ / 1.7x10 ⁹	13.1x10 ⁹ / 1.0x10 ⁹		2.0-2.5e9 MJ* Original value: 5.5x10 ⁹ -6x10 ⁹ MJ
16	Net GHG emissions	tCO ₂ eq / year	-28,373,983 / -6,908,828	-32,680,888 / -16,101,146 ²		Monitored
17	Countries supported toward institutionalizing disaster risk reduction as a national priority with IDA support	Number of countries	46 / 20	62 / 26		30-45 countries* Original value: 30-40 countries

² The values for this indicator have been adjusted from the values reported as -32,126,353 (for all IDA) and -16,083,272 (for IDA FSC) in IDA19: Implementation and Delivery in October 2022. They have been updated to include four operations that were approved in July FY23 but were financed by IDA19.

TIER 2: DEVELOPMENT RESULTS IN COUNTRIES SUPPORTED BY IDA OPERATIONS (continued)						
No.	Indicator	Unit of Measure	IDA18 Results (FY18-20) All IDA/FCS	Results (FY21-22) All IDA/FCS	Results (FY21-22) Female	Expected Range/Value (FY21-FY22) ¹
Institutional Capacity						
18	Number of IDA countries publishing annual and timely debt reports	Number of countries	-	41 / 12		30–35 countries
19	Number of IDA countries that were provided statistical capacity building support by the WBG for the implementation of household surveys	Number of countries	70 / 27	54 / 27		55 countries* Original value: >60 countries
20	Number of IDA FCS supported in building capacity to use field-appropriate digital tools for collection and analysis of geo-tagged data, and apply this technology to enhance project implementation and coordination (FCV Policy Commitment #5)	Number of countries	-	14		11 countries Original value: 50% (to be converted into number of countries at the start of IDA19)

TIER 3: IDA ORGANIZATIONAL AND OPERATIONAL EFFECTIVENESS					
No.	Indicator	Unit of Measure	Benchmark value (as of end FY20) All IDA/FCS	Reported Results (FY22) All IDA/FCS	Expected Range/Value (end of FY22)
Development Outcome Ratings					
1	Satisfactory outcomes of IDA Country Partnership Frameworks	%, IEG rating (4-year rolling)	46 (FY17–20 exits) / 43 (FY17–20 exits)	60 / 67 (FY19–22 exits)	70% (4-year rolling)
Satisfactory outcomes of IDA operations:					
2	i) as a share of commitments	%, IEG ratings (3-year rolling)	81.6 (FY17–19 exits) / 69.2 (FY17–19 exits)	84.8 / 78.2 (FY19–21 exits)	80% (3-year rolling)
	ii) as share of operations	%, IEG ratings (3-year rolling)	77.3 (FY17–19 exits) / 76.1 (FY17–19 exits)	81.0 / 74.8 (FY19–21 exits)	75% (3-year rolling)
3	Client feedback in IDA countries on WBG effectiveness and impact on results	Average rating scale: 1–10	7.4 / 7.7	7.8 / 7.7	7 (Annual)
4	Client feedback in IDA countries on WBG knowledge	Average rating scale: 1–10	7.3 / 7.6	7.5 / 7.6	7 (Annual)
Performance and Quality					
Satisfactory Bank performance in IDA-financed operations					
5	i) overall		84.0 (FY17–19 exits) / 71.2 (FY17–19 exits)	87.9 / 86.4 (FY19–21 exits)	80%
	ii) at entry	%, IEG Ratings	73.7 (FY17–19 exits) / 68.0 (FY17–19 exits)	85.5 / 86.3 (FY18–20 exits)	Monitored
	iii) during supervision		85.2 (FY17–19 exits) / 75.2 (FY17–19 exits)	90.8 / 88.0 (FY19–21 exits)	Monitored
6	Quality of M&E in IDA-financed operations	%, IEG ratings (3-year rolling)	50.4 (FY17–19 exits) / 32.3 (FY17–19 exits)	64.7 / 61.7 (FY19–21 exits)	60%

TIER 3: IDA ORGANIZATIONAL AND OPERATIONAL EFFECTIVENESS (continued)					
No.	Indicator	Unit of Measure	Benchmark value (as of end FY20) All IDA/FCS	Reported Results (FY22) All IDA/FCS	Expected Range/Value (end of FY22)
7	Advisory Services and Analytics objectives accomplished	%, Client ratings	92 / 97	90 / 89	80%
8	Projects with beneficiary feedback indicator at design	%	99 / 98	98 / 97	100% (Annual)
Operational Efficiency and Responsiveness					
9	Disbursement ratio	%	19.2 / 20.4	19.1 / 20.8	20% (Annual)
10	Proactivity Index	%	79.7 / 75	82.1 / 81.6	80%
11	Client feedback on WBG on responsiveness and staff accessibility	Average rating scale: 1–10	6.6 / 6.95	7.1 / 7.0	7
12	Client feedback on WBG on collaboration with other donors	Average rating scale: 1–10	7.0 / 7.6	7.8 / 7.7	8
Financial Sustainability and Budget Efficiency					
13	IDA Budget Anchor	%	81 / -	74 / -	<=100
14	Bank budget to Portfolio Volume Ratio (per \$ billion under supervision)	\$ million	11 / -	9 / -	Monitored
15	Average cost of IDA supervision projects (implementation support)	\$ thousand	203 / 195	207 / 205	Monitored
Implementation of IDA Special Themes and Cross-Cutting Issues					
Jobs and Economic Transformation					
16	Share of IDA19 CPFs which reflect at least one of the following four key principles underpinning economic transformation: <ul style="list-style-type: none"> • Sectoral productivity • Value chain expansion • Increased productive capital stock or investment in energy, transport, manufacturing or services • Export sector output/value added; trade facilitation 	%	100 (FY20) / -	100 (FY22) / -	100%* Original value: Monitored
17	Total private mobilization of WBG-supported operations/transactions in IDA countries.	\$ billion	18.82 / 4.85	7.92 / 3.10	Monitored
	Total direct private mobilization of WBG-supported operations/transactions in IDA countries.	\$ billion	8.37 / 2.06	3.02 / 1.00	Monitored
	Total indirect private mobilization of WBG-supported operations/transactions in IDA countries.	\$ billion	NA	4.91 / 2.10	Monitored

TIER 3: IDA ORGANIZATIONAL AND OPERATIONAL EFFECTIVENESS (continued)					
No.	Indicator	Unit of Measure	Benchmark value (as of end FY20) All IDA/FCS	Reported Results (FY22) All IDA/FCS	Expected Range/Value (end of FY22)
Implementation of IDA Special Themes and Cross-Cutting Issues					
Gender and Development					
18	Percentage of IDA-supported projects that demonstrate a results chain by linking gender gaps identified in analysis to specific actions that are tracked in the results framework (%)	%	62 / 63	93 / 96	60%
19	Number of IDA-supported operations that address and respond to gender-based violence (number)	Number	38 / 15	114 ³ / 38	Monitored
Climate Change					
20	Share of climate co-benefits over total commitments in IDA-supported operations (%)	%	31 / -	37 ⁴ / 41	30%
21	Share of adaptation co-benefits over total climate co-benefits in IDA-supported operations (%)	%	-	59 ⁵ / 55	50%
22	IDA financing commitments with disaster risk management co-benefits (\$ billion, 3-year average)	(\$ billion)	2.5 / 0.5 (FY18–20 average)	2.2 / 0.7 (FY20–22 average)	3-5 billion
Fragility, Conflict and Violence (FCV)					
23	Facetime Index in FCS	Index / (# of days)	100 / (213,808)	25 / (171,183)	Monitored
Governance and Institutions					
24	Number of IDA countries with the lowest Human Capital Index (HCI) supported to improve the sustainability of human capital financing (as per G&I Policy Commitment #5)	Number of countries	-	23 / 12	15 countries
25	Number of countries supported by IDA to take IFF-related actions (as per G&I Policy Commitment #8)	Number of countries	-	14 completed	12 countries* <i>Original value: 20 countries</i>
Disability					
26	Share of IDA IPF operations that applied the concept of universal access at design (% of approved IDA IPF in FY).	%	-	28.1 / 22.4	Monitored

3 The value for this indicator was previously reported as 84 in IDA19: Implementation and Delivery, due to a data reporting error. It has been updated to reflect the correct value.

4 The value for this indicator was previously reported as 36 percent in IDA19: Implementation and Delivery. It has been updated to include four operations that were approved in July FY23 but that were financed by IDA19.

5 The value for this indicator was previously reported as 58 percent in IDA19: Implementation and Delivery. It has been updated to include four operations that were approved in July FY23 but that were financed by IDA19 financing.

APPENDIX B. IDA19 Policy Commitments

This appendix presents the 44 policy commitments agreed under IDA19's five Special Themes, the targets under each PC, and the final status as to what was achieved during the cycle. Targets for 15 of the 44 PCs were adjusted to reflect the decision to compress the IDA19 cycle from three to two years. The detailed table of PCs indicates those targets that were adjusted with an asterisk (*) and shows both the adjusted target and, *in italics*, the original target value. In the final assessment, IDA19 met 35 PC targets. A majority of these, 26, actually exceeded targets. Nine PCs (four under the JET Special Theme, one each under the Climate Change and FCV Special Themes, and three under Governance and Institutions) made progress but did not reach targets.

Note that in the detailed table that follows, final tallies for six PCs have shifted marginally from the preliminary results reported in the October 2022 [IDA19 Implementation and Delivery](#) report. In four cases, the shifts in the final tally did not affect overall PC achievement. In one case, a PC shifted from met to not met (Governance and Institutions PC 3, related to domestic resource mobilization for countries with low tax to GDP ratios). In a second case (Governance and Institutions PC 12, related to supporting statistical capacity building), the final tally shifted the PC from "met" to "exceeded" target.

Table B.1. Delivery of IDA19 Policy Commitments

	3-year Targets	Revised Targets	Total
Exceeded targets	17	9	25
Met targets	8	1	10
Did not meet targets	5	4	9

IDA19 Policy Commitments and Targets

JOBS AND ECONOMIC TRANSFORMATION		
Policy Commitment	Target ⁶	Status
1. The World Bank Group will undertake interventions in 10–15 countries to help them address bottlenecks in sectors with high potential for private sector-led job creation and economic transformation, which will be country specific and could include sectors such as agribusiness, manufacturing, and others. Proposed WBG actions will be grounded in diagnostics, such as the Country Private Sector Diagnostics findings and jobs diagnostics and selected in agreement with country authorities.	10–15	Ten countries were supported: Côte d'Ivoire; Ethiopia; Ghana; Haiti; Kenya; Liberia; Mozambique; Nepal; Rwanda; Senegal
2. At least 66 percent of agriculture and agribusiness projects in IDA countries include support for participation in value chains with high potential for growth and jobs creation, through connecting producers to markets, technical assistance for meeting international standards and regulations, adoption of modern technology, supporting logistics and reducing trade costs.	58 percent* <i>Original value: 66 percent</i>	Fifty-six percent of agriculture and agribusiness projects included support for participation in value chains with a high potential for growth and jobs creation. The rapid spread of the COVID-19 pandemic increased global food insecurity, and the prevalence of locusts in several IDA countries led them to shift their focus from mid- to long-term development agendas to more immediate responses. As a result, the target for this policy commitment was marginally missed.

⁶ Targets marked with * were adjusted at the IDA19 MTR in light of shifts in client needs, pandemic related restrictions on mobility, and the shortening of the IDA19 implementation period to two years.

JOBS AND ECONOMIC TRANSFORMATION (continued)		
Policy Commitment	Target ⁶	Status
3. IDA will support at least 15 IDA countries to develop their primary and secondary cities through an integrated package of support to deliver sustainable, inclusive, and productive cities with a focus on JET, including through climate-smart development, strengthening urban land management, and development of enabling infrastructure for job creation.	15	Fourteen IDA countries were supported through 18 approved projects. Support was provided to: Democratic Republic of Congo; Djibouti; Kyrgyz Republic; Mauritania; Mozambique; Nepal; Niger; Pakistan; Rwanda; Sierra Leone; Tanzania; Uganda; Uzbekistan; Vanuatu
4. IDA will support 10 IDA countries in the development and modernization of regional infrastructure (e.g., power, transportation) and cross-border policy reforms with high potential for export promotion, increased productivity, and labor mobility.	10	Twenty-four countries were supported: Afghanistan; Bangladesh; Burkina Faso; Cameroon; Côte d'Ivoire; Democratic Republic of Congo; Djibouti; Ethiopia; Guinea; Kenya; Lao PDR; Liberia; Malawi; Mali; Mauritania; Nepal; Niger; Pakistan; Senegal; Sierra Leone; Tajikistan; Tanzania; Togo; Uzbekistan
5. To help close the digital infrastructure gap, IDA will support 25 IDA countries to double their broadband penetration (16 on the African continent), including eight in landlocked countries, by 2023.	18* <i>Original value: 25</i>	Seventeen countries, of which 13 in Africa, were supported: Burundi; Cabo Verde; Cameroon; Djibouti; Ethiopia; Ghana; Haiti; Maldives; Marshall Islands; Mozambique; Nepal; Niger; Rwanda; Sao Tome and Principe; Tanzania; Togo; Uganda. Ten of these were land- or water-locked. The slight variance against the target was caused by some operations being postponed to IDA20 as a result of COVID-19.
6. IFC will aim to increase the share of its commitments in FCS-IDA17 and LIC-IDA17 countries, reaching 10–15 percent of its own-account commitments on average during the IDA19 cycle. Such commitment is conditional on the approval of the IFC's resolutions for the capital increase and on having a significant portion of the new shares offered to shareholders being subscribed to.	10-15 percent	The share of IFC commitments in FCS-IDA17 and LIC-IDA17 countries reached 10 percent.
7. Fifty percent of entrepreneurship and MSME projects will incorporate digital financial services and/or digital entrepreneurship elements, and ensure they address particular constraints facing women and people with disabilities.	50 percent	Sixty-three percent of projects incorporated digital financial services and/or digital entrepreneurship elements. Support was provided to Burkina Faso; Cabo Verde; Côte d'Ivoire; Ethiopia; The Gambia; Ghana; Guinea; Lesotho; Madagascar; Malawi; Mali; Mozambique; Nepal; Rwanda; Senegal; Somalia
8. IDA will support at least 15 IDA countries, including at least 12 of those among the 30 with the lowest Human Capital Index, with programs or policies to improve skills and employability toward more and higher-quality jobs, considering the differential constraints facing young women and men, and people with disabilities.	10 (including 8 of those among the 30 with lowest HCI scores)* <i>Original values: 15/12</i>	Twenty-one projects were supported in 14 countries: Bangladesh; Benin; Burundi; Cameroon; Côte d'Ivoire; Ethiopia; Liberia; Malawi; Mauritania; Nigeria; Pakistan; Sierra Leone; Somalia; Tanzania
9. IDA will embed a JET focus in all IDA country programs and the design of operations as appropriate, informed by diagnostics such as Systematic Country Diagnostics (SCDs) and CPSDs, and reflected in all new IDA Country Partnership Frameworks and Performance and Learning Reviews (PLRs), including enhanced use of JET results indicators. Where relevant, IDA country programs and design of operations will be informed by migration diagnostics.	100 percent	A JET focus was embedded in all IDA19 country programs, including for Bangladesh; Chad; Guyana; Haiti; Honduras; Kenya; Lesotho; Maldives; Mozambique; Pakistan; São Tomé and Príncipe; Uganda

JOBS AND ECONOMIC TRANSFORMATION (continued)		
Policy Commitment	Target ⁶	Status
10. Under country government leadership, IDA will actively participate in country platforms to collaborate and coordinate with partners and stakeholders (including Multilateral Development Banks, development finance institutions, bilaterals, and the private sector, etc.) in at least 10 IDA countries toward developing a coherent vision, and a set of actions for JET, and mobilization of private finance.	10	IDA participated in country platforms in 14 countries: Benin; Djibouti; Honduras; Kenya; Kiribati; Lesotho; Liberia; Samoa; Sierra Leone; Solomon Islands; Tonga; Tuvalu; Uzbekistan; Zambia
11. All SCDs of IDA countries at moderate or high risk of debt distress will address the country's approach for sustainably financing its development.	100 percent	All applicable SCDs addressed sustainable financing, including for Chad; Côte d'Ivoire; Guyana; Haiti; Kenya; Lao PDR; Lesotho; Madagascar; Maldives; Mali; Mozambique; São Tomé and Príncipe; Togo; Uganda
12. IDA will conduct 20 pilots in 'economic transformation IDA projects' to estimate indirect and/or induced jobs. The IFC will track direct jobs and estimates of indirect jobs associated with all IFC Private Sector Window investments. Where feasible, jobs reporting will be disaggregated by the poorest quintile, gender, FCS, disability, and youth.	20	Seventeen pilots were conducted in twelve countries: Bangladesh; Ethiopia; Kenya; Kiribati; Lesotho; Mali; Rwanda; Senegal; Tanzania; Tonga; Uganda; Uzbekistan While 28 pilots were initiated, several were delayed or canceled due to data collection delays or suspension of project components due to COVID-19, or due to inadequacy of data or other information required as an input to standard models, or procurement delays or contractor performance issues.
13. IDA will work with regional institutions on capacity building and skills in addition to establishing strategic partnerships with at least three Regional Economic Communities to promote regional markets and develop regional value chains.	3	Four regional institutions were supported, including COWAS (Regional Electricity Access and BEST Project); COMESA (Great Lakes Trade Facilitation and Integration Project); IGAD (De-risking, Inclusion, and Value Enhancement of Pastoral Economies); and (Additional Financing of ACE II Project)

GENDER AND DEVELOPMENT		
Policy Commitment	Target ⁷	Status
1. IDA19 financing operations will support women's empowerment, including through increased access to quality reproductive, adolescent, and primary health care in at least 15 of the 30 countries with the lowest HCI.	10* <i>Original value: 15</i>	Eleven countries were supported: Burundi; Central African Republic; Chad; Lesotho; Niger; Pakistan; Rwanda; Sierra Leone; Uganda; Yemen; Zambia
2. At least 60 percent of IDA19 financing operations for digital skills development will support women's access to higher productivity jobs, including online work.	50 percent* <i>Original value: 60 percent</i>	Sixty-eight percent of applicable projects supported women's access to higher productivity jobs, including operations in Cabo Verde; Cameroon; Djibouti; Ethiopia; Haiti; Marshall Islands; Mongolia; Mozambique; Nepal; Niger; Rwanda; Tanzania; Uganda
3. At least 30 percent of IDA19 infrastructure operations (transport, energy, and water) will include actions to create employment opportunities for women in medium and high skilled jobs in these sectors.	30 percent	Seventy percent of applicable operations included actions to create employment opportunities for women. Support was provided to Afghanistan; Bangladesh; Benin; Burkina Faso; Cabo Verde; Cameroon; Central African Republic; Chad; Comoros; Democratic Republic of Congo; Djibouti; Ethiopia; Guinea-Bissau; Haiti; Kenya; Kiribati; Kyrgyz Republic; Liberia; Madagascar; Malawi; Maldives; Federated States of Micronesia; Moldova; Mongolia; Mozambique; Nepal; Niger; Nigeria; Pakistan; Papua New Guinea; Rwanda; Samoa; Senegal; Sierra Leone; Solomon Islands; Somalia; St. Lucia; Tajikistan; Tanzania; Timor-Leste; Tonga; Tuvalu; Uganda; Uzbekistan; Vanuatu; Yemen.
4. All IDA19 financing operations for Digital Development will support women's increased access to and usage of digital services.	100 percent	All applicable operations supported women's increased access to and usage of digital services. Support was provided to Burundi; Cabo Verde; Cameroon; Djibouti; Ethiopia; Ghana; Haiti; Kiribati; Maldives; Marshall Islands; Mongolia; Mozambique; Nepal; Niger; Rwanda; São Tomé and Príncipe; Tanzania; Togo; Uganda
5. At least 50 percent of IDA19 operations with land activities in (i) land administration, (ii) post-disaster reconstruction and resilient recovery, and (iii) urban development will include specific actions to strengthen women's land rights.	50 percent	Eighty-one percent of applicable land operations included specific actions to strengthen women's land rights. Support was provided to Burkina Faso; Democratic Republic of Congo; Kenya; Lao PDR; Mozambique; Pakistan; Senegal; Sierra Leone; Tanzania; Vanuatu
6. Support at least five IDA countries to invest in GBV prevention and response, delivering safe, quality, inclusive health care and other services through health systems, and five countries to implement GBV prevention and response protocols as part of safe and inclusive schools.	5 health care operations + 5 education operations	Five healthcare operations and five education operations were supported in Burkina Faso; Cameroon; Kenya; Mozambique; Nigeria; São Tomé and Príncipe; Solomon Islands; Togo; Uganda; Zambia

7 Targets marked with * were adjusted at the IDA19 MTR in light of shifts in client needs, pandemic related restrictions on mobility, and the shortening of the IDA19 implementation period to two years.

CLIMATE CHANGE		
Policy Commitment	Target ⁸	Status
1. IDA's climate co-benefits share of total commitments will increase to at least 30 percent on average over FY21–23, and at least half of these co-benefits support adaptation actions. (Note that the adjusted policy commitment considered the average for FY21-22.)	30 percent; 50 percent for adaptation	Share of climate co-benefits reached 34 percent (\$25.4 billion out of \$75 billion) on average over FY21–FY22, ⁹ with adaptation above parity at 60 percent FY21: 31 percent (\$11.1 billion out of \$36.1 billion), with adaptation above parity at 61 percent (\$6.8 billion out of \$11.1 billion). FY22: 37 percent (\$14.3 billion out of \$38.9 billion), with adaptation above parity at 59 percent (\$8.5 billion out of \$14.3 billion).
2. All IDA operations with more than 20 percent of climate co-benefits will incorporate at least one climate-related results indicator to increase the focus on climate outcomes.	90 percent* <i>Original value: all operations</i>	Ninety-eight percent (260 out of 264 operations) ¹⁰ incorporate at least one climate-related results indicator. This included operations in Afghanistan; Bangladesh; Benin; Bhutan; Burkina Faso; Burundi; Cabo Verde; Cambodia; Cameroon; Central African Republic; Chad; Comoros; Democratic Republic of Congo; Côte d'Ivoire; Djibouti; Ethiopia; Fiji; The Gambia; Ghana; Grenada; Guinea; Guyana; Haiti; Honduras; Kenya; Kiribati; Lao PDR; Lesotho; Liberia; Madagascar; Malawi; Maldives; Mali; Marshall Islands; Mauritania; Federated States of Micronesia; Mozambique; Nepal; Nicaragua; Niger; Nigeria; Pakistan; Papua New Guinea; Rwanda; Samoa; Senegal; São Tomé and Príncipe; Sierra Leone; Solomon Islands; Somalia; South Sudan; St. Lucia; St. Vincent and the Grenadines; Sudan; Tajikistan; Tanzania; Timor-Leste; Togo; Tonga; Tuvalu; Uganda; Uzbekistan; Vanuatu; Yemen, Zambia
3. Develop new resilience metrics designed to give increased incentives for more effective climate adaptation actions, including enhanced disaster resilience of infrastructure developments, and pilot them in 20 IDA operations.	20	Pilots were undertaken in 20 projects in 21 countries ¹¹ : Afghanistan; Côte d'Ivoire; The Gambia; Ghana; Grenada; Honduras; Lao PDR; Liberia; Mali; Mauritania; Nepal; Niger; Pakistan; Senegal; Sierra Leone; Somalia; Tajikistan; Timor-Leste; Tonga; Uzbekistan; Yemen
4. Support at least 25 IDA countries to reduce the risks of climate shocks on poverty and human capital outcomes by supporting programs that incorporate Adaptive Social Protection into national systems or reduce climate threats to health.	35* <i>Original value: 25</i>	Forty-seven countries were supported: Afghanistan; Bangladesh; Benin; Burundi; Cameroon; Central African Republic; Chad; Comoros; Democratic Republic of Congo; Republic of Congo; Côte d'Ivoire; Djibouti; Ethiopia; Fiji; The Gambia; Ghana; Guinea-Bissau; Guyana; Haiti; Honduras; Kiribati; Kosovo; Lesotho; Liberia; Madagascar; Malawi; Maldives; Mauritania; Mozambique; Nicaragua; Niger; Nigeria; Pakistan; Papua New Guinea; Rwanda; São Tomé and Príncipe; Senegal; Sierra Leone; Solomon Islands; Somalia; South Sudan; Sudan; Tajikistan; Togo; Tuvalu; Yemen; Zambia

8 Targets marked with * were adjusted at the IDA19 MTR in light of shifts in client needs, pandemic related restrictions on mobility, and the shortening of the IDA19 implementation period to two years.

9 Note that the final calculation of co-benefits has been adjusted from the preliminary estimate of 33 presented in IDA19: Implementation and Delivery in October 2022, to include four operations that were approved in FY23 but that were financed in IDA19. The **overall status has not changed**, PC performance exceeded the target.

10 Note that the final calculation of percent of operations with climate co-benefits has been adjusted from the preliminary estimate of 99 presented in IDA19: Implementation and Delivery in October 2022, to include four operations that were approved in FY23 but that were financed in IDA19. The **overall status has not changed**, PC performance exceeded the target.

11 Note that the tally has been adjusted from the preliminary estimate of 22 countries supported presented in IDA19: Implementation and Delivery in October 2022. The **status has changed**, PC performance met the target but does not exceed it, as originally estimated.

CLIMATE CHANGE (continued)		
Policy Commitment	Target ⁸	Status
5. Support at least 15 IDA countries to systematically implement and update national climate-related action plans including Nationally Determined Contributions (NDCs), in cooperation with the NDC Partnership; for all IDA countries where appropriate, set climate-related or NDC-based objectives and/or results indicators in the CPFs.	15/ 100 percent	<p>Twenty-four countries were supported in updating and implementing their NDCs: Benin; Burkina Faso; Cambodia; Republic of Congo; Dominica; Ethiopia; Grenada; Guinea; Honduras; Lao PDR; Marshall Islands; Mozambique; Rwanda; St. Lucia; St. Vincent and the Grenadines; Tajikistan; Uganda; Zambia; Zimbabwe; Cote d'Ivoire, Benin, and Togo; Malawi; Ghana; Pakistan.</p> <p>Twelve (100 percent) Board-approved IDA CPFs included climate-related or NDC-based objective and/or results indicators: Bhutan; Central African Republic; Comoros; Democratic Republic of Congo; Djibouti; Fiji; The Gambia; Ghana; Malawi; Nigeria; Rwanda, Organisation of Eastern Caribbean States (including 4 IDA countries).</p>
6. Support at least 15 IDA countries to implement and/or update their National Biodiversity Strategies and Action Plans (NBSAPs) covering terrestrial and marine biodiversity or similar national action plans through new IDA-supported activities during IDA19.	15	Twenty countries were supported: Burkina Faso; Burundi; Republic of Congo; Côte d'Ivoire; Dominica; Ethiopia; Ghana; Grenada; Guinea; Haiti; Lao PDR; Madagascar; Mozambique; Nepal; Nigeria; Solomon Islands; St. Lucia; St. Vincent and the Grenadines; Tajikistan; Uzbekistan
7. Facilitate further penetration of renewable energy in IDA countries in the context of energy access, affordability, and security, by mobilizing concessional climate finance and public and private investments for 5 gigawatt hours (GWh) of battery storage, and providing direct, indirect, and enabling policy support for generation, integration, and for enabling infrastructure for at least 10 gigawatts (GW) of renewable energy in IDA countries. This support would cover all kinds of on-grid, off-grid and distributed renewable energy.	2GWh/ 5GW* <i>Original values:</i> 5/10	<p>A total of 2.1 GWh of battery storage and close to 4 GW of renewable energy was supported.</p> <p>Both targets were highly ambitious, but performance was challenged by the COVID-19 crisis and the associated trends toward pandemic-related investment in client governments. Energy systems transition remains critical for low-carbon and climate resilient development and will continue to be an area of focus under the IDA20 Climate Change special theme.</p>

FRAGILITY, CONFLICT AND VIOLENCE		
Policy Commitment	Target ¹²	Status
1. All CPFs, Country Engagement Notes (CENs) and PLRs in IDA FCS will outline how the WBG program, in collaboration with relevant partners, addresses FCV drivers and sources of resilience, based on diagnostics such as Risk and Resilience Assessments or other FCV assessments. Each RRA/fragility assessment will analyze FCV drivers and sources of resilience and contain operationally relevant recommendations.	100 percent	All CPFs, CENs and PLRs in IDA FCS complied with the policy commitment.
2. Develop and implement at least three regional programs (including in the Sahel, Lake Chad region, and the Horn of Africa), which are informed by regional RRAs and focus on mitigating key fragility and security risks to promote engagement at the security-development nexus.	3	Thirteen regional IDA operations, informed by regional RRAs and focusing on mitigating key fragility and security risks, were approved. These operations involved a total of 16 countries in the Sahel, Lake Chad, and the Horn of Africa. For some of these operations, Regional Organizations also benefitted from IDA financing.
3. At least 20 IDA FCS country portfolios will support improvements in social sector service delivery (i.e., health, education, and social protection), with a focus on addressing the differential constraints faced by men and women, boys, and girls, and by people with disabilities.	10* <i>Original value: 20</i>	Fourteen country portfolios were supported: Afghanistan; Burundi; Chad; Republic of Congo; Haiti; Lao PDR; Liberia; Marshall Islands; Federated States of Micronesia; Mozambique; Nigeria; Solomon Islands; Somalia; Yemen
4. By the IDA19 Mid-Term Review, conduct a systematic review of refugee policy and institutional environments in countries eligible for the Window for Host Communities and Refugees since their initial eligibility, to inform further support for the creation of socio-economic development opportunities for refugee and host communities in these countries.	1	A systematic review of refugee policy was conducted, in close cooperation and partnership with UNHCR, and based on the Refugee Policy Review Framework. The review covered all Refugee Sub-Window/WHR eligible countries from initial eligibility in IDA18.
5. Support building client capacity in 50 percent of IDA FCS countries to use field-appropriate digital tools for collection and analysis of geo-tagged data; and apply this technology to enhance project implementation and coordination.	33 percent* <i>Original value: 50 percent</i>	Forty-four percent of IDA FCS countries were supported, including Afghanistan; Burkina Faso; Cameroon; Central African Republic; Chad; Democratic Republic of Congo; Guinea; Guinea-Bissau; Haiti; Mali; Mozambique; Niger; Nigeria; Sudan
6. Operationalize the FCV Envelope to provide enhanced and tailored support to IDA FCS. Also, IDA will deploy at least 150 more GE+ staff, including extended term consultants, to IDA FCS locations and nearby locations to serve IDA FCS.	100* <i>Original value: 150</i>	738 World Bank GE+, Open/Term/ETC staff, were working in IDA FCS and nearby locations against a baseline of 650; a net footprint increase of 88 staff. The main reason for this lower number is because staff transitioning out of countries such as in Afghanistan and Myanmar due to in-country conflicts (a decrease of 16 staff in Afghanistan, and 14 in Myanmar). The FCV Envelope provided \$5.4 billion in additional PBA top-ups to 13 countries. Seven PRA eligible countries (Burkina Faso; Cameroon; Chad; Democratic Republic of Congo; Mali; Mozambique; and Niger) received an additional \$3.3 billion; four TAA eligible countries (Central African Republic; Somalia; Sudan; and The Gambia) received an additional \$1.8 billion; and two RECA eligible countries (South Sudan and Yemen) received an additional \$345 million.

12 Targets marked with * were adjusted at the IDA19 MTR in light of shifts in client needs, pandemic related restrictions on mobility, and the shortening of the IDA19 implementation period to two years.

GOVERNANCE AND INSTITUTIONS		
Policy Commitment	Target ¹³	Status
1. Support at least 25 IDA countries to implement an integrated and programmatic approach to enhance debt transparency through increased coverage of public debt in Debt Sustainability Analysis and/or supporting debt transparency reforms, including requirements for debt reporting to increase transparency.	25	<p>Thirty-one countries were supported:¹⁴ Benin; Bhutan; Burkina Faso; Cameroon; Central African Republic; Chad; Democratic Republic of Congo; Republic of Congo; Côte d'Ivoire; The Gambia; Ghana; Grenada; Guinea-Bissau; Guyana; Honduras; Kenya; Lesotho; Liberia; Mali; Federated States of Micronesia; Mozambique; Nepal; Nicaragua; Pakistan; Rwanda; Senegal; Somalia; St. Lucia; St. Vincent and the Grenadines; Tajikistan; Uganda</p> <p>Coordinated efforts under the SDFP, the joint WB/IMF Multipronged Approach and WB operations led to substantial improvements in debt transparency, which resulted in more accurate debt sustainability analysis through increased debt data coverage. Significant technical assistance and training were provided jointly by the Bank and IMF, including through funding from the Debt Management Facility trust fund. Despite improvements, most countries do not yet comply with best practices on the nine dimensions of debt reporting tracked by the Bank's debt reporting heatmap. Burkina Faso is the first and only country to report on its public debt in line with best practices in all aspects.</p>
2. Support at least 25 IDA countries to bolster fiscal risk assessments and debt management capacity through a scale-up of fiscal risks monitoring and/or implementation of debt management strategies.	25	<p>Twenty-seven countries were supported.¹⁵ Several countries started publishing fiscal risk statements, improved their coverage and implemented assessments of the most relevant risks they face and published the results in reports. Progress on publishing borrowing plans and issuance calendars were more contained, given uncertainties around gross financing needs related to the COVID-19 pandemic.</p> <p>Countries supported: Benin; Bhutan; Burkina Faso; Cabo Verde; Cameroon; Côte d'Ivoire; Fiji, Ghana; Grenada; Guyana; Honduras; Kenya; Kosovo; Kyrgyz Republic; Madagascar; Malawi; Maldives; Mauritania; Mozambique; Nicaragua; Niger; Papua New Guinea; Rwanda; Samoa; Senegal; Tajikistan; Togo</p>
3. Support the implementation of country programs which support the efforts of those IDA countries with tax revenues persistently below 15 percent of GDP to achieve an unweighted average increase in tax-to-GDP ratios of one percentage point over the three-year IDA cycle, as part of collective efforts with partners.	32	<p>Target was not met.¹⁶ IDA exceeded the number of countries targeted for support and supported improvements in tax-to-GDP ratios, but improvements fell short of the planned target.</p> <p>Despite the significant drop in tax-to-GDP ratios during much of the cycle, revenue collection is expected to recover in IDA/Blend countries that previously had tax-to-GDP ratios persistently below 15%, with support from IDA. It is estimated that these countries will have improved their unweighted tax-to-GDP ratios by approximately 0.33 of a percentage point over the IDA19 cycle (2019–2022). This average increase, however, falls short of the target of one percentage point that was planned for a three-year cycle.</p> <p>Thirty-six countries (100 percent) with tax revenues persistently below 15 percent of GDP were supported: Afghanistan; Bangladesh; Benin; Burkina Faso; Burundi; Cameroon; Central Africa Republic; Chad; Democratic Republic of Congo; Côte d'Ivoire; Djibouti; Ethiopia; The Gambia; Ghana; Guinea; Kenya; Lao PDR; Liberia; Madagascar; Mali; Mauritania; Myanmar; Nigeria; Niger; Pakistan; Papua New Guinea; São Tomé and Príncipe; Sierra Leone; Somalia; South Sudan; Sudan; Tanzania; Timor-Leste; Togo; Uganda; Zambia</p>

13 Targets marked with * were adjusted at the IDA19 MTR in light of shifts in client needs, pandemic related restrictions on mobility, and the shortening of the IDA19 implementation period to two years.

14 Note that the tally has been adjusted from the preliminary estimate of 35 countries supported presented in *IDA19: Implementation and Delivery* in October 2022. Six countries were removed: Burundi, Dominica, Lao PDR, Niger, Sierra Leone, Tuvalu were counted in the preliminary tally but not retained in the final count. Two countries, Burkina Faso and Uganda, were added. The **overall status has not changed**, PC performance **exceeded** the target.

15 Note that the tally has been adjusted from the preliminary estimate of 30 countries supported presented in *IDA19: Implementation and Delivery* in October 2022. Three countries were removed: Dominica, Marshall Islands and Sao Tome and Principe. The **overall status has not changed**, PC performance **exceeded** the target.

16 The overall status of this PC has been **changed** from the preliminary assessment in *IDA19: Implementation and Delivery to not met*. Although IDA exceeded the targeted number of countries to receive support, and supported countries ended the cycle with an improved tax-to-GDP ratio, the improvement fell somewhat short of the initial target.

GOVERNANCE AND INSTITUTIONS (continued)		
Policy Commitment	Target ¹³	Status
4. Support at least 20 countries to identify the governance constraints to the development, financing, and delivery of quality infrastructure investments, with particular attention to project preparation, procurement, environmental and social considerations, and integrity, to inform the adoption of policies and/or regulations for enhanced infrastructure governance in a majority of these.	20	Nineteen countries were supported: Bangladesh; Benin; Cabo Verde; Cambodia; Democratic Republic of Congo; Côte d'Ivoire; Djibouti; The Gambia; Guinea; Guinea-Bissau; Honduras; Lesotho; Nigeria; Papua New Guinea; Senegal; Sierra Leone; Tanzania; Togo; Zimbabwe
5. Support at least 15 IDA countries with the lowest HCI to improve sustainability of human capital financing, including a focus on reaching universal health coverage and good learning outcomes for all, through: (i) improving the efficiency of public expenditures, and (ii) more effectively aligning expenditures with domestic financing and external resources in a sustainable manner.	15	Twenty-three countries were supported: Afghanistan; Burkina Faso; Burundi; Cameroon; Central African Republic; Comoros; Democratic Republic of Congo; Ethiopia; Guinea; Liberia; Madagascar; Malawi; Mali; Mauritania; Mozambique; Niger; Pakistan; Rwanda; Sierra Leone; Sudan; Tanzania; Uganda; Zambia
6. Support at least 12 IDA countries to adopt universally accessible GovTech solutions.	8* <i>Original value: 12</i>	Thirteen countries were supported: ¹⁷ Cabo Verde; Central African Republic; Democratic Republic of Congo; Ethiopia; Gabon; Ghana; Haiti; Kiribati; Madagascar; Mozambique; Rwanda; Somalia; Uganda
7. Support at least 25 IDA countries to implement pandemic preparedness plans through interventions (including strengthening institutional capacity, technical assistance, lending, and investment).	25	Thirty-seven countries were supported: Afghanistan; Bangladesh; Benin; Cameroon; Chad; Comoros; Democratic Republic of Congo; Côte d'Ivoire; Ethiopia; Ghana; The Gambia; Guinea; Guyana; Honduras; Kenya; Lao PDR; Liberia; Malawi; Maldives; Mauritania; Madagascar; Mozambique; Nepal; Nicaragua; Pakistan; Niger; Nigeria; Rwanda; São Tomé and Príncipe; Senegal; Sierra Leone; South Sudan; Sudan; Togo; Uganda; Yemen; Zambia
8. Support at least five countries to conduct comprehensive Illicit Financial Flows assessments and prepare action plans. Also support at least 20 IDA countries to take IFF-related policy actions, such as increasing access to and awareness of beneficial ownership information and/or adopting automatic exchange of information to reduce tax evasion.	2/12* <i>Original values: 5/20</i>	Tax evasion modules were implemented in Kenya and Uganda, and both countries are in the process of completing the self-assessment and populating the tool. Fourteen countries were supported to take IFF-related policy actions, including: Cabo Verde; Cameroon; Democratic Republic of Congo; Côte d'Ivoire; Djibouti; Ethiopia; The Gambia; Liberia; Madagascar; Mauritania; Mozambique; Sierra Leone; Somalia; Zimbabwe
9. Support at least 50 percent of IDA countries to implement e-procurement systems and conduct detailed procurement data analytics, in order to increase efficiency of public spending and mitigate corruption risks.	40 percent* <i>Original value: 50 percent</i>	Fifty-seven percent of IDA countries were supported: Afghanistan; Bangladesh; Benin; Bhutan; Burkina Faso; Burundi; Comoros; Democratic Republic of Congo; Côte d'Ivoire; Djibouti; Dominica; Ethiopia; The Gambia.; Ghana; Grenada; Guinea; Haiti; Kenya; Kyrgyz Republic; Lesotho; Liberia; Madagascar; Malawi; Mauritania; Mozambique; Myanmar; Nepal; Nigeria; Pakistan; Rwanda; Senegal; Sierra Leone; South Sudan, St. Lucia; St. Vincent and the Grenadines; Sudan; Tajikistan; Togo; Uganda; Uzbekistan; Zambia; Zimbabwe

17 Note that the tally has been adjusted from the preliminary estimate of 15 countries supported presented in IDA19: Implementation and Delivery in October 2022. Two countries were removed: Sierra Leone and Togo. The **overall status has not changed**, PC performance **exceeded** the target.

GOVERNANCE AND INSTITUTIONS (continued)		
Policy Commitment	Target ¹³	Status
10. Support at least 50 percent of IDA countries to establish and strengthen platforms for engaging with multiple stakeholders, including women as well as vulnerable groups, in policy making and implementation to enhance public participation, accountability and responsiveness.	40 percent* <i>Original value: 50 percent</i>	Forty percent of IDA countries were supported: Afghanistan; Benin; Burkina Faso; Cambodia; Central African Republic; Chad; Democratic Republic of Congo; Côte d'Ivoire; Ethiopia; Ghana; Guinea; Kenya; Kyrgyz Republic; Liberia; Madagascar; Malawi; Mauritania; Mozambique; Myanmar; Nepal; Nigeria; Papua New Guinea; Rwanda; Senegal; Sierra Leona; Solomon Islands; St. Lucia; Tajikistan; Tanzania; Zambia
11. Support at least 95 percent of IDA FCSs (with active portfolios) to establish and/or strengthen core government functions to address FCV drivers.	95 percent	Eighty-three percent of IDA FCSs were supported. The remaining active IDA FCS countries included Kiribati, Marshall Islands, Federated States of Micronesia, Timor-Leste, and Tuvalu all of which have a small number of projects, thus limiting opportunities for support in these areas.
12. Support 30 IDA countries, including those with ongoing statistical operations, to support institutions and build capacity to reduce gaps in the availability of core data for evidence-based policy making, including disaggregation by sex and disability.	30	Thirty-one countries were supported: ¹⁸ Bangladesh; Burkina Faso; Burundi; Cabo Verde; Central African Republic; Chad; Comoros; Democratic Republic of Congo; Republic of Congo; Côte d'Ivoire; Kenya; Ghana; Grenada; Liberia; Kiribati; Madagascar; Mali; Mozambique; Niger; Rwanda; Sierra Leone; Somalia; South Sudan; St. Lucia; St. Vincent and the Grenadines; Tajikistan; Tanzania; Togo; Tonga; Uganda; Uzbekistan

18 Note that the tally has been increased from the preliminary estimate of 30 countries supported presented in IDA19: Implementation and Delivery in October 2022. One country was added: the Republic of Congo. The overall **status has changed** from PC performance met target to PC performance **exceeded target**.

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