

PILOT TOOLKIT

Measuring & Monitoring in Fragility, Conflict, and Violence (FCV) Environments



WORLD BANK GROUP



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Countries impacted by fragility, conflict, and violence (FCV) include a large and increasing portion of the world's poor. The international community is investing unprecedented financing to support FCV response, including through landmark commitments as part of International Development Association (IDA) 17. Despite mounting global attention and investment in countries affected by FCV, there is limited evidence on what works in peacebuilding and statebuilding programming.

The following **Pilot Toolkit: Measuring and Monitoring in FCV Environments** is designed to assist World Bank Group (WBG) teams—and by extension support dialogue with partners and clients—to measure progress in countries impacted by FCV.

The *Pilot Toolkit* was developed with support from the World Bank–Netherlands Partnership Program as part of the grant, *Measuring Progress in Countries Impacted by Violence and Fragility* which aims to strengthen World Bank and partner capabilities to monitor and evaluate peacebuilding and state-building progress. The Toolkit was also supported by the State- and Peace-building Fund, the Korea Trust Fund for Economic and Peacebuilding Transitions and the World Bank's Fragility, Conflict, and Violence Group.

The *Toolkit* and the accompany indicators database were developed by a core team consisting of Holly Benner, Diego Garrido Martin, Matthias Mayr, Robert Muggah, and Ben Oppenheim. Programming and design support was provided by Kimberly Bumgarner, Alecs Garza and data4, and Duina Reyes.

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The *Pilot Toolkit* was prepared on the basis of dialogue, consultation, and piloting processes with partners across the World Bank, and other international organizations. It also benefited from engagement with the International Dialogue on Peacebuilding and State-building and the *New Deal for Engagement in Fragile States*. A key goal of the *Toolkit* is to share the lessons of *New Deal*/implementation and indicator piloting to inform World Bank Group strategy and operations.

INTRODUCTION



Countries, states, and cities affected by fragility, conflict and violence (FCV) face tremendous challenges in achieving development outcomes. As a result, these environments tend to be poorer, grow more slowly, and exhibit higher population growth rates than otherwise stable settings.¹ People living in FCV-affected areas constitute a growing share of the world's poor.² An estimated one-third of the poorest populations will live in such settings.³ Not surprisingly, almost 40 percent of official development assistance (ODA) flows to these countries, and projections indicate that those flows will intensify over the coming decade.⁴

The international community is increasingly aware of the profound development costs of FCV, especially in low- and middle-income countries. Many development organizations are just starting to expand their investments in such settings. For its part, the World Bank committed more than \$11 billion to fragile and conflict-affected situations between 2007 and 2012 (and \$22 billion since 2000).⁵ The overall portfolio and spending of the World Bank Group (WBG) in FCV contexts is expected to grow even more dramatically in the coming years.

Specifically, commitments to fragile and conflict-affected situations (FCS) made under the 17th replenishment of International Development Association (IDA17)

1 See IEG (2013) at https://ieg.worldbankgroup.org/Data/reports/chapters/fcs_overview.pdf.

2 See USAID (2014) at [http://www.usaid.gov/sites/default/files/documents/1870/2014-01-27%20\(Discussion%20Paper%20on%20XP%20%26%20Fragility\)%20FINAL%20\(1\).pdf](http://www.usaid.gov/sites/default/files/documents/1870/2014-01-27%20(Discussion%20Paper%20on%20XP%20%26%20Fragility)%20FINAL%20(1).pdf).

3 See OECD (2013) <http://www.oecd.org/dac/incaif/factsheet%202013%20resource%20flows%20final.pdf>.

4 Total annual per capita ODA to FCS varies significantly. World Bank development policy lending, for example, has been a significant component of support averaging 15–25 percent of total IDA commitments. Ibid.

5 This compares to some \$37 billion to non-FCV countries during the same period. Ibid.

will ensure continued focus on national and subnational challenges. New investments are also planned through the International Finance Corporation (IFC), the Multilateral Investment Guarantee Agency (MIGA), and various WBG-administered trust funds. Meanwhile, regional development banks, bilateral donors, and other international institutions also are increasing their investments in FCV settings.

Notwithstanding mounting global attention and investment in peacebuilding and state-building in FCV settings, evidence of impact in these settings is limited. Billions of dollars are being spent on activities ranging from institution building and infrastructure development to capacity support and service delivery, yet little is known about what works. One reason for this is that monitoring and evaluation in FCV environments is often poorly and unevenly implemented.

In settings affected by chronic instability, there is often a dearth of baseline data against which to track, much less attribute, progress. It is also exceedingly hard to draw a line between specific development interventions, often at a project level, and peacebuilding and statebuilding results at a national or even subnational level. As the 2011 World Development Report: Conflict, Security, and Development makes abundantly clear, necessary institutional reforms are a generational challenge, and the Bank and other development actors frequently struggle with defining appropriate measures of near-term progress.

There are, nevertheless, hopeful signs that new approaches will help to better monitor, measure, and evaluate results and evidence of impact in countries and subnational areas beset by FCV. The explosion of new information communication technologies (ICTs), unprecedented increases in phone and internet connectivity, and deepening commitment to measurement among governments, civil society, and donors are all driving new thinking and action.

The past decade has also given rise to a growing body of knowledge and expertise on monitoring and evaluating for peacebuilding and state-building. Much of this innovation and insight can be usefully put into practice by World Bank teams and other policymakers and practitioners operating in FCV settings. There is a clear appetite to engage, as underlined by the International Dialogue on Peacebuilding and State-building and the *New Deal for Engagement in Fragile States*.⁶

This *Pilot Toolkit* is designed to assist WBG teams—and by extension support dialogue with partners and clients—on measuring peacebuilding and state-building progress. It is an interactive, accessible, and user-friendly resource to help inform strategic and operational results frameworks and enhance practical data collection efforts. While the *Toolkit* fills an immediate WBG need, the guidance and accompanying indicator database can also be used by a much

6 See, for example, IDA (2013) at http://www.worldbank.org/ida/papers/IDA17_Replenishment_FCS%20paper.pdf.

broader audience of policymakers, civil society, and regional and international institutions seeking to increase their capacity to measure results in countries affected by FCV.

The *Toolkit* is accompanied by a searchable FCV indicator database. Together, the *Toolkit* modules and database provide users with concrete suggestions on how to establish a monitoring system and how to choose indicators to design, track progress, and evaluate projects and programs in an FCV context. The *Toolkit* was prepared based on extensive research, consultation, and review of monitoring systems and indicators being used across the World Bank Group and the international community. As a pilot product, the content of the modules and database will continue to evolve based on user feedback and further experience.

STRUCTURE OF THE GUIDE

The *Pilot Toolkit* is divided into six modules.

Module I Why FCV Matters for Development

Why measuring, monitoring, and evaluating programs in FCV contexts matters to the World Bank and its partners.

Module II Linking Analysis and Planning to Monitoring and Evaluation

The links between analysis of the drivers of FCV, strategy and program design, and monitoring and evaluation.

Module III Selecting Indicators for Strategy, Programs, and Projects

A guide to the indicator database and lessons in selection of indicators.

Module IV Gathering and Analyzing Data

An assessment of the range of data sources available inside and outside of the World Bank for measuring FCV.

Module V Developing and Using Population Surveys

A consideration of emerging and best practices in constructing and conducting surveys of people's attitudes and perceptions in FCV contexts.

Module VI Using New Methods and Technologies

A treatment of new technologies, including big data, digitized data collection, crowdsourcing, and remote sensing.

While the *Toolkit* can be read from start to finish, each module is a stand-alone product with extensive hyperlinks to online resources. Modules also feature examples of good practice and innovative case studies. An Appendix highlights additional sources of data relevant to FCV that may be useful for monitoring and evaluation purposes.

The supplemental FCV indicator database features strategic and operational indicators to enhance monitoring and evaluation in FCV settings. The database includes more than 2,000 indicators across core function areas that can be used to measure outputs, outcomes, and impacts.

In response to the 2013 Independent Evaluation Group (IEG) evaluation Assistance to Low-Income Fragile and Conflict-Affected States, the World Bank is revisiting its definition of fragility. Increasingly organized crime and violence, subnational conflict and instability, political violence and transitions and other forms of FCV are affecting development outcomes in middle income countries.⁷ The *Toolkit* therefore seeks to be useful in range of country contexts—from those classified as fragile on the harmonized list of fragile states (FCS) to middle-income countries with subnational conflicts, high levels of urban crime and violence, or other FCV challenges.

The *Toolkit* and the database can enable users to better plan, monitor, and evaluate priorities and programs in FCV settings. The goal is more “FCV-sensitive” and efficient approaches and promote greater attention to state- and peace-building priorities. The *Toolkit* offers advice on how to better track core priorities across multiple sectors and harness the potential of partners, improve results and risk frameworks, and plan for more effective interventions using new kinds of data and information collection technologies.⁸

7 The harmonized list of fragile states includes those that have either a harmonized average CPIA (Country Policy and Institutional Assessment) country rating of 3.2 or less, or the presence of a UN or regional peacekeeping or peacebuilding mission during the past three years. This list includes only IDA-eligible countries and nonmember or inactive territories and countries without CPIA data. It excludes IBRD-only countries for which CPIA scores are not currently disclosed. Although there is no universally agreed definition of what constitutes “fragile” or “fragility,” expert opinion suggests that it can be envisioned on a continuum, with some states, subnational areas, and cities exhibiting complex manifestations of conflict and fragility at different times.

8 See World Bank (2013: 1).