An Independent Evaluation of the World Bank’s Support of Regional Programs

Case Study of the Middle East and North Africa Child Protection Initiative

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ENHANCING DEVELOPMENT EFFECTIVENESS THROUGH EXCELLENCE AND INDEPENDENCE IN EVALUATION

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## Acronyms

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<th>Acronym</th>
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<tr>
<td>AAA</td>
<td>Analytical and Advisory Activities</td>
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<tr>
<td>AGFUND</td>
<td>Arab Gulf Fund for United Nations Development</td>
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<td></td>
<td>Organizations</td>
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<td>AUDI</td>
<td>Arab Urban Development Institute</td>
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<td>CAS</td>
<td>Country Assistance Strategy</td>
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<td>CPI</td>
<td>Child Protection Initiative</td>
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<td>DGF</td>
<td>Development Grant Facility</td>
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<td>HDNSP</td>
<td>Human Development Network Social Protection</td>
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<td>MNA</td>
<td>Middle East and North Africa</td>
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<td>MNSHD</td>
<td>MNA Social and Human Development</td>
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<td>IEG</td>
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Preface

Evaluation Objectives and Methodology

This review of the Middle East and North Africa Region Child Protection Initiative (CPI) is one of 19 reviews undertaken as part of an independent evaluation by the Independent Evaluation Group (IEG) of the effectiveness of World Bank support for multi-country regional programs over the past ten years (1995-2004). Twelve of the reviews, including this CPI assessment, are desk reviews; the other seven reviews are in-depth field studies.

All reviews draw on core program documentation as well as program progress reports, existing self- and/or independent program evaluations, related Bank country assistance strategies (CAS) and sector strategies, and interviews with key Bank staff. CPI was approved for funding by the World Bank’s Development Grant Facility (DGF) in June 2003 and became operational in September of that year. Four Progress Reports have been issued since then. An independent evaluation required by the end of three years of DGF funding had not been undertaken at the time of this review. See Annexes F and G for a list of people interviewed and all documents reviewed, respectively.

Evaluation Criteria

The 19 reviews use the IEG evaluation criteria of relevance, efficacy, and efficiency. In addition, they assess the Bank’s performance and examine the performance of the regional program’s participating countries. The key evaluative questions addressed under these criteria—designed to deal with the special characters of multi-country programs—are as follows.

Relevance

- **Subsidiarity**: To what extent is the program being addressed at the lowest level effective, and either complements, substitutes for, or competes with Bank country or global programs?
- **Alignment**: To what extent does the program arise out of a regional consensus, formal or informal, concerning the main regional challenges in the sector and the need for collective action? To what extent is it consistent with the strategies and priorities of the region/sub-region, countries, and the Bank?
- **Design of the regional program**: To what extent is program design technically sound, and to what extent does it take account of different levels of development and interests of participating countries, foster the confidence and trust among participants necessary for program implementation, and have clear and monitorable objectives?

Efficacy

- **Achievement of objectives**: To what extent has the program achieved, or is it likely to achieve, its stated objectives, including its intended distribution of benefits and costs among participating countries?
• **Capacity building:** To what extent has the program contributed to building capacities at the regional and/or participating country levels?

• **Risk to outcomes and impact:** To what extent are the outcomes and impacts of the program likely to be resilient to risk over time?

**Efficiency**

• **Efficient use of resources:** To what extent has the program realized, or is it expected to realize, benefits by using a reasonable level of time and money?

• **Governance, management, and legitimacy:** To what extent have the governance and management arrangements clearly defined key roles and responsibilities; fostered effective exercise of voice by program participants and coordination among donors; contributed to or impeded the implementation of the program and achievement of its objectives; and entailed adequate monitoring of program performance and evaluation of results?

• **Financing:** To what extent have financing arrangements affected positively or negatively the strategic direction, outcomes, and sustainability of the program?

**World Bank’s Performance**

• **Comparative advantage and coordination:** To what extent has the Bank exercised its comparative advantage in relation to other parties in the project and worked to harmonize its support with other donors?

• **Quality of support and oversight:** To what extent has the Bank provided adequate strategic and technical support to the program, established relevant linkages between the program and other Bank country operations and an appropriate disengagement strategy for the program, and exercised sufficient oversight of its engagement?

• **Structures and Incentives:** To what extent have Bank policies, processes, and procedures contributed to, or impeded, the success of the program?

**Participating Countries’ Performance**

• **Commitments and/or capacities of participating countries:** How have the commitments and/or capacities of participating countries contributed to or impeded the success of the program?

• **Program coordination within countries:** To what extent have there been adequate linkages between the regional program’s county level activities and related national activities?
Executive Summary

Background

1. The Middle East and North Africa (MNA) region has experienced an increase in vulnerable and disadvantaged children in urban areas. These are children with special needs, street children, child laborers, internally displaced and refugee children, and orphans. While many MNA countries have agencies to monitor the well-being and advocate on behalf of children, there are few policies and programs targeting children at risk due to a lack of national awareness of the growing problem, inadequate municipal level attention and capacity to respond effectively to problems, and insufficient mobilization of government and donor funding. While responsibility for issues of children and youths has traditionally resided with national governments, the Child Protection Initiative (CPI) was created in 2003 to encourage municipal authorities to take more action.

Program Summary Description

2. CPI is a partnership launched by the Arab Urban Development Institute (AUDI) and the World Bank and supported by several other regional and international donors. Initiated in response to a demand from stakeholders in the region, it aims to empower mayors and other local authorities to design and implement effective policies and programs (in areas such as education, social services, and health) for vulnerable and disadvantaged urban children in some 22 MNA countries. Specifically, the three objectives of the program aim to:

   - Build a regional knowledge base on key issues confronting children
   - Strengthen the capacity of municipalities and local authorities to effectively address children’s issues by building a knowledge-sharing network among municipal authorities and providing training and technical assistance in individual municipalities
   - Assist stakeholders in developing an effective approach to mobilizing resources for municipal level activities

3. AUDI and the World Bank have been the primary partners leading the development and funding of CPI. AUDI has provided facilities, staff, and overhead costs along with implementation support, while the World Bank has provided technical support and committed some $1.65 million in FY04-05 through its Development Grant Facility (DGF), with an additional $0.75 million requested for FY06.

Rationale for a Regional Program

4. While the problems of vulnerable and disadvantaged children are essentially country issues, there are four reasons for CPI’s regional approach:

   - Policies can be improved and programs strengthened by comparative analysis, standardization of data, and exchange of knowledge and experience across
countries, especially in a regional context in which there are shared socio-economic conditions and cultural/religious values

- Economies of scale can be gained from collective knowledge and capacity building activities
- Collaboration would facilitate the handling of the flow of refugee and migrant children across countries in the region, though this is not a primary focus of the CPI program

Quality of Design & Implementation

5. CPI’s objectives are clearly stated and its knowledge, capacity building and networking, and resource mobilization activities are an appropriate program of work for meeting the program’s aims. One of CPI’s strengths has been its systematic deliberations with key stakeholders and flexibility in adjusting program activities based on those consultations. Additionally, it has established a sound institutional foundation on which to build its programming and mobilize resources. A small Secretariat, which functions independently of its host institution, AUDI, manages the program. In addition, an Advisory Group—comprising international and regional partners as well as local authorities and other stakeholders—serves as a sounding board for the Secretariat and is expected to be broadened into a more formal Steering Committee.

6. But weaknesses in the initial design of specific activities under each component limit the program’s potential value. The knowledge work, which focuses on developing databases and gathering and disseminating information and commissioned studies, does not reflect state of the art approaches on how individuals can access and exchange practical knowledge most effectively. The limited approach to networking, involving mainly one-off meetings, does not foster peer-to-peer learning on an ongoing basis. The capacity building activities, which have become focused on a few municipalities, are at risk of not realizing the economies of scale possible through well-designed regional capacity building networks. Moreover, the resource mobilization component has been sidelined since potential partners decided to put a proposed regional fund on hold on the grounds that existing channels could be tapped directly by individual municipalities. It is now unclear how the CPI will now realize its intended economies of scale which were to be gained through regional capacity building activities.

Program Achievements

7. In two and a half years, CPI has established its presence as an actor in the region on issues of urban children, begun to raise awareness about the importance of the role of municipalities in addressing those issues, established a working relationship with a number of regional and international partners, and promoted pilot projects in four cities. Yet, the program appears unlikely to achieve the objectives it set for its first three years, especially in the areas of capacity building and resource mobilization, and its lack of both an explicit business plan and monitoring and evaluation system will make it hard for it to know if it has been successful in another three to five years. Activities have so far mainly involved one-off meetings, dissemination of papers and reports, and website postings.
Moreover, CPI’s capacity building and networking activities have so far been limited to sponsoring a few mayors and other municipal officials to participate in specific regional and international conferences and workshops.

**Effectiveness of World Bank Performance**

8. The Bank has been an integral partner in developing and supporting the program. It exercised strong leadership in initiating a quick response to regional interest in building the capacity of municipal authorities to deal with problems of urban children. It played a leading role in designing and launching the CPI, and its resources and convening power have helped mobilize other funders. The Bank has drawn on its global and regional knowledge in helping the CPI Secretariat design and organize studies and conferences. It has also appropriately supported the program’s management during CPI’s initial start up.

9. But there have been shortcomings in its quality of support and oversight. It seriously underestimated the time and resources required to establish a capable Secretariat, and raise awareness and strengthen the capacity of individual municipalities across the region. It also endorsed weak capacity building and networking plans; and set unrealistic objectives for the level of support provided for CPI’s start up phase. In addition, the Bank failed to appraise adequately the funding needs and potential partner interests in the design stage of the CPI.
1. Introduction

Challenges Facing the Region

1.1 The Middle East and North Africa (MNA) region is experiencing an increase in numbers of vulnerable and disadvantaged children in urban areas. These are children with special needs suffering from emotional, mental, or physical disabilities; street children who spend all or most of their time on the streets; child laborers who participate in the labor force below the international legal age to work; internally displaced and refugee children who have been displaced from their homes due to conflicts, political and economic turmoil, and natural disasters; and orphans who have lost at least one of their parents or have no known parents. Many MNA countries have established National Councils for Children to monitor the well-being and advocate on behalf of children. But there are few policies and programs targeting children at risk due to a lack of national awareness of the growing problem, inadequate local government attention and capacity to respond effectively to problems at the municipal level, and insufficient mobilization of government and donor funding.

1.2 In an effort to raise awareness of the growing problems of children and youth in urban areas, the Arab Urban Development Institute (AUDI)\(^1\), the Jordanian Municipality of Greater Amman, and the World Bank jointly organized an international conference on “Children and the City” in December 2002.\(^2\) The conference involved over 200 participants, including city mayors, presidents of city councils, representatives of international organizations, experts, and researchers. At the end of the conference, participants issued the Amman Declaration, which presented recommendations on what national and municipal leaders, NGOs, and donors should do to address children and youth issues in the region. In addition, country participants called for an establishment of a regional fund for financing municipal projects related to children to be supported by bilateral donor agencies and international organizations.\(^3\)

Regional Program Summary Description

1.3 The Child Protection Initiative (CPI), which was launched in mid-2003 in response to the Amman Declaration, is a partnership initiated by AUDI and the World Bank.

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1 AUDI’s main goal is to enhance the quality of municipal services in Arab towns and cities. The Institute, which is based in Riyadh, Saudi Arabia, has an active membership of more than 400 Arab cities and towns representing 22 Arab states.

2 This conference followed a United Nations Special Session on Children took place in May 2002. Its objectives were to: i) raise awareness regarding the constraints and problems facing children in urban areas; ii) make recommendations for actions to be taken at national and local levels; iii) learn from successful experiences of cities and organizations; and iv) strength relationships among stakeholders.

3 Amman Declaration on ‘Children and the City.” The Task Manager wrote in the World Bank proposal for DGF funding in FY04 that the proposal was a response to “an urgent request from MNA countries (municipalities and higher councils on education) for a flexible funding mechanism to address the many issues (including conflicts and sanctions) faced by children in the MNA region,” p.23.
Bank and supported by several other regional and international donors. As a knowledge and capacity building (not direct service) program, CPI’s stated purposes are to raise awareness, build capacity, and help mobilize funds for activities at the municipal level in some 22 countries throughout the MNA region. While responsibility for issues of children and youths has traditionally resided at the national level, CPI aims to empower mayors and other local authorities to design and implement effective policies and programs (in areas such as education, social services, and health) focused on improving the well-being of vulnerable and disadvantaged urban children. Specifically, the three objectives of the CPI are to:

- Build a regional knowledge base on key issues confronting children
- Strengthen the capacity of municipalities and local authorities to effectively address children’s issues by building a knowledge-sharing network among municipal authorities and providing training and technical assistance in individual municipalities
- Assist stakeholders in developing an effective approach to mobilizing resources for municipal level activities

1.4 CPI is managed by a small Secretariat, which is housed within AUDI, in Riyadh, Saudi Arabia. AUDI and the World Bank have been the primary partners leading the development and funding of the CPI. AUDI provides facilities, staff, and overhead costs as well as implementation support. The World Bank provided technical support in the establishment of the Initiative and committed some $1.65 million in FY04-05 through its Development Grant Facility (DGF), with an additional $0.75 million requested for FY06. This commitment of funds is likely to account for approximately 30 percent of total CPI funding for the three years (based on actual funds for FY04 and FY05 and requested funds for FY06 from the Bank and other international and regional partners as shown below in Table 4.1).

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4 See Annex A for basic information on the program.

5 The 22 countries include: Algeria, Bahrain, Djibouti, Egypt, Iran, Iraq, Jordan, Kuwait, Lebanon, Libya, Mauritania, Morocco, Oman, Qatar, Saudi Arabia, Somalia, Syrian Arab Republic, Tunisia, United Arab Emirates, Yemen, Comoros, and West Bank and Gaza. Annex B lists the partners and participants of the program.
2. **Relevance: Rationale, Alignment, and Design**

2.1 **Summary:** The CPI is an innovative project responsive to a growing problem in the region, on which there is limited knowledge and experience. Its objective of building and sharing knowledge on issues of urban children aims to provide a regional public good of value to all countries in the region, and its focus on strengthening the capacity of municipal authorities meets a clear, previously unattended, need. But weaknesses in the design of its capacity building activities and proposal for a regional funding mechanism for municipal activities, as well as its lack of monitorable outcome objectives and indicators detract from CPI’s program relevance.

**Subsidiarity Principle**

2.2 The principle of subsidiarity states that a program should be organized and carried out at the lowest level effective. In the case of the CPI, there are three clear rationale for adopting a regional approach:

- **Common conditions provide a regional context for cross-country learning, sharing of knowledge, and comparative analysis.** The similarities in social systems, culture, and urban issues in MNA countries and municipalities are conducive to the exchange of knowledge and experiences and to comparative analyses. Lessons demonstrated in one city could be replicable in another. CPI also aims to promote regional advocacy of policies to improve child protection by strengthening awareness and consensus among an active network of local governments and stakeholders. The Bank contends that the cross-sectoral nature of the interventions and the lessons learned from local initiatives on effective approaches require quick knowledge sharing, which will only be possible through a regional program such as the CPI that brings together countries with similar social and cultural contexts.

- **Economies of scale can be gained from collective knowledge and capacity building activities.** Greater knowledge and information on key issues confronting children and youth in MNA cities is needed across the region to increase awareness of municipal authorities and scale up action. CPI aims to develop and disseminate information, studies, and reports and share experiences across municipalities throughout the region by the use of a website, conferences and seminars, and establishment of a network of municipal authorities. As noted by one Task Manager of the program, “there is an economy of scale to having one institution in the region [build and share knowledge] rather than having individual institutions in each country… it would not be efficient at the country level if the knowledge can be shared across countries.”

- **The potential benefit of collaboration on the particular issue of the cross-border flow of refugee and migrant children.** Although the flow of migrant and refugee children across borders was not a primary motivating factor for the CPI, it is an additional reason for a regional program. Each year, thousands of refugees, a large

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6 Bank staff interview, October 2005.
number of them children, from Sudan, Palestine, Somalia, Ethiopia, Eritrea, Afghanistan, Iraq, Iran, Yemen, Central and West Africa cross borders due to conflicts, wars, political violence, and economic instability.\textsuperscript{7} “The vast majority of refugees in the MNA region live in towns and cities where they join the urban poor, but they are systematically excluded from programmes designed to help the urban poor. Refugee children are a particular ‘at risk’ group of children in cities but, because of perceptions of UN institutional responsibility for refugees, they remain largely invisible and are not incorporated into programmes managed by the state.”\textsuperscript{8}

While local interventions are necessary to mainstream these children into society, sharing experiences in dealing with this widespread problem across countries could accelerate a scaling up of needed responses.

\textbf{ALIGNMENT WITH COUNTRY, REGIONAL, AND BANK GOALS AND STRATEGIES}

2.3 CPI reflects growing recognition internationally, regionally, and in the World Bank of the need to address problems of vulnerable and disadvantaged children. And it is responsive to an unmet need within the MNA region to build awareness and capacity of municipal authorities as key actors in efforts to improve child protection and welfare.

2.4 Since the end of the 1980s, the special problems of children and youth have been the subject of international conferences and conventions.\textsuperscript{9} In the MNA region, conferences and workshops have been held and declarations made highlighting the problem and recommending courses of action.\textsuperscript{10} Also, at the national level, many countries have created ministries and/or agencies such as National Councils for Children to monitor the well-being and advocate on behalf of children.\textsuperscript{11} According to the Bank, “several client countries in the MNA region (Egypt, Jordan, Morocco, Yemen, West Bank/Gaza) have shown strong interest in improving the welfare of children, particularly the most vulnerable, as part of the interest in attaining MDG and EFA goals.”\textsuperscript{12}

2.5 In the Bank, analysis of children’s issues has increased over the same period at Corporate and Regional levels, though there are still few country operations directly focused on these issues. At the corporate level, the Bank issued a strategy paper on social protection in 2001 that focused on “public interventions that assist individuals, households, and communities to manage risk better and that provide support to the

\textsuperscript{7} “Refugee Children in Cairo: An Invisible ‘at Risk’ Group in the city,” Barbara Harrell-Bong, Aya El-Hilaly, Abigail Schaeffer. P.71 This is from a compilation of background papers. “Children and the City” Conference. Amman Hashemite Kingdom of Jordan. AUDI and World Bank 2002.

\textsuperscript{8} Ibid.

\textsuperscript{9} This international attention is reflected in the 1989 UN Convention on the Rights of the Child, the 1997 International Conference on Child Labor in Oslo, the 1999 ILO Convention on the worst forms of child labor, the 2000 UN Program of Action for Youth, and the United Nations Special Session on Children in May 2002.

\textsuperscript{10} www.araburban.org/childcity/

\textsuperscript{11} 2001 Egypt CAS, p. 13.

\textsuperscript{12} “Issues Paper: Disadvantaged Children in the Middle East and North Africa Region.” World Bank, p. 3.
critically poor,” the bulk of whom are vulnerable and disadvantaged children in urban areas. It also released a global report in 2005 on *Children & Youth: A Resource Guide for World Bank Staff*, which examines the issues of vulnerable children and youth worldwide and outlines a framework to focus more on children and youth outcomes in Bank operations. The Bank-wide strategy paper was followed in the MNA Region, in 2002, with a regional strategy on “Disadvantaged Children in the Middle East and North Africa Region” that outlined work to be carried out in partnership with MNA governments, stakeholders, and donors. And since then, the MNA Region has increased its analytical and advisory activities (AAA) focused on children’s issues and supported workshops in partnership with MNA governments, NGOs, and researchers. Yet, in the period FY95-04, Morocco’s CAS of 2001 was the only CAS that directly addresses the problems of disadvantaged and vulnerable children. And while most projects—such as those on disability, health, education, and infrastructure—address children’s issues as a secondary objective, few operations have primary objectives that target vulnerable groups, particularly children.

2.6 Mayors and other local authorities are in a key position to tackle the problems faced by the urban vulnerable and disadvantaged children. But traditionally, local authorities have not played an important role in attending to issues of child protection and welfare. Nor are there many programs dealing with vulnerable and disadvantaged children at the municipal level, largely because the issues have been seen as the responsibility of national ministries. Some governments have begun to decentralize and some municipalities—for example, Amman, Khartoum, Alexandria, Riyadh, and Al-Medina—have placed children’s issues at the top of their agenda. But across the region, the roles and responsibilities for children’s issues at national and local levels are not well delineated and dialogue on the issue between levels of government has been limited. Moreover, international support has primarily focused on assisting national governments.

2.7 CPI aims to make a change by helping municipal authorities play an effective role in the design and implementation of policies and programs. As explained by a Bank Task Manager, “This program is bringing in a whole different group of stakeholders and empowering mayors.” Thus, while it is aligned with an issue of increasing importance to countries in the region and to the Bank, it is first and foremost an initiative to raise the awareness and build the capacity of municipal authorities in order to empower them to play a greater role in addressing the problems of their urban children.


14 2001 Morocco CAS, p.28

15 For example, the *Egypt Social Protection Initiatives Project* (approved in FY1999) targets poor children with disabilities or at risk of street life. The *West Bank and Gaza: Social Safety Net Reform Program* (approved in FY2004) also addresses issues of the vulnerable and disadvantaged children 0-18 years.

16 Bank staff interview, October 2005.
REGIONAL CONSENSUS

2.8 Stakeholders in the region have expressed consensus on the need to address the issue of disadvantaged urban children and the value of a regional program to build municipal capacities. This was the view of participants to the 2002 regional conference, “Children and the City,” which was attended by over 200 individuals and led to the establishment of the CPI. And this regional consensus appears to have broadened over time as evidenced by an increasing number of participants at subsequent CPI and other regional meetings focused on urban children, and the increasing number of requests for CPI support from municipalities.

2.9 In the initial year of the CPI program, 15 countries from the region participated in the program. In the second year, two countries dropped out but an additional eight countries joined the partnership. In May 2005, over 400 participants—including ministers of education, mayors and other local authority leaders, World Bank officials, representatives of regional and international organizations—participated in the regional conference held in Dubai, which concluded with a declaration reaffirming the need to improve the well-being and quality of life for all children and youth. In addition, the number of program partners and donors has grown significantly (as discussed below in section four). Still, as CPI has reported, most municipalities and city councils still view children and youth issues as the responsibility of the national government and “are reluctant to espouse the trend and the position represented by the Initiative.”

DESIGN OF THE REGIONAL PROGRAM

2.10 CPI activities are designed around its three stated objectives: knowledge building, capacity building, and resource mobilization. These three program components, intended to entail both regional and municipal level activities, comprise an appropriate scope for meeting the CPI’s overall goal of improving the protection and welfare of urban children by strengthening the capacity of municipal authorities to undertake relevant policies and programs. But weaknesses in the initial design of specific activities under each component limit the program’s potential value.

2.11 The CPI’s knowledge work, which is carried out by its Secretariat and commissioned experts, entails activities to build and share knowledge by: developing a database of existing studies and information; commissioning studies to fill important knowledge gaps; and developing and maintaining a specialized website and other dissemination tools. These efforts to gather and disseminate information are consistent with well-established knowledge management practices, but they do not fully reflect the

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17 Countries in the FY04 DGF proposal were: Bahrain, Djibouti, Egypt, Iran, Iraq, Jordan, Kuwait, Lebanon, Morocco, Oman, Qatar, Sudan, United Arab Emirates, West Bank and Gaza, and Republic of Yemen.

18 Additional countries in the FY05 and FY06 DGF proposals were: Algeria, Libya, Mauritania, Saudi Arabia, Somalia, Syria, Tunisia, and Comoros Islands.

potential value added of a regional program nor state of the art approaches on how individuals can access and exchange practical knowledge most effectively. In particular, CPI’s plan for its knowledge building activities does not provide systematically for the standardization of definitions and measurement tools for comparative assessments of needs and program options nor for the exchange of tacit (person-to-person) knowledge, which experience has shown to be especially important in enabling the adaptation and application of transferred knowledge to concrete tasks.\(^{20}\)

2.12 CPI’s **capacity building and networking activities** have yet to be clearly articulated. This component needs to sharpen the definition of both its goals and methods. Capacity building goals can be defined in operational terms, with measurable indicators regarding enhanced knowledge, skills, and/or competencies. This requires assessment of the needs of individual municipalities and local governments on which to base CPI interventions. These steps have not yet been taken. Also, initial program documents identify knowledge sharing events, establishment of a network of municipal authorities and other stakeholders, and training of those authorities in specific areas needed to build policy and program skills as key capacity building methods. But so far CPI program plans and activities have taken a rather minimal approach to capacity building that falls short of state of the art efforts, as discussed further below.\(^{21}\)

2.13 Networking is designed mainly as activities to bring people together to share their experiences at one-off meetings. A Bank Task Manager confirms that “so far networking means ‘being in touch with.’ It is not seen as involving an explicit network.”\(^{22}\) This limited approach to networking seems to be a missed opportunity for a program of regional scope, especially given evidence of the positive impact of well-designed networks as a way to structure peer-to-peer learning on an ongoing basis.\(^{23}\) In order to have the desired impact of having policymakers and other practitioners gain knowledge they can apply, CPI will have to devise more structured network activities that could, for example, entail regular peer to peer interactions, or collaborative work on the analysis of shared problems and design of policy or program responses. Moreover, CPI has not yet developed a structured regional training component to take advantage of economies of scale.

2.14 The **resource mobilization** component—initially designed to lead to the development of a regional “rapid response funding mechanism” for municipal activities—has been revised. The World Bank did not do background work on what funding was needed and what other donors would be willing to fund. After the project was launched, CPI explored options for establishing a fund, but UNICEF and other potential donors rejected the recommendations advanced on the grounds that existing


\(^{22}\) Bank staff interview, October 2005.

channels existed that could be tapped directly by individual municipalities which showed the commitment and capacity to develop policies and programs for children.

2.15 Subsequently, CPI shifted, at least temporarily, to resource mobilization efforts more targeted on individual municipalities and specific events than on a regional mechanism.

CLARITY AND MONITORABILITY OF OBJECTIVES

2.16 CPI’s three program objectives—knowledge building, capacity building, and resource mobilization—are clearly stated. And the proposals for each of the first three years of DGF funding contain the following specific related performance indicators:

- Studies and evaluations conducted on lessons learned and good practices, partnerships formed and forums organized to improve knowledge sharing, and web-site launched and operational.

- Network established for coordination and dissemination mechanisms between national governments, international organizations, and local governments to improve knowledge management.

- Local government capacity improved on budget management, policy issues, and vulnerable and disadvantaged children issues.

- Children’s concerns mainstreamed in ongoing and planned public and donor assisted projects as a result of increased sensitization and awareness, and a rapid response, flexible funding approach launched and operational.

2.17 In addition, CPI’s Secretariat has a system for monitoring inputs and outputs. But the design of the program does not specify how CPI proposes to measure its efficacy. CPI has neither an explicit nor an implicit log frame that links its inputs (actual activities) and its outputs with intermediate outcomes, and intended results. Its performance indicators are a mix of outputs and intermediate outcomes. Moreover, for the most part, there are no timeframes and no quantitative targets for enabling the program to know if after 5-10 years it has been effective. CPI’s requirement that municipalities’ proposals for support of pilot projects be results-based is a positive recent development.

2.18 In sum, there is both a clear rationale and strong consensus on the need for a regional initiative focused on efforts to build the knowledge and capacity that municipal authorities need to play a central role in improving the welfare of disadvantaged and vulnerable urban children. CPI is designed to support those efforts. But weaknesses in the

24 Annex E presents this review’s view of the CPI’s intended inputs, outputs, outcomes and results in the absence of its own clear and unambiguous results chain.
design of regional and municipal level activities to be carried out and lack of monitorable outcome indicators diminishes the quality of the program’s design.
3. **Efficacy: Outcomes, Impact, and Sustainability**

3.1 **Summary:** CPI, at the time of this review, is just over two years into its initial three-year period of implementation. Therefore, the program’s efficacy is assessed in terms of early progress and likely achievement of objectives. The assessment shows that despite a lengthy process in setting up its Secretariat, CPI has carried out a considerable number of activities that have credibly launched the program, established its presence in the region, and begun to build a specialized knowledge base and dissemination process. Much less has been achieved in the areas of capacity building and establishment of a funding mechanism and is not likely to achieve the specific aims that it set in these areas for its first three years. It has recently shifted the balance of its efforts to pilot projects in individual municipalities as a way to target its main capacity building and resource mobilization efforts, and to draw lessons for wider application across the region. But this shift in orientation leaves unaddressed how, in the near term, it intends to go beyond its awareness raising activities to its capacity building and networking aims on a regional scale.

**ACHIEVEMENT OF OBJECTIVES**

3.2 CPI management spent much of the program’s first year setting up the Secretariat, promoting CPI’s program throughout the region and with potential donors, and commissioning studies that would guide subsequent knowledge and resource mobilization work. It has only been in the last 18 months that program activities have gotten substantially underway, and, to-date, these activities have been mainly in the area of organizing meetings to raise awareness and beginning to build a regional knowledge base. Therefore, this review reports on progress in delivering intended outputs, but not on outcomes and results.

3.3 CPI has assigned a high priority to its objective to build a knowledge base, as indicated by its allocation of expenditures (shown below in Table 3.1). One of CPI’s first activities was to commission studies on the status of urban children in each of the 12 selected municipalities. A first study was published in May 2005, and the others are scheduled for publication throughout 2006. These studies have been used to underpin CPI awareness raising efforts on a national and regional level. Secretariat consultations with municipal and national authorities and other municipal stakeholders are expected to contribute to the development of programs and projects targeting priority issues in each city. At a regional level, the assessments, once finalized, will be used to delineate a picture of regional similarities and differences regarding issues and priorities for municipal interventions.

3.4 The effectiveness of these studies will rest on a number of features of the work. The comparative analyses will be particularly useful, and CPI’s value added made clear, if the final studies are based on standardized definitions and measurement tools. Giving

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25 The CPI Secretariat subsequently prepared a synthesis report entitled “The Status of Children in Cities of the MNA Region” for region-wide dissemination.
priority to gathering and disseminating information that can enhance policy formulation and operational performance will be central to the achievement of CPI’s overall objective. Also the quality of these studies, how municipalities are involved in their preparation, and how they are used to shape policies and programs will be important indicators of effectiveness. So far, evidence provided in CPI progress reports points to discussion of the studies’ findings in conferences and with individual authorities, but not to concrete application of the work in design of new programs or policies.

3.5 CPI launched a website in Arabic, French, and English in the first half of FY05. The website provides information on the program’s scope and activities as well as an electronic forum to share research and experiences. Most of the site is operational, but its Knowledge Base link does not yet contain a wide range of research, studies, etc. on childhood related fields. And its Discussion Board is still inactive. These links will have to be further developed in order for the website to serve as an effective tool for sharing lessons and disseminating research across the region. The usefulness of the website to-date is not known. There is no information yet on the number of website hits, who is viewing it, and how the information on the site is being used.

3.6 The CPI Secretariat has also organized regional workshops (for example, the first on CPI strategic directions and the ongoing municipal assessments and a second on “Knowledge Management on Urban Children in the MENA Region”). It also helped organize a conference in Dubai in 2005 on "Urban Children and Youth in the MNA Region: Addressing Priorities in Education."

3.7 Still, basic information on urban children, needed to raise the awareness of municipal authorities and inform the development of municipal policies and programs, remains incomplete.26 Also, activities have so far mainly involved one-off meetings, dissemination of papers and reports, and website postings. These knowledge sharing processes will have to be further developed to enable CPI to bring available knowledge and information to municipal authorities and use it to stimulate discussions on shifting responsibilities from national to local authorities.

3.8 CPI’s capacity building and networking activities have so far been limited to sponsoring a few mayors and other municipal officials to participate in specific regional and international conferences and workshops. CPI plans to continue its capacity building work in 2006 by means of a series of workshops and the development of a manual for municipalities on how to address the needs of their urban children. In addition, in selected pilot municipalities (as discussed in paragraphs 3.11-3.12 below), it will offer training to selected municipal staff. This review did not find information on the criteria for selection of staff to be trained nor plans for follow-up support after training. These are needed for training to help build sustained public sector capacity.27

26 CPI’s FY06 Progress Report notes this need for data and indicates that it will be a focus of work in the coming year.

27 Activities are often carried out in the wrong sequence—for example, public servants receive training before roles, structures, and processes are changed in ways that enable them to apply what they have learned. IEG, Evaluation of World Bank Support for Capacity Building in Africa, 2005.
3.9 Early CPI documentation also highlights the establishment of a network among municipal authorities and other stakeholders as an additional capacity tool. But the establishment of an interactive network of peers has not taken place. CPI’s start-up “networking” activities have mainly focused on raising awareness by bringing key actors together in meetings, establishing program partnerships with UNICEF and other international and regional organizations, and enlisting potential donors. Though there has also been some limited regional peer-to-peer learning through visits of a few authorities and other stakeholders across a couple of municipalities, there is no explicit plan for how the targeted capacity building in pilot municipalities will be used to help strengthen capacity in other cities. Neither is it clear how these activities are intended to engage national governments, which have to agree to decentralize authority to municipalities to enable city officials to use acquired capacity in new ways. Achievement of CPI’s capacity building and networking objective therefore falls far short of the ambitious plans set out in each of the three DGF annual funding requests.

3.10 In accordance with its original objective to develop a regional funding mechanism, CPI commissioned an independent study on possible approaches to pooled funding. This study was completed in September 2004 and recommended establishment of a fund to finance selected municipal projects that would be managed by an existing financial institution such as the Islamic Development Bank. But, as noted above, consultations with potential regional and international partners led to a decision to put the idea of a regional fund on hold. So for the time being, CPI is pursuing a more targeted approach to helping municipalities mobilize resources. The approach focuses, at this stage, on selected pilot projects in a limited number of municipalities and, in one case, has attracted municipal level as well as donor resources (notably $1.4 million from the first pilot city, the Greater Amman Municipality). While this represents a more fragmented and more time-consuming approach to resource mobilization for municipal level activities, it is seemingly more realistic than the original objective, at least prior to increased awareness and demand from municipal authorities. Its adequacy as a region-wide approach will depend heavily on the demonstration effect of the initial pilot projects, as indicated in CPI’s plans for “moving forward.”

3.11 The shift to pilot projects. CPI’s shift in mid-2004 to support pilot projects at the municipal level reflects a change in approach to its capacity building as well as its resource mobilization efforts. In effect, CPI concluded that its original scheme was too ambitious and it needed to proceed with a more incremental program.

3.12 This new program element focuses on an initial four municipalities and is expected to extend in a year or two to another five or so of the municipalities for which assessments have been completed. It now accounts for approximately 30 percent of the time of CPI’s director and will likely account in FY06 for an estimated $3.4 million out of a total $5.0 million in planned program expenditures as shown in Table 3.1. As explained by CPI’s director, the decision “enables focusing on a limited number of activities in a few locations as a means for testing ideas, learning, and scaling up.”

28 FY06 Progress Report.
29 Written answer to a question on instigation of pilot projects posed by the review team (12/05).
far, the pilot projects are still in the planning phase and there is no way to know how fast and how effectively the first four will be implemented, nor how their experience will influence a scaling up of demand and support in other municipalities. Processes for cross-regional learning and scaling up have not yet been specified.

Table 3.1: Knowledge-building is an Early Priority
FY04-FY-06 (US$ million)

<table>
<thead>
<tr>
<th></th>
<th>FY-2004 (July 03 – June 04)</th>
<th>FY-2005 (July 04 – June 05)</th>
<th>FY-2006 (July 05- June 06)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Planned</td>
<td>Actual</td>
<td>Planned</td>
</tr>
<tr>
<td>Regional Knowledge Management¹</td>
<td>0.420</td>
<td>0.308</td>
<td>1.250</td>
</tr>
<tr>
<td>Regional Capacity Building and Networking²</td>
<td>0.160</td>
<td>0.109</td>
<td>0.200</td>
</tr>
<tr>
<td>Pilot Projects</td>
<td>0.000</td>
<td>0.000</td>
<td>0.150</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>0.580</strong></td>
<td><strong>0.417</strong></td>
<td><strong>1.600</strong></td>
</tr>
</tbody>
</table>

Sources and Notes: CPI Secretariat, January 2006.
¹ Includes studies, conferences, website development.
² Includes advocacy, training, mayors and CPI participation in regional and international meetings.
³ Includes estimates of direct and in-kind funds spent by partners in conjunction with CPI activities.

CAPACITY BUILDING

3.13 As discussed above, building the capacity of municipal officials is a main objective of the CPI. But activities in this area have been limited to-date. The World Bank has also provided technical and financial assistance to build the capacity of the CPI Secretariat, which has taken more time and support than anticipated (as discussed in paragraphs 4.2-4.3 below).

REALIZED DISTRIBUTION OF COSTS AND BENEFITS

3.14 It is premature to assess the equitable distribution of CPI benefits among countries in the region and their main municipalities. Knowledge is a public good available to those able to access it. Individuals participating in regional conferences and workshops on children and youths have gained increased access to knowledge and the exchange of experiences, as have those who have used CPI’s website (though the material posted is still quite limited).

3.15 But the CPI’s capacity building and funding activities have so far had a more selective reach. Notably, Amman has been supported in its effort to launch the Greater Amman Initiative based on the CPI model of knowledge sharing and capacity building and Khartoum has received assistance in support of the country’s committed decentralization process. In an interview, a Bank Task Manager stated: “We don’t want to take on 50 or so municipalities yet since we don’t have the capacity to do so. Currently, we are working with about nine municipalities and within the pool of nine we
are concentrating our work in an initial four, though over the next year the CPI will seek to increase this number somewhat.”

**Risks to Outcomes and Impact**

3.16 One of the strengths which CPI has demonstrated in its start-up phase is its systematic process of deliberation with key stakeholders and flexibility in adjusting program activities based on those consultations. It has also recognized and sought to mitigate program risks.

3.17 The biggest risk that CPI faces in achieving its goal of empowering municipal authorities to deal with issues confronting urban children is that its regional efforts to build awareness and a base of knowledge will not do enough to strengthen the authority, commitment, and capacity of municipal leaders to design programs and mobilize funds for municipal level activities. According to the Bank, since children’s issues have not traditionally been on the agenda of local municipalities, an important dialogue is needed among different levels of national and sub-national governments. The high degree of centralization in the region might hamper this effort.

3.18 CPI has responded to this risk by organizing workshops and symposia for national and municipal authorities and other stakeholders throughout the region and by concentrating its main municipal level capacity building efforts on a few pilot cities. But it is still left with three major challenges.

- First, although CPI has carried out a number of knowledge management and networking activities, it has not yet developed a well-defined approach to sharing knowledge that will actually help municipal authorities acquire, adapt, and apply the specific knowledge they need.

- Second, CPI’s knowledge work is at risk of being underutilized without increased capacity at the municipal level, and its capacity building aims are at risk of not realizing the economies of scale possible through well-designed regional capacity building networks.

- CPI’s third risk is financial. As discussed below in Section 4, CPI has succeeded in mobilizing an increasing amount of financing from a growing number of international, regional, and municipal sources. But the total is less than CPI has sought (as shown in Table 4.1). Moreover, while the Bank DGF, AUDI, and some other earmarked funding has financed regional level awareness raising events and knowledge management activities, support for capacity building at the municipal level is being mobilized mainly on a city-by-city basis. Therefore, the challenge remains of a) how to sustain region-wide activities at the end of three years of DGF support and b) how to fund capacity building efforts in municipalities throughout the region. To-date, CPI has not devised a business plan and a related...

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30 Bank staff interview, October 2005.
resource mobilization strategy that sets priorities among its knowledge, networking, and training activities at the regional and municipal levels.
4. Efficiency: Governance, Management, and Financing

4.1 Summary: Although CPI’s start up has been slow, by the end of three years of Bank DGF funding it will have established a sound governance and management foundation on which to build its programming and mobilize resources from a growing number of country, regional, and international partners. Still, CPI has not consolidated a strategy for sustainable financing of intended regional and municipal level efforts and it has not developed adequate monitoring and evaluation measures for tracking program performance.

EFFICIENT USE OF RESOURCES

4.2 CPI was launched quickly but at a cost to the efficient use of Bank DGF resources. The program, which grew out of a regional conference in December 2002, was designed and approved for DGF funding in June 2003, became operational in September 2003, and launched its first studies and website within a year. Its quick start-up was facilitated by the role as a core partner and host of AUDI — an established regional institution with considerable outreach to key players on urban issues. Still, it has taken considerably more time and technical support than anticipated by Bank and program staff to get activities underway. For example:

- It took most of the first year to get CPI’s Secretariat setup (due in part to a change in director six months into the program) and building the capacity of the Secretariat remained a focus of attention of Bank staff throughout the second year.

- Although assessments of the status of children in a selected number of municipalities was an early priority, the first of 12 assessments was published only in May 2005, 18 months after the start-up of the program, and the rest are scheduled for publication throughout 2006, some 24-30 months from the outset.

- A good share of time and resources in the first 18 months was devoted to conducting the “stocktaking” study of funding options for a regional fund, which was ultimately put on hold because of lack of agreement among donors on its relevance and feasibility. As a result, CPI’s revised resource mobilization strategy, focused on pilot cities, is still in the early stages some two years into the start of the program.

4.3 There are two main reasons for this lengthy start up process. First, CPI was launched without adequate appraisal of the program design, management, and financing requirements for meeting its proposed three-year program objectives. Notably, adequate consultations with potential partners were not held before making establishment of a regional fund a key objective. Second, as Bank staff have acknowledged, the size of the task of setting up a capable secretariat was underestimated and, as discussed below in Section 5, Bank procedures posed obstacles to moving the program forward quickly.
4.4 CPI’s governance and management structure is well designed, but not fully consolidated. Its governance arrangement involves international and regional partners as well as local authorities and other stakeholders in the strategic planning and oversight of its work program; and it has a lean management, reinforced by technical expertise.

4.5 Initially, CPI envisioned a Steering Committee as the strategic decision-making body, providing program direction to and oversight of the Secretariat. Although this Committee has not been established, an Advisory Group serves as a sounding board for the Secretariat and is expected to be broadened into a more formal steering committee over time. Currently, the Advisory Group is composed of 19 members from the World Bank, AUDI, and other donors, national and municipal level government representatives, child affairs councils, and civil society groups. According to World Bank staff, partners “wanted a flexible structure to allow the Secretariat to develop” before setting the composition and procedures of a permanent governing body.

4.6 At its first meeting, the Advisory Group established a small Technical Committee (of 5-6 members) to provide technical assistance on request to the Secretariat and to help build up its substantive capacity. Although the Bank and several other CPI partners serve on both the Advisory Group and the Technical Committee different individuals from the partner agencies are involved in each: senior level members on the policy-oriented Advisory Group and technical staff on the Technical Committee.

4.7 CPI is managed by a small Secretariat, which functions independently of its host institution, AUDI. The secretariat’s responsibilities are to: develop program strategies, commission studies, establish a network of local governments, support capacity building efforts, help municipalities to identify priorities and develop requests for assistance, and prepare financial and progress reports. Although CPI’s original management was slow in getting the program off the ground, a change in executive leadership has contributed in the last year to a considerable acceleration in the pace of program implementation.

FINANCING

4.8 CPI has since its start increased the level of financial support for both regional and municipal activities focused on issues of urban children, though in amounts less than requested in FY04 and FY05 (as discussed above and shown in Table 4.1 below). Much of the increase represents direct contributions by international and regional donors and individual municipalities for specific activities. As previously discussed, this earmarked funding reflects the shift in CPI’s resource mobilization strategy following the

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31 Annex C provides a list of members in the governing body.

32 In the first year, only the World Bank, AUDI, and UNICEF contributed to the program, although various donors and partners pledged about $1 million to support CPI activities. Data on the program’s financing was compiled from the Partnership Approval Tracking System (PATS) database and CPI progress reports.
decision to put on hold its original aim of establishing a regional resource mobilization fund.

4.10 The increased financial commitments have come from an expanding number of sources over the period FY04-FY06.

- Although the Bank has been the primary source of funding for CPI’s first two years, its share of total funding is expected to decline by design in year three.
- AUDI, which has contributed some $0.55 million in cash and kind for the CPI Secretariat, agreed in 2005 to continue its support for an additional five years.
- Recently completed and ongoing negotiations with other donors and municipalities are expected to lead in FY06 to more than a doubling of their total financing level in FY05.

### Table 4.1: CPI Funding Has Increased
FY04-FY06 (US$ million)

<table>
<thead>
<tr>
<th></th>
<th>FY-2004 (July 03 – June 04)</th>
<th>FY-2005 (July 04 – June 05)</th>
<th>FY-2006 (July 05- June 06)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Requested</td>
<td>Actual(^1)</td>
<td>Requested</td>
</tr>
<tr>
<td>DGF</td>
<td>0.600</td>
<td>0.600(^1)</td>
<td>1.050</td>
</tr>
<tr>
<td>AUDI</td>
<td>0.200</td>
<td>0.230</td>
<td>0.300</td>
</tr>
<tr>
<td>AGFUND</td>
<td>0.005</td>
<td>0.005</td>
<td>0.010</td>
</tr>
<tr>
<td>UNICEF</td>
<td>0.010</td>
<td>0.010</td>
<td>0.010</td>
</tr>
<tr>
<td>Municipalities</td>
<td>0.100</td>
<td>0.050</td>
<td>1.200</td>
</tr>
<tr>
<td>Other (regional &amp; international partners)</td>
<td>0.075</td>
<td>0.050</td>
<td>0.200</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>0.990</strong></td>
<td><strong>0.945</strong></td>
<td><strong>2.770</strong></td>
</tr>
</tbody>
</table>

Source and Notes: CPI Secretariat, January 2006.

1. Received 11.10.2003
2. $ 500,000 was received on 14.02.2005 and $ 550,000 was received on 29.06.2005
3. Includes estimates of direct and in-kind funds spent by partners in conjunction with CPI activities.

4.11 The increases in the level and sources of program financing is a clear indication of CPI’s success in raising awareness of problems confronting urban children and establishing its credibility as a regional actor on the issue. But the increase has been mainly in the form of direct contributions to pilot projects and one-off events, not for a sustainable program of regional activities. Based on this resource mobilization experience to-date, CPI is unlikely to reach a position of financial sustainability by the end of three years absent of continued World Bank grant support. While CPI plans to commission a new study in FY06 on establishment of a regional funding mechanism to support municipal level actions, the value of such a study at this stage in the life of CPI would be enhanced by the accompanying development of a business plan that sets clear program
priorities for cost effective ways of assisting municipalities to build the knowledge and capacity they need to use such a fund.

**DONOR PERFORMANCE**

4.12 In its first two years, CPI has brought together partners and experts to focus on issues confronting urban children and youth. The World Bank and AUDI, the two initial partners who launched the program, have played significant roles in helping to mobilize donor financial support and participation in regional conferences.

4.13 The Arab Gulf Fund for United Nations Development Organizations (AGFUND), a regional organization, is expected to become a major financial contributor. Also, CPI has built a strong working relationship with UNICEF, which is not a significant funder but provides technical and advisory services. Other donors, municipalities, community groups, and NGOs—such as the Kuwaiti Development Fund, Dubai Municipality, Arab Fund for Social and Economic Development, Canada, the Islamic Development Bank, Saudi Development Fund, and OPEC Fund—have expressed interest in forging a partnership to address children's issues in the MNA region. To-date, the bulk of this support has been in the form of direct contributions to specific events or commitments to individual pilot municipalities. A key issue for the future is how successful CPI will be in fostering close coordination among these partners—through a pooled funding mechanism which, as noted above, will be reconsidered in FY06 or through a shift of grants from earmarked to general program support for uses that are clearly demand driven.
5. Monitoring and Evaluation

5.1 CPI does not have an effective monitoring and evaluation system in place for assessing program progress and results against stated objectives. As noted above (paragraphs 2.16–2.18), the performance indicators do not facilitate the monitoring of progress with respect to intended outputs and outcomes. An independent evaluation as required by the DGF at the end of three year’s of funding would provide an opportunity to explore what CPI activities have achieved in relation to the intended objectives.
6. World Bank Performance

6.1 Summary: The quality of the Bank’s performance in supporting has been mixed. The Bank played a leading role in designing and launching CPI, and its resources and convening power have helped mobilize other funders. The Bank has also appropriately supported the program’s management during CPI’s initial start up. But it seriously underestimated the capacity building needs of the Secretariat and municipalities across the region. It also endorsed weak capacity building and networking plans; and set unrealistic objectives for DGF support of CPI’s start up phase.

Comparative Advantage

6.2 The Bank’s convening power has been critical in mobilizing support for CPI and increasing the attention of local governments, civil society organizations, and donors to the problems of disadvantaged urban children and youth. It is has also drawn on its global and regional knowledge in helping the CPI Secretariat design and organize studies and conferences.

6.3 But the Bank does not have a comparative advantage in supporting operations and activities focused on children. UNICEF and other regional and international NGOs active in children have more experience in this area. CPI’s success in establishing a working relationship with UNICEF, MEDCHILD Institute, and other established players in the field is, therefore, an important complement to its partnership with the Bank.

The Bank’s Coordinating Role with Other Donors

6.4 While the Bank has played an important role in bringing donor and other participants into CPI, it is not clear how support is coordinated with others at the municipal level.

Quality of Support and Oversight

6.5 The Bank exercised strong leadership in initiating a quick response to regional interest in building the capacity of municipal authorities to deal with problems of urban children. In addition, the Bank appropriately provided technical assistance to CPI management during the start up of the program. But there have been shortcomings in its quality of support and oversight. It seriously underestimated the time and resources required to establish a capable CPI secretariat and to raise awareness and strengthen the capacity of individual municipalities. It has supported limited approaches to knowledge sharing, networking, and capacity building that are not consistent with state-of-the-art experience. In addition, the Bank failed to appraise adequately the funding needs and potential partner interests in the design stage of the CPI. As a result it set unrealistic objectives for the three years of proposed DGF Window 2 support.

33 See Annex D for basic information on the Bank’s role in the program.
6.6 Bank non-financial support to CPI has been extensive, though in the view of Bank staff, budget resources for program supervision and technical assistance have been inadequate. Bank staff have provided technical advice and served as a member of CPI’s Advisory Group and Technical Committee. They have carried out supervision and other meetings with CPI staff on the side of missions to the region for other projects and through audio/video conferences. Still, Bank staff thinks that their investment of time has not been enough to ensure the success of the program. As one Task Manager reported, “We have been helping quite a bit in formulating the work program and assisting the Secretariat to get involved with other areas of the Bank…We spend a significant amount of time with this program…This is not enough to help the program to be successful. We would need more time and this means more resources. There needs to be more Bank involvement to help CPI to succeed.”

**STRUCTURES AND INCENTIVES**

6.7 Bank internal structures and processes have impeded CPI progress in two ways. The first issue relates to the locus of responsibility for task managing the program. Although CPI is focused expressly on municipalities and their authorities, it is co-sponsored in the Bank by the regional and network units with a mandate on children issues—i.e., the MNA Social and Human Development unit (MNSHD) and Human Development Network (HDNSP)—and has little involvement with the Urban Development Group, who has partnered with AUDI in the past. Also, the Bank’s disbursement processes have delayed program implementation. According to staff, “every time we send funds to AUDI, we run into problems with procurement procedures, since the DGF does not follow the Bank’s procedures and this is not clear to regional procurement advisers.”

**LINKAGES TO OTHER BANK COUNTRY OPERATIONS**

6.8 Program documents emphasize that CPI activities complement Bank country operations in the MNA region. Specifically, MNA country programs have helped five borrowers develop city development strategies. Three of the five cities were subsequently selected as CPI pilot municipalities. In addition, the Bank’s Children and Youth team and CPI staff have begun discussions on how CPI could play a role in mainstreaming key issues in policies and programs of municipalities and local governments. These interactions, which are attempting to build cross-sectoral collaboration, are still in their early stages, so it is too soon to assess their effectiveness.

**DISENGAGEMENT STRATEGY**

6.9 The Bank stated its plans to exit the CPI program in FY06, at the end of three years of DGF support in the FY04, FY05, and FY06 DGF funding proposals. In each

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34 Staff report that budget resources have ranged from $42,000 in FY04 and $58,000 in FY05 to $30,000 in FY06.

35 Bank staff interview, October 2005.
annual funding request, it clearly indicated that by then “this partnership is expected to be sustainable and consolidated.”36 In accordance with this exit strategy, the Bank’s share of total CPI funding has decreased over the period FY04-05 and will further decrease in FY06, based on anticipated increased commitments from others (as shown above in Table 4.1).

6.10 Yet the FY06 DGF proposal also notes that there is a risk of insufficient funding to carry out the objectives of the program. Although at this point several municipalities have championed the program and more are expected to commit to its objectives as more information and lessons are disseminated, the insufficiency of funds is due largely to the still limited commitment and capacity of many local authorities across the region to attract funds for municipal level activities and the unresolved issue of the establishment of a regional funding mechanism. Under the circumstances, the Bank faces a reputational risk of withdrawing support prior to CPI actually achieving program consolidation and sustainability. The alternative to withdrawal would be for the MNA Region to resubmit the CPI for DGF Window 1 support, but according to DGF guidelines an independent evaluation is required before this shift can be considered. In CPI’s case, such an evaluation would be an important means of assessing its effectiveness to-date and validating its program plans and financial sustainability.

36 DGF FY06 funding proposal, p. 22.
7. **Country Participation**

7.1 As noted above, an increasing number of municipalities from countries across the MNA region have begun to participate in CPI meetings and other events. Also, a few municipalities which have expressed particular commitment to the problems of urban children are in the process of establishing pilot projects. From the start of CPI, the Greater Amman Municipality has played a leading role by co-organizing the 2002 conference that led to the CPI, signing the first pilot project MOU and committing significant funds to its activities, and sending officials to other municipalities on request to share experience.

7.2 Yet, as CPI documents acknowledge, commitment to playing a greater role on children’s issues is still limited to a relatively small number of municipalities across the region and it cannot be said that an interactive regional network of municipal authorities has been established.
8. Conclusions

SUMMARY OF FINDINGS

8.1 CPI is relevant to the needs of the participating countries. It was launched as a result of direct demand for a regional initiative to help local authorities address issues faced by children and youths. In two and a half years, it has established its presence as an actor in the region on issues of urban children, begun to raise awareness about the importance of the role of municipalities in addressing those issues, established a working relationship with a number of regional and international partners, and promoted pilot projects in four cities. The Bank has been an integral partner in developing and supporting the program, translating needs into action. Yet, the program appears unlikely to achieve the objectives it set for its first three years, especially in the areas of capacity building and resource mobilization, and its lack of both an explicit business plan and monitoring and evaluation system will make it hard for it to know if it has been successful in another three to five years.

IMPLICATIONS FOR EFFECTIVE SUPPORT

- While economies of scale can be achieved by building a knowledge base at a regional level, the relevance of the knowledge built depends on commitment and capacity at the country level to use the shared knowledge effectively. Regional network programs therefore need to assess capacity gaps in their design stage, and align knowledge generation activities with efforts to strengthen stakeholders' capacities to adapt and apply new knowledge.

- An effective regional knowledge network is likely to require a well-specified balance and interaction between regional and country level activities, and sustainable funding is necessary for activities at both levels.

- A strong host institution, with an established reputation and reach across countries in the region, can facilitate the establishment and credibility of a regional knowledge sharing program and network.

- Multi-country programs that are multi-sectoral in scope face a particularly difficult “orphan” problem in the Bank. They are likely to be more difficult to link with Bank country programs than sector-specific regional programs, and more likely to receive insufficient oversight.

- Three years of DGF funding is unlikely to be sufficient to launch, consolidate, and establish the financial sustainability of a multi-country program (as CPI annual funding proposals promised). Proposals should be required to have realistic objectives accompanied by monitorable progress indicators that are accurately reported as a basis for deciding on year-to-year funding requests.
Annex A: Background Information on the Regional Program

<table>
<thead>
<tr>
<th></th>
<th>Program (or project) number</th>
<th>P092427</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.</td>
<td><strong>Program Dates</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Approval Date (estimated and actual)</td>
<td>Approval: August 11, 2003</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Effective: October 2003</td>
</tr>
<tr>
<td></td>
<td>Completion Date (estimated and actual)</td>
<td>Estimated: June 30, 2006</td>
</tr>
<tr>
<td>3.</td>
<td><strong>Sectoral or thematic areas</strong></td>
<td>Multi-sectoral</td>
</tr>
<tr>
<td>4.</td>
<td><strong>Regional or subregional</strong></td>
<td>Regional</td>
</tr>
<tr>
<td>5.</td>
<td><strong>Regional partnership or project</strong></td>
<td>Partnership</td>
</tr>
<tr>
<td></td>
<td>Does it comprise country projects? If yes, do the country projects:</td>
<td>No</td>
</tr>
<tr>
<td></td>
<td>• Conform to a template</td>
<td></td>
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<tr>
<td></td>
<td>• Address the same problem(s)</td>
<td></td>
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<tr>
<td></td>
<td>• Regularly interact with each other (e.g., through information sharing, research, M&amp;E)?</td>
<td></td>
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<tr>
<td>6.</td>
<td><strong>Rationale for the regional program:</strong></td>
<td>Knowledge and advocacy</td>
</tr>
<tr>
<td></td>
<td>• Strategic focus: regional commons, trans-boundary problems, regional integration, or other cooperative actions?</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Intended direct impact (regional/sub-regional and/or participating countries)</td>
<td>Participating countries</td>
</tr>
</tbody>
</table>
# Annex B: Partners and Participants in the Regional Program

<table>
<thead>
<tr>
<th>Programmatic</th>
<th>Country Level</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Steering Committee</strong></td>
<td><strong>Technical Committee</strong></td>
</tr>
<tr>
<td><strong>Advisory Body</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Regional Program Level</strong></td>
<td></td>
</tr>
<tr>
<td>International/ regional organizations</td>
<td>Intended</td>
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<td></td>
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<td></td>
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<td></td>
<td></td>
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<tr>
<td>Donor countries</td>
<td></td>
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<td></td>
<td></td>
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<tr>
<td>Developing countries</td>
<td></td>
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<tr>
<td>Developing country CSOs</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Individuals (e.g., expert panel, advisors)</td>
<td></td>
</tr>
</tbody>
</table>
### Annex C: Governance and Management Arrangements

<table>
<thead>
<tr>
<th>Governance Body</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Name, location, internet address, etc.</td>
<td>Steering Committee</td>
</tr>
<tr>
<td>2. Current size</td>
<td>N/A</td>
</tr>
<tr>
<td>3. Current membership</td>
<td>Not established yet.</td>
</tr>
<tr>
<td>4. Membership criteria</td>
<td>N/A</td>
</tr>
<tr>
<td>5. Membership responsibilities</td>
<td>N/A</td>
</tr>
<tr>
<td>6. Minimum annual financial contribution</td>
<td>N/A</td>
</tr>
<tr>
<td>7. Functions of governing body</td>
<td>• Provide guidance and strategic direction to the Secretariat</td>
</tr>
<tr>
<td></td>
<td>• Help establish CPI rules and guidelines</td>
</tr>
<tr>
<td></td>
<td>• Review and approve the annual plan and budget</td>
</tr>
<tr>
<td></td>
<td>• Review semi-annual progress reports</td>
</tr>
<tr>
<td></td>
<td>• Develop guidelines for the potential funding mechanism,</td>
</tr>
<tr>
<td></td>
<td>including mobilizing resources and raising awareness</td>
</tr>
<tr>
<td></td>
<td>• Commission an independent evaluation of CPI-funded activities</td>
</tr>
<tr>
<td></td>
<td>and assessing their impact</td>
</tr>
<tr>
<td></td>
<td>• Review the lessons of the project</td>
</tr>
<tr>
<td></td>
<td>implementation evaluations.</td>
</tr>
<tr>
<td>8. Meeting frequency</td>
<td>N/A</td>
</tr>
<tr>
<td>9. Decisions (vote proportion or by consensus)</td>
<td>N/A</td>
</tr>
<tr>
<td>10. Chair(s) of governing body</td>
<td>First chair would be the World Bank. Chair rotates every two</td>
</tr>
<tr>
<td></td>
<td>years.</td>
</tr>
<tr>
<td>11. Legal status</td>
<td>N/A</td>
</tr>
<tr>
<td>12. Written charter and date</td>
<td>N/A</td>
</tr>
<tr>
<td>13. Approved by</td>
<td>N/A</td>
</tr>
<tr>
<td>14. Other constitutional-level documents</td>
<td>N/A</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Management Body</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>15. Name, location, internet address, etc.</td>
<td>CPI Secretariat</td>
</tr>
<tr>
<td></td>
<td>MENA-Child Protection Initiative</td>
</tr>
<tr>
<td></td>
<td>c/o Arab Urban Development Institute,</td>
</tr>
<tr>
<td></td>
<td>P.O. Box: 6892, Riyadh: 11452,</td>
</tr>
<tr>
<td></td>
<td>Tel. Fax: + 966 1 480 8712</td>
</tr>
<tr>
<td></td>
<td><a href="mailto:info@menacpi.org">info@menacpi.org</a></td>
</tr>
<tr>
<td>16. Current size</td>
<td>N/A</td>
</tr>
<tr>
<td>17. Current membership</td>
<td>N/A</td>
</tr>
<tr>
<td>18. Membership criteria</td>
<td>N/A</td>
</tr>
<tr>
<td>19. Membership responsibilities</td>
<td>N/A</td>
</tr>
<tr>
<td>20. Minimum annual financial contribution</td>
<td>N/A</td>
</tr>
<tr>
<td>21. Functions of regional organization</td>
<td>• Commission studies and developing a strategy</td>
</tr>
</tbody>
</table>
for knowledge management
- Host a website
- Help establish a network of local governments
- Support capacity-building efforts
- Consolidate financial reports every quarter and submitting them to the SC
- Identify country requests/priorities
- Cooperate with the SC to raise awareness and develop the regional funding mechanism.

<table>
<thead>
<tr>
<th>22. Meeting frequency</th>
<th>N/A</th>
</tr>
</thead>
<tbody>
<tr>
<td>23. Decisions (vote proportion or by consensus)</td>
<td>N/A</td>
</tr>
</tbody>
</table>

**Advisory Body (current de facto governing body)**

<table>
<thead>
<tr>
<th>1. Name</th>
<th>Advisory Group</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Current size</td>
<td>19</td>
</tr>
</tbody>
</table>
| 3. Current membership | Nancy Bakeer, Assistant Secretary General for Social Affairs, League of Arab States  
Gassim Al-Banna, Director General, Dubai Municipality, UAE  
Jean Fares, World Bank  
Nasir Al-Ghahtani, Executive Director, AGFUND  
Gibrin Al-Gibrin, Project Director, AGFUND  
Nidal Al-Hadid, Mayor of Amman, Jordan  
Abdul Aziz Al-Hussayin, Mayor of Al-Medina AlMunawara, Saudi Arabia  
Arun Joshi, World Bank  
Moushira Khattab, Secretary General, National Council for Childhood and Motherhood, Egypt  
Ahmed Al-Kholani, Mayor of Sanaa, Yemen  
Ruwaida Al-Maaita, Minister of State Overseeing Government’s Performance  
Thomas Mcdermott, Regional Director, UNICEF  
Elie Michael, Secretary General, Higher Council for Childhood, Lebanon  
Abdullah Al-Nuaim, President, Board of Trustees & AUDI  
Mohammed Sajid, Mayor of Casablanca, Morocco  
Ahmed Al-Salloum, Director General, AUDI  
Gassan Samman, Assistant Director General, Arab Towns Organization, Kuwait  
Ibrahim Al-Sheddi, Secretary General, National Childhood Committee, Ministry of Education |
| **Functions** | **Define the strategic focus of the CPI**  
|              | **Review and comment on CPI’s progress**  
|              | **Advise on CPI’s work plans**  
|              | **Review and comment on CPI’s budget**  
|              | **Propose new directions and ideas that could strengthen the CPI’s impact**  
|              | **Propose measures to assist CPI become sustainable and autonomous** |

| **Meeting frequency** | **Annually in December** |
| **Decisions (vote proportion or by consensus)** | **N/A** |

**Technical Committee**

| **Name** | Technical Committee |
| **Current size** | 6 |
| **Current membership** | Jean Fares, World Bank  
| | Gibrin Al-Gibrin, Project Director, AGFUND  
| | Elie Michael, Secretary General, Higher Council for Childhood, Lebanon  
| | Curt Rhodes, Director, Questscope  
| | Representative, MENA municipal authority  
| | Representative, UNICEF |

| **Membership criteria** | Voluntary |
| **Membership responsibilities** | Members are expected to respond to requests from the Secretariat for advice and assistance. |

| **Functions of regional organization** | Provide feedback on the strategic direction of the program  
| | Propose new directions and ideas for results  
| | Assist in developing the Secretariat’s annual work plan and provide feedback on activities  
| | Engage with the Secretariat in preparing the bi-annual Advisory Group/Steering Committee meetings  
| | Provide the Secretariat with new information on relevant children issues in the region and worldwide |

| **Meeting frequency** | 3 times a year |
# Annex D: The World Bank’s Role in a Partnership

|   | Name of Task Manager or equivalent, location (within the Bank), internet address, etc. | Arun Joshi  
Senior Education Specialist  
MNSHD  
202-458-1220  
[ajoshi@worldbank.org](mailto:ajoshi@worldbank.org)  
Jean Fares  
Economist  
HDNSP  
202-473-5266  
[jfares@worldbank.org](mailto:jfares@worldbank.org) |
<table>
<thead>
<tr>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td></td>
</tr>
</tbody>
</table>
|2. | Name of Oversight Manager or equivalent, location (within the Bank), phone, internet address, etc.  

N/A |
|3. | Founder of the Partnership? [yes/no]  

Yes |
|4. | Chair of governing body?  

Yes |
|5. | If yes, who?  
The Bank will chair the Steering Committee for the first two years. |
|6. | Member of the governing body?  

Yes |
|7. | If yes, who? |
|8. | In-house secretariat? [yes/no] |
|9. | Implementing agency? [yes/no]  

No |
|10. | Funding?  

Yes |
|11. | TF trustee? [yes/no] |
|12. | TF manager? [yes/no] |
|13. | Funder to the sector(s)?  

Yes |

1/ Could be a sector manager, country director, or department director.  
2/ May involve responsibility for oversight and management of how trust fund resources are utilized.
## Annex E: CPI Intended Goals, Objectives, Activities, Outputs, and Outcomes

<table>
<thead>
<tr>
<th>Goals/Mission</th>
<th>Program Objectives</th>
<th>Inputs/Activities</th>
<th>Outputs</th>
<th>Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Improve the well-being of vulnerable and disadvantaged children, aged 0 - 18 years in MNA countries through focused activities that increase local government capacity and knowledge of effective policies, and improve the impact of selective interventions to address critical children’s issues in the region</strong></td>
<td>1. Build a regional knowledge base on key issues confronting children</td>
<td>• Review existing studies on the status of disadvantaged children and undertake some new but selective studies&lt;br&gt;• Review and compare urban policies and programs for disadvantaged children in the region&lt;br&gt;• Evaluate selected programs for disadvantaged children in municipalities&lt;br&gt;• Provide a K-platform (such as regular brainstorming and learning events/meetings) to share experience in relevant areas&lt;br&gt;• Assist mayors to evaluate the capacity of their municipalities to undertake and address issues faced by disadvantaged children in their jurisdictions&lt;br&gt;• Develop a website and a helpdesk</td>
<td>• Studies and evaluations conducted on lessons learned and good practices&lt;br&gt;• Website launched and operational&lt;br&gt;• Partnerships formed&lt;br&gt;• Forums organized&lt;br&gt;• Network established for coordinating and disseminating information</td>
<td>• Improved regional knowledge base, sharing, and management</td>
</tr>
<tr>
<td><strong>2. Build capacity of municipalities and local authorities</strong></td>
<td>2. Knowledge sharing and peer learning activities&lt;br&gt;• Workshops and training</td>
<td>• Better analysis of information and data for planning, monitoring and evaluation, and leveraging</td>
<td>• Increased sensitization and awareness issues of vulnerable and disadvantaged urban children&lt;br&gt;• Improved local...</td>
<td></td>
</tr>
</tbody>
</table>
| 3. Develop an effective approach for a funding mechanism | • Review experiences and lessons from both successful and less successful examples of funding for local initiatives  
  • Explore the prospects of a partnership among donors to support an effective funding mechanism  
  • Produce an operations manual/MOU for pooling donor resources  
  • Help establish an efficient funding mechanism | • Rapid response, flexible funding approach launched and operational  
  • Mobilization of additional funds | • Funding provided for projects and activities as requested by mayors and other stakeholders at city and town level |
Annex F: Persons Consulted

Arun Joshi
Senior Education Specialist
MNSHD
202-458-1220
ajoshi@worldbank.org

Jean Fares
Economist
HDNSP
202-473-5266
jfares@worldbank.org
Annex G: References

Amman Declaration on “Children and the City.” 2002.


Dubai Declaration on Urban Children and Youth, 2005.

Harrell-Bong, Barbara, Aya El-Hilaly, and Abigail Schaeffer. “Refugee Children in Cairo: An Invisible ‘at Risk’ Group in the city,” This is from a compilation of background papers from the “Children and the City” Conference. Amman Hashemite Kingdom of Jordan. AUDI and World Bank 2002. p. 71


Terms of Reference for Establishment of a CPI Advisory Group and Technical Committee


_____ “Regional Early Childhood Development Capacity Building Program.” Concept Note. Arun Joshi.


_____ “Regional Early Childhood Development Capacity Building Program.” Arun Joshi.

_____ “Issues Paper: Disadvantaged Children in the Middle East and North Africa Region.”

Stiglitz, Joseph. “Knowledge as a Global Public Good.”


Other References:

Internal Documents (back to office reports)